

A REQUEST FOR EMERGENCY SUPPLEMENTAL  
APPROPRIATIONS FOR FY 2014

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COMMUNICATION

FROM

**THE PRESIDENT OF THE UNITED STATES**

TRANSMITTING

A EMERGENCY SUPPLEMENTAL APPROPRIATIONS REQUEST FOR  
FISCAL YEAR (FY) 2014



JULY 10, 2014.—Referred to the Committee on Appropriations and ordered  
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THE WHITE HOUSE,  
Washington, DC, July 8, 2014.

Hon. JOHN A. BOEHNER,  
*Speaker of the House of Representatives,*  
*Washington, DC.*

DEAR MR. SPEAKER: On June 30, I provided an update on my Administration's efforts in addressing the urgent humanitarian situation on both sides of the Southwest border with an aggressive, unified, and coordinated Federal response. Today, I ask the Congress to consider the enclosed emergency supplemental appropriations request for Fiscal Year (FY) 2014 that includes \$3.7 billion to comprehensively address this urgent humanitarian situation.

This funding would support a sustained border security surge through enhanced domestic enforcement, including air surveillance; expenses related to the repatriation and reintegration of migrants; associated transportation costs; additional immigration judge teams, immigration prosecutors, and immigration litigation attorneys to ensure cases are processed fairly and as quickly as possible; funding to address the root causes of migration; public diplomacy and international information programs; the operational costs of responding to the significant rise in apprehensions of unaccompanied children and adults traveling with children; and expenses associated with the appropriate care for those apprehended, consistent with Federal law, and the necessary medical response.

I am also requesting \$615 million for emergency wildfire suppression activities for FY 2014, and a new discretionary cap adjustment for wildfire suppression operations starting in FY 2015. This funding would provide for the necessary expenses for wildfire suppression and rehabilitation activities this fiscal year so we can fight fires without having to resort to damaging transfers from our wildfire treatment and protection activities. Too often in recent years, this cycle of transfers has undermined our efforts to prepare for and reduce the severity of wildfires, which is both fiscally imprudent and self-defeating.

My request includes language to support a discretionary cap adjustment to allow the Federal Government to respond to severe, complex, and threatening fires or a severe fire season in the same way as we fund other natural disasters such as hurricanes or earthquakes. This approach would provide funding certainty in future years for firefighting costs, free up resources to invest in areas that will promote long-term forest health and reduce fire risk, and maintain fiscal responsibility by addressing wildfire disaster needs through agreed-upon funding mechanisms.

My Administration requests that the funding described above be designated as emergency requirements pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended, (BBEDCA). In addition, my Administra-

tion requests that a new cap adjustment for wildfire suppression operations be added to section 251(b)(2) of BBEDCA.

I urge the Congress to act expeditiously in considering this important request, the details of which are set forth in the enclosed letter from the Acting Director of the Office of Management and Budget.

Finally, separate from this request, my Administration will continue to work with the Congress—following up on my letter to congressional leadership on June 30, 2014—to ensure that we have the legal authorities to maximize the impact of our efforts, including providing the Secretary of Homeland Security additional authority to exercise discretion in processing the return and removal of unaccompanied minor children from non-contiguous countries like Guatemala, Honduras, and El Salvador, and increasing penalties for those who smuggle vulnerable migrants, like children.

Sincerely,

BARACK OBAMA.

[Estimate No. 3, 113th Cong., 2nd Sess.]

EXECUTIVE OFFICE OF THE PRESIDENT,  
OFFICE OF MANAGEMENT AND BUDGET,  
*Washington, DC, July 8, 2014.*

The PRESIDENT,  
*The White House.*

DEAR MR. PRESIDENT: Submitted for your consideration is an emergency supplemental request for \$3.7 billion to address the urgent humanitarian situation in the Rio Grande Valley areas of our Nation's southwest border. This request also includes \$615 million for emergency wildfire suppression activities for FY 2014 and a new discretionary cap adjustment for wildfire suppression operations starting in FY 2015.

As you know, while overall rates of apprehensions across our Southwest border remain at near historic lows, apprehensions and processing of children and individuals from Central America crossing the border in the Rio Grande Valley have continued at high rates. Your Administration continues to address this crisis with a whole-of-government response on both sides of the border. These actions will permit us to fulfill our legal and moral obligations to appropriately care for unaccompanied children who are apprehended, while taking aggressive steps to surge resources to our Southwest border to deter both adults and children from embarking on this dangerous journey, increase capacity for enforcement and removal proceedings, and quickly return recent unlawful border crossers to their home countries after appropriate humanitarian screenings are conducted and it is determined that no relief is available.

To date, the Government-wide response includes efforts by the Departments of Homeland Security (DHS) and Justice (DOJ) to deploy additional enforcement resources—including immigration judges, Immigration and Customs Enforcement attorneys, and asylum officers—to focus on individuals and adults traveling with children from Central America and entering without authorization across the Southwest border. Part of this surge includes detention of adults traveling with children, as well as expanded use of the Alternatives to Detention program, to avoid a more significant humanitarian situation. DHS is working to secure additional space that satisfies applicable legal and humanitarian standards for detention of adults with children. This surge of resources means that cases are processed fairly and as quickly as possible, ensuring the protection of asylum seekers and refugees while enabling the prompt removal of individuals who do not qualify for asylum or other forms of relief from removal. Finally, to attack the criminal organizations and smuggling rings that are exploiting these individuals, agencies are surging law enforcement task forces in co-

operation with our international partners, with a focus on stepped-up interdiction and prosecution.

Under your direction, the Administration also continues to work closely with our Mexican and Central American partners to address the root causes of this problem, stem the flow of adults and unaccompanied children into the United States, and expand capacity to receive and reintegrate repatriated migrants. Following the Vice President's June 20th meeting with leaders from El Salvador, Guatemala, Honduras, and Mexico, to discuss our shared responsibility for promoting security, these countries committed to working together and with the United States to address the immediate humanitarian crisis as well as the long-term challenges in their countries. Secretary Kerry met with leaders from El Salvador, Guatemala, and Honduras on July 1st in Panama, and his remarks highlighted some of the challenges driving migration, the importance of applying the law and combating misinformation, and working together with Central American partners to address these challenges. We are working with our Central American partners, nongovernmental organizations, and other influential voices to send a clear message to potential migrants so that they understand the significant dangers of this journey and to make clear that they are not eligible for the Deferred Action for Childhood Arrivals process or earned citizenship provisions that are part of comprehensive immigration reform pending in the Congress. As part of this effort, we have also committed foreign assistance resources to improve the capacity of these countries to receive and reintegrate returned individuals and address the underlying security and economic issues that cause migration.

While we are working across all of these channels, we also are focused on ensuring that sufficient resources and authorities exist to support a comprehensive approach to stemming this crisis. Accordingly, this request would provide funding to: support a sustained border security surge through enhanced domestic enforcement, including air surveillance; pay for expenses related to the repatriation and reintegration of migrants, associated transportation costs, and additional immigration judge teams, immigration prosecutors, and immigration litigation attorneys to ensure cases are processed fairly and as quickly as possible; address the root causes of migration; public diplomacy and international information programs; the operational costs of responding to the significant rise in apprehensions of unaccompanied children and adults traveling with children; and pay for expenses associated with the appropriate care for those apprehended, consistent with Federal law, including necessary medical responses.

In addition, the request would provide resources necessary to support wildfire suppression and rehabilitation activities this year, and would fund these activities in a more fiscally sustainable manner going forward. As you know, too often in recent years, Federal funding for wildfire suppression has proved insufficient to address rising costs. When this happens, the Government is forced to transfer hundreds of millions of dollars away from critical forest programs to fund wildfire suppression activities. It forces the Government to delay or suspend, key fire preparedness, forest maintenance, research, and other activities, and creates a vicious cycle.

Unfortunately, current projections of suppression needs indicate this cycle is set to repeat itself once again this year. The Department of Agriculture currently projects that the costs for fire suppression could exceed appropriated funding by over \$600 million. The proposal you introduced in the Budget—modeled on bipartisan proposals in both houses of the Congress—would break this cycle by budgeting for the most extreme fires just as we do for other disasters like hurricanes, tornadoes, and earthquakes, and to do so in a fiscally responsible way that would not increase the total amount of discretionary resources available to spend. The discretionary cap adjustment included in this request would re-propose this approach.

The amounts requested to address the urgent humanitarian situation in the Rio Grande Valley areas of our Nation's southwest border, and the wildfire suppression activities are designated as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended (BBEDCA). In addition, this request includes a proposal to add a new cap adjustment for wildfire suppression operations to section 251(b)(2) of BBEDCA.

The major categories of funding—in Agency order—are highlighted below:

*Department of Agriculture Wildfire Management*

- \$615 million for wildfire suppression.

*Department of Health and Human Services (HHS) Administration for Children and Families*

- \$1.8 billion for additional capacity to care for unaccompanied children including through more stable, cost-effective arrangements, while maintaining services for refugees; and the necessary medical response to the arrival of these children. With these funds, HHS will have the resources to be able to care for the children currently projected to come into the custody of the Department of Homeland Security.

*Department of Homeland Security (DHS) Immigration and Customs Enforcement (ICE)*

- \$879 million for the detention, prosecution, and removal of apprehended undocumented families;
- \$116 million for transportation costs associated with the surge in apprehensions of unaccompanied children; and
- \$109 million for expanded domestic and international immigration and customs investigatory and other enforcement efforts.

*DHS Customs and Border Protection*

- \$364 million for operational costs associated with responding to the surge in the apprehensions of unaccompanied children and families;
- \$29 million for expansion of the Border Enforcement Security Task Force program; and
- \$39 million to increase air surveillance capabilities to improve detection and interdiction of illegal activity in the Rio Grande Valley region.

*Department of Justice (DOJ) Administrative Review and Appeals*

- \$45.4 million for additional immigration judge teams to increase case processing;
- \$2.5 million for expansion of the legal orientation program; and
- \$15.0 million for direct legal representation services to children in immigration proceedings.

*DOJ General Legal Activities*

- \$1.1 million for additional immigration litigation attorneys to support Federal agencies involved in detainee admission, regulation, and removal action.

*Department of State (State) and Other International Programs (OIP) Diplomatic and Consular Programs*

- \$5 million for public diplomacy and international information programs and support related to Central American migration issues.

*State and OIP Economic Support Fund*

- \$295 million for the repatriation and reintegration of migrants to countries in Central America and to address the root causes of migration from these countries.

*General Provisions*

- Proposes to limit the authority of agencies appropriated funds under DHS to reprogram appropriations within an account and to transfer up to 30 percent between appropriations accounts with notification;
- Proposes authority to transfer up to \$250 million between appropriations made available in this Act for the humanitarian situation at the border; and
- Proposes adjustment to the discretionary spending limits for wildfire suppression operations.

*Recommendation*

I carefully reviewed this request and am satisfied that it is necessary at this time. Without supplemental funding, absent undertaking extraordinary measures, agencies will not have sufficient resources to adequately address this situation. HHS will be unable to address the influx of children by securing sufficient shelter capacity with the number of children held at Border Patrol stations continuing to increase, for longer periods of time. Going forward, HHS will be unable to set-up more stable, cost-effective arrangements for these children, Border Patrol agents will have to be reassigned to child care duties from their border security work, and ICE will lack the resources needed to sufficiently expand detention and removal capacity for adults with children who cross the border illegally. In addition, without additional funds, DOJ will be unable to keep pace with its growing caseload, leading to longer wait times for those cases already on the docket. And absent dedicated resources in Central American countries, we will not make progress on the larger drivers of this humanitarian crisis.



Therefore, I join the heads of the affected departments and agencies in recommending you transmit the proposals to the Congress.  
Sincerely,

BRIAN DEESE,  
*Acting Director.*

Enclosures.

## DEPARTMENT OF AGRICULTURE

### FOREST SERVICE

#### WILDLAND FIRE MANAGEMENT

*For an additional amount for “Wildland Fire Management” to cover necessary expenses for wildfire suppression and emergency rehabilitation activities of the Forest Service, \$615,000,000, to remain available until expended: Provided, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide the Department of Agriculture an additional \$615 million for the Forest Service Wildland Fire Management account in FY 2014. The latest Federal Land Assistance, Management, and Enhancement Act projection of fire suppression costs at the 90 percent confidence interval shows an upper-bound of \$1.61 billion. When compared to the current appropriations level of \$995 million, an additional \$615 million is needed to cover potential suppression costs and avoid the need for destabilizing transfers from other forest health and resilience activities. Any unused balances in FY 2014 would remain available to cover wildfire suppression and emergency rehabilitation activities in future severe fire seasons.

Without this additional funding, should suppression costs meet currently estimated levels, the Department of Agriculture would once again have to transfer funds from other areas—such as brush disposal and hazardous fuels treatment, bridge, road and trail maintenance; capital construction; recreation; visitor safety projects; and timber sales—all of which are important not only for better fire management, but also for the local economies in and around Federal lands. This would also serve to perpetuate the cycle that has occurred in recent years, whereby agencies have had to delay or cancel investments in long-term priorities that can improve forest health and fire preparedness in order to meet short-term fire suppression needs.

## DEPARTMENT OF HEALTH AND HUMAN SERVICES

## ADMINISTRATION FOR CHILDREN AND FAMILIES

## REFUGEE AND ENTRANT ASSISTANCE

*For an additional amount for “Refugee and Entrant Assistance”, \$1,830,000,000, to be merged with and available for the same period and purposes as funds appropriated in Public Law 113–76 “for carrying out such sections 414, 501, 462, and 235”: Provided, That funds appropriated under this heading may also be used for other medical response expenses of the Department of Health and Human Services in assisting individuals identified under subsection (b) of such section 235 and for acquisition, construction, improvement, repair, operation, and maintenance of real property and facilities: Provided further, That, the Secretary may, in this fiscal year and hereafter, accept and use money, funds, property, and services of any kind made available by gift, devise bequest, grant, or other donation for carrying out such sections: Provided further, That funds appropriated under this heading for medical response expenses may be transferred to and merged with the “Public Health and Social Services Emergency Fund”: Provided further, That such transfer authority is subject to the regular notification procedures of the Committees on Appropriations: Provided further, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide an additional \$1.8 billion for the Department of Health and Human Services (HHS) to provide the appropriate care for unaccompanied children, consistent with Federal law, while maintaining services for refugees. The number of unaccompanied children apprehended while crossing the southwest border of the United States without authorization has increased substantially, resulting in an urgent humanitarian situation and straining the resources of the Departments of Homeland Security and HHS. With these funds, HHS could bring on additional capacity and put in place more stable, cost-effective arrangements. The proposal would also fund the necessary medical response for unaccompanied children in Border Patrol facilities. This proposal would also provide the Secretary of HHS with the authority to accept gifts and acquire property for purposes of carrying out responsibilities related to the care and custody of unaccompanied children.

## DEPARTMENT OF HOMELAND SECURITY

## U.S. IMMIGRATION AND CUSTOMS ENFORCEMENT

## SALARIES AND EXPENSES

*For an additional amount for “Salaries and Expenses” to cover necessary expenses to respond to the significant rise in unaccompanied children and adults with children at the southwest border and related activities, and for the necessary expenses for enforce-*

*ment of immigration and customs law, detention and removals of adults with children crossing the border unlawfully, and investigations \$1,103,995,000, to remain available until September 30, 2015: Provided, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide the Department of Homeland Security a total of \$1.1 billion for Immigration and Customs Enforcement (ICE). Of this total, \$879 million would pay for detention and removal of apprehended undocumented adults traveling with children, expansion of alternatives to detention programs for these individuals, and additional prosecution capacity for adults with children who cross the border unlawfully; \$116 million would pay for transportation costs associated with the significant rise in apprehensions of unaccompanied children; and \$109 million would provide for immigration and customs enforcement efforts, including expanding the Border Enforcement Security Task Force program, doubling the size of vetted units in El Salvador, Guatemala, and Honduras, and expanding investigatory activities by ICE Homeland Security Investigations.

## DEPARTMENT OF HOMELAND SECURITY

### U.S. CUSTOMS AND BORDER PROTECTION

#### SALARIES AND EXPENSES

*For an additional amount for “Salaries and Expenses” to cover necessary expenses to respond to the significant rise in unaccompanied children and adults with children at the southwest border and related activities, including the acquisition, construction, improvement, repair, and management of facilities, and for necessary expenses related to border security, \$393,549,000, to remain available until September 30, 2015: Provided, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide the Department of Homeland Security a total of \$393 million for Customs and Border Protection (CBP). Of this total, \$364 million would pay for operational costs of responding to the significant rise in apprehensions of unaccompanied children and families, including overtime and temporary duty costs for Border Patrol agents, contract services and facility costs to care for children while in CBP custody, and medical and transportation service arrangements; and \$29 million for CBP to expand its role in Border Enforcement Security Task Force programs, increasing information-sharing and collaboration among the participating law enforcement agencies combatting transnational crime.

## DEPARTMENT OF HOMELAND SECURITY

## U.S. CUSTOMS AND BORDER PROTECTION

AIR AND MARINE INTERDICTION, OPERATIONS, MAINTENANCE, AND  
PROCUREMENT

*For an additional amount for “Air and Marine Interdiction, Operations, Maintenance, and Procurement” to cover necessary expenses to respond to the significant rise in unaccompanied children and adults with children at the southwest border and related activities, \$39,411,000, to remain available until September 30, 2015: Provided, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide the Department of Homeland Security \$39.4 million for Customs and Border Protection to increase air surveillance capabilities in response to the significant rise in apprehensions of unaccompanied children. The funding would support 16,526 additional flight hours above the level requested in the President’s FY 2015 Budget for border surveillance and 16 additional crews for unmanned aerial systems to improve the detection and interdiction of illegal activity at the border.

## DEPARTMENT OF HOMELAND SECURITY

## GENERAL PROVISIONS

*SEC. \_\_\_\_\_. (a) None of the funds provided by this title shall be available for obligation or expenditure through a reprogramming of funds that proposes to use funds directed for a specific activity by either of the Committees on Appropriations of the Senate or the House of Representatives for a different purpose unless the Committees on Appropriations of the Senate and the House of Representatives are notified 15 days in advance of such reprogramming of funds.*

*(b) Not to exceed 30 percent of any appropriation made available by this title may be transferred between such appropriations, but no such appropriation, except as otherwise specifically provided, shall be increased by more than 50 percent by such transfers: Provided, That any transfer under this section shall be treated as a reprogramming of funds under subsection (a) and shall not be available for obligation unless the Committees on Appropriations of the Senate and the House of Representatives are notified 15 days in advance of such transfer.*

This proposal would limit the authority of agencies appropriated funds under this title to reprogram appropriations within an account, and would provide the authority to transfer up to 30 percent between appropriations accounts with 15-day advance notification to the Committees.

## DEPARTMENT OF JUSTICE

## GENERAL ADMINISTRATION

## ADMINISTRATIVE REVIEW AND APPEALS

*For an additional amount for “Administrative Review and Appeals” to cover necessary expenses to respond to the significant rise in unaccompanied children and adults with children at the southwest border and related activities, \$62,900,000, to remain available until September 30, 2015: Provided, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide the Department of Justice a total of \$62.9 million for Administrative Review and Appeals. Of the total, \$45.4 million would be to hire approximately 40 additional immigration judges and support teams, including those anticipated to be hired on a temporary basis. This funding would also expand courtroom capacity including additional video conferencing and other equipment in support of the additional immigration judge teams. These additional resources, when combined with the FY 2015 Budget request for 35 additional teams would provide sufficient capacity to process an additional 55,000 to 75,000 cases annually.

This proposal would provide \$2.5 million to expand the legal orientation program that provides direct assistance to adults and custodians of children in the immigration court system and \$15.0 million to provide direct legal representation services to children in immigration proceedings. These programs and services have been found to increase appearance rates in immigration proceedings and reduce the length of time it takes to adjudicate cases.

## DEPARTMENT OF JUSTICE

## LEGAL ACTIVITIES AND U.S. MARSHALS

## SALARIES AND EXPENSES, GENERAL LEGAL ACTIVITIES

*For an additional amount for “Salaries and Expenses, General Legal Activities” to cover necessary expenses to respond to the significant rise in unaccompanied children and adults with children at the southwest border and related activities \$1,100,000, to remain available until September 30, 2015: Provided, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide the Department of Justice \$1.1 million to hire additional immigration litigation attorneys to support Federal agencies involved in detainee admission, regulation, and removal actions.

DEPARTMENT OF STATE AND OTHER INTERNATIONAL  
PROGRAMS

ADMINISTRATION OF FOREIGN AFFAIRS

DIPLOMATIC AND CONSULAR PROGRAMS

*For an additional amount for “Diplomatic and Consular Programs”, \$5,000,000, to remain available until September 30, 2015, which may be made available for public diplomacy and international information programs and support related to Central American migration issues: Provided That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide an additional \$5 million under Department of State and Other International Programs to support State Department media campaigns in Mexico, Guatemala, El Salvador, and Honduras, targeting potential migrants and their families. The campaigns will emphasize the dangers of the journey, deliver the message that unaccompanied children are not given a permit to stay in the United States, and highlight a shared community responsibility for the welfare of unaccompanied children. Activities will include media tours, press interviews, and all media relations as well as programmatic oversight. Funds would also support youth programs to develop skills and leadership among potential migrants.

DEPARTMENT OF STATE AND OTHER INTERNATIONAL  
PROGRAMS

INTERNATIONAL SECURITY ASSISTANCE

ECONOMIC SUPPORT FUND

*For an additional amount for “Economic Support Fund”, \$295,000,000, to remain available until September 30, 2015, for necessary expenses related to the repatriation and reintegration of migrants (including unaccompanied children and adults traveling with children) to countries in Central America, to address the root causes of migration from countries in Central America, and to help the countries of Central America build capacity to better control their borders, notwithstanding any other provision of law: Provided, That assistance under this heading may also be provided for transit countries assisting in repatriation efforts: Provided further That the Department of State and the United States Agency for International Development shall develop metrics related to repatriation and reintegration of migrants to measure progress and assess cooperation by recipient governments in Central America, and that continued funding beyond initial assistance for addressing repatriation and reintegration efforts may be contingent on cooperation by Central American governments on progress against such metrics: Provided further That funds appropriated in this paragraph may be trans-*

*ferred to funds made available under the headings "Complex Crises Fund" and "International Narcotics Control and Law Enforcement" in Titles III and IV of acts making appropriations for the Department of State, foreign operations, and related programs, and may be further transferred under relevant authorities: Provided further, That such transfer authority is in addition to any other transfer authority provided by this or any other Act: Provided further, That such amount is designated by the Congress as an emergency requirement pursuant to section 251(b)(2)(A) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That such amount shall be available only if the President designates such amount as an emergency requirement pursuant to section 251(b)(2)(A).*

This proposal would provide an additional \$295 million to support efforts to repatriate and reintegrate migrants to Central America, to help the governments in the region better control their borders, and to address the underlying root causes driving migration, i.e. creating the economic, social, governance, and citizen security conditions to address factors that are contributing to significant increases in migration to the United States.

Funding will be used to increase the capacity of Central American governments to receive and reintegrate repatriated migrants. For example, funding will expand existing repatriation centers in El Salvador, Guatemala, and Honduras, and provide associated training to immigration officials. As appropriate, assistance will facilitate transportation and the rapid and humane processing of migrants in country. In addition, funding may expand the capacity of governments and NGOs to provide services for returned migrants. Reintegration assistance will focus broadly on building the capacity of national governments, local officials, and civil society actors to develop sustainable community networks and cross-referral systems and identify those most at risk of returning to the United States.

Reception assistance will also aim to build the capacity of countries of origin to implement the voluntary Regional Guidelines for the Attention of Unaccompanied Children that were endorsed by the member countries of the Regional Conference on Migration in 2009. Assistance could be provided to foreign countries in the region, countries that have detained migrants transiting their territory before they enter the United States and that seek assistance in repatriating those migrants to their country of origin.

Funding will also be provided to address the underlying root causes of migration. This will help countries in the region address the economic, social, governance, and institutional factors that contribute to out-migration including endemic poverty, lack of educational, vocational, and employment opportunities, and high rates of criminal gang activity, other violent crime, and narcotics and human trafficking. For example, assistance may be used to support expanded law enforcement capacity and capabilities, building on and expanding efforts to improve citizen security; to promote economic growth and jobs, e.g. through small business development, vocational training, and to support rural farm incomes; or for programs that target at-risk youths to reduce the influence of gangs. In addition, assistance will be used to help countries in the region

build their capacity to control their borders. This could include training or equipment to improve customs and border control to stem illicit migration while improving the flow of licit goods and trade across borders.

To allow a whole-of-government approach and to allow funds to be implemented by the most appropriate agency, this language uses existing transfer authorities to allow State and USAID to transfer funds as necessary to other agencies (e.g. the Department of Justice, Millennium Challenge Corporation).

To improve the alignment of interests between the United States and partner governments in Central America, State and USAID will devise metrics to measure progress on repatriation and reintegration efforts, and will regularly assess cooperation by recipient governments in Central America and progress against these metrics and factor the results into decisions on continuing repatriation and reintegration assistance funding.

#### GENERAL PROVISIONS—THIS ACT

##### **SEC. \_\_\_\_ . TRANSFER AUTHORITY.**

*Not to exceed \$250,000,000 of any appropriation made available in this Act may be transferred between such appropriations (excluding the appropriation for “Wildland Fire Management”): Provided, That the Committees on Appropriations of the Senate and the House of Representatives are notified 15 days in advance of any such transfer by the head of the transferor agency.*

##### **SEC. \_\_\_\_ . WILDFIRE DISASTER FUNDING AUTHORITY.**

*(a) IN GENERAL.—Section 251(b)(2) of the Balanced Budget and Emergency Deficit Control Act of 1985 (2 U.S.C. 901(b)(2)) is amended by adding at the end the following:*

*“(E) FLAME wildfire suppression.—*

*“(i) If a bill or joint resolution making appropriations for a fiscal year is enacted that specifies an amount for wildfire suppression operations in the Wildland Fire Management accounts at the Department of Agriculture or the Department of the Interior, then the adjustments for that fiscal year shall be the amount of additional new budget authority provided in that Act for wildfire suppression operations for that fiscal year, but shall not exceed—*

*“(I) for fiscal year 2015, \$1,410,000,000 in additional new budget authority;*

*“(II) for fiscal year 2016, \$1,460,000,000 in additional new budget authority;*

*“(III) for fiscal year 2017, \$1,557,000,000 in additional new budget authority;*

*“(IV) for fiscal year 2018, \$1,778,000,000 in additional new budget authority;*

*“(V) for fiscal year 2019, \$2,030,000,000 in additional new budget authority;*

*“(VI) for fiscal year 2020, \$2,319,000,000 in additional new budget authority;*

*“(VII) for fiscal year 2021, \$2,650,000,000 in additional new budget authority;*



*“(VIII) for fiscal year 2022, \$2,690,000,000, in additional new budget authority;*

*“(IX) for fiscal year 2023, \$2,690,000,000, in additional new budget authority; and*

*“(X) for fiscal year 2024, \$2,690,000,000, in additional new budget authority.*

*“(ii) As used in this subparagraph—*

*“(I) the term ‘additional new budget authority’ means the amount provided for a fiscal year, in excess of 70 percent of the average costs for wildfire suppression operations over the previous 10 years, in an appropriation Act and specified to pay for the costs of wildfire suppression operations; and*

*“(II) the term ‘wildfire suppression operations’ means the emergency and unpredictable aspects of wildland firefighting including support, response, and emergency stabilization activities; other emergency management activities; and funds necessary to repay any transfers needed for these costs.*

*“(iii) The average costs for wildfire suppression operations over the previous 10 years shall be calculated annually and reported in the President’s Budget submission under section 1105(a) of title 31, United States Code, for each fiscal year.”.*

*(b) DISASTER FUNDING.—Section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985 (2 U.S.C. 901(b)(2)(D)) is amended—*

*(1) in clause (i)—*

*(A) in subclause (I), by striking “and” and inserting “plus”;*

*(B) in subclause (II), by striking the period and inserting “; less”; and*

*(C) by adding the following:*

*“(III) the additional new budget authority provided in an appropriation Act for wildfire suppression operations pursuant to subparagraph (E) for the preceding fiscal year.”; and*

*(2) by adding at the end the following:*

*“(v) Beginning in fiscal year 2017 and in subsequent fiscal years, the calculation of the ‘average funding provided for disaster relief over the previous 10 years’ shall include for each year within that average the additional new budget authority provided in an appropriation Act for wildfire suppression operations pursuant to subparagraph (E) for the preceding fiscal year.”.*

The Transfer Authority proposal would provide the authority to transfer up to \$250,000,000 between appropriations made available in this Act with 15-day advance notification to the Committees. Given the evolving nature of the Government’s response to the surge in arrivals at the southwest border of unaccompanied children and adults traveling with children, this authority will permit flexibility in addressing critical operational needs as they arise.

The Wildfire Disaster Funding Authority provision provides a new framework for funding fire suppression by creating a cap ad-

justment to fund extraordinary fire costs in the same manner as other disasters such as hurricanes or earthquakes. This proposal does not increase overall discretionary spending, as the provision reduces the ceiling for the existing disaster relief cap adjustment by an equivalent amount. Fire is a natural occurrence that can be highly beneficial to landscapes when managed properly; however, population growth near forests and rangelands, past management practices, and a changing climate have dramatically increased wild-fire risk and resulting costs. Since appropriated suppression funds in most years have not been adequate to cover suppression costs, the Departments of Agriculture and the Interior have relied on damaging funding transfers that reduce land management and other preparedness activities designed to reduce the impact of wildland fires in the future. This situation calls for a fundamental change in how wildfire suppression is funded to help reduce fire risk, manage landscapes more holistically, and increase the resiliency of the Nation's forests and rangelands and the communities that border them.

