

ADDRESSING ADDICTION AFTER DISASTERS ACT

DECEMBER 4, 2024.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. GRAVES of Missouri, from the Committee on Transportation and Infrastructure, submitted the following

R E P O R T

[To accompany H.R. 5623]

The Committee on Transportation and Infrastructure, to whom was referred the bill (H.R. 5623) to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize the President to provide substance use and alcohol use disorder services, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

CONTENTS

	Page
Purpose of Legislation	2
Background and Need for Legislation	2
Hearings	3
Legislative History and Consideration	3
Committee Votes	3
Committee Oversight Findings and Recommendations	3
New Budget Authority and Tax Expenditures	3
Congressional Budget Office Cost Estimate	4
Performance Goals and Objectives	4
Duplication of Federal Programs	4
Congressional Earmarks, Limited Tax Benefits, and Limited Tariff Benefits ...	4
Federal Mandates Statement	4
Preemption Clarification	5
Advisory Committee Statement	5
Applicability to Legislative Branch	5
Section-by-Section Analysis of the Legislation	5
Changes in Existing Law Made by the Bill, as Reported	5

The amendment is as follows:
 Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Addressing Addiction After Disasters Act”.

SEC. 2. CRISIS COUNSELING ASSISTANCE AND TRAINING.

Section 416 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5183) is amended—

(1) in subsection (a)—

(A) by inserting “, substance use, or alcohol use” after “private mental health”; and

(B) by inserting “, substance use, and alcohol use” after “relieve mental health”; and

(2) in subsection (b) by inserting “, substance use, or alcohol use” before “organization providing”.

SEC. 3. REPORT ON CHANGES TO APPLICATION.

Not later than 180 days after the date of enactment of this Act, the Administrator of the Federal Emergency Management Agency, in consultation with the Assistant Secretary for Mental Health and Substance Use, the Director for the Center for Substance Abuse Treatment, and State alcohol and drug agencies, shall review, adjust, and report to Congress any changes made to the application for assistance under section 416 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5183) and to any other relevant guidance documents to reflect the amendments made by this Act.

SEC. 4. GAO REPORT TO CONGRESS.

The Comptroller General of the United States shall conduct a review of the assistance provided under the crisis counseling assistance and training program established pursuant to section 416 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5183) and submit to Congress a report describing—

(1) the duration of assistance provided to individuals under such program;

and

(2) the compliance of the Administrator of the Federal Emergency Management Agency with the requirement that such assistance may only be used for mental health, substance use, and alcohol use problems caused or aggravated by a major disaster or its aftermath.

PURPOSE OF LEGISLATION

The purpose of H.R. 5623, as amended, is to amend the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* to authorize the President to provide substance use and alcohol use disorder services, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

Data has demonstrated dramatic increases in alcohol consumption, substance abuse, and hospitalizations for substance use disorders following natural disasters.¹ H.R. 5623, as amended, directs applicants administering FEMA’s Crisis and Counseling Assistance and Training Program (CCATP), authorized by section 416 of the *Stafford Act*, to include consideration of substance and alcohol use disorders in program administration planning and staffing.

Following an emergency or major disaster declaration pursuant to the *Stafford Act*, FEMA assistance may be used to provide professional counseling services through the CCATP. Assistance provided by CCATP is temporary. This legislation is not intended to add additional treatment services of any length for either mental health or substances disorders (such as outpatient, intensive inpatient, or residential) as allowable uses of CCTAP funds. Rather, this legislation is intended to ensure existing CCTAP services are

¹ Pouget ER, Sandoval M, Nikolopoulos GK, Friedman SR. *Immediate Impact of Hurricane Sandy on People Who Inject Drugs in New York City*; Subst Use Misuse. 2015, Beaudoin CE. *Hurricane Katrina: addictive behavior trends and predictors*. Public Health Rep. 2011; and Moise IK, Ruiz MO. *Hospitalizations for Substance Abuse Disorders Before and After Hurricane Katrina: Spatial Clustering and Area-Level Predictors, New Orleans, 2004 and 2008*. Prev Chronic Dis 2016.

properly equipped to assist disaster survivors with symptoms of substance and alcohol abuse disorders.

HEARINGS

For the purposes of rule XIII, clause 3(c)(6)(A) of the 118th Congress, the following hearing was used to develop or consider H.R. 5623, as amended:

On September 19, 2023, the Subcommittee on Economic Development, Public Buildings and Emergency Management of the Committee on Transportation and Infrastructure held a hearing entitled, “*FEMA: The Current State of Disaster Readiness, Response, and Recovery.*”² The Subcommittee received testimony from the Honorable Deanne Criswell, Administrator, FEMA.

LEGISLATIVE HISTORY AND CONSIDERATION

H.R. 5623 was introduced in the United States House of Representatives on September 21, 2023, by Ms. Becca Balint of Vermont and referred to the Committee on Transportation and Infrastructure. Within the Committee on Transportation and Infrastructure, H.R. 5623 was referred to the Subcommittee on Economic Development, Public Buildings, and Emergency Management. The Subcommittee on Economic Development, Public Buildings, and Emergency Management was discharged from further consideration of H.R. 5623 on September 18, 2024.

The Committee considered H.R. 5623 on September 18, 2024, and ordered the measure to be reported to the House with a favorable recommendation, with amendment, by voice vote.

The following amendments were offered: An Amendment in the Nature of a Substitute to H.R. 5623 offered by Mr. Larsen of Washington, was AGREED TO by voice vote.

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires each committee report to include the total number of votes cast for and against on each record vote on a motion to report and on any amendment offered to the measure or matter, and the names of those members voting for and against.

No record votes were requested during consideration of H.R. 5623.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

With respect to the requirements of clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee’s oversight findings and recommendations are reflected in this report.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

With respect to the requirements of clause 3(c)(2) of rule XIII of the Rules of the House of Representatives and section 308(a) of the *Congressional Budget Act of 1974* and with respect to requirements of clause (3)(c)(3) of rule XIII of the Rules of the House of Rep-

²*FEMA: The Current State of Disaster Readiness, Response, and Recovery: Hearing Before the H. Comm. On Transp. and Infrastructure, 118th Cong. (Sept. 19, 2023).*

representatives and section 402 of the *Congressional Budget Act of 1974*, the Committee has requested but not received a cost estimate for this bill from the Director of Congressional Budget Office. The Committee has requested but not received from the Director of the Congressional Budget Office a statement as to whether this bill contains any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures. The Chairman of the Committee shall cause such estimate and statement to be printed in the *Congressional Record* upon its receipt by the Committee.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

With respect to the requirement of clause 3(c)(3) of rule XIII of the Rules of the House of Representatives, a cost estimate provided by the Congressional Budget Office pursuant to section 402 of the *Congressional Budget Act of 1974* was not made available to the Committee in time for the filing of this report. The Chairman of the Committee shall cause such estimate to be printed in the *Congressional Record* upon its receipt by the Committee.

PERFORMANCE GOALS AND OBJECTIVES

With respect to the requirement of clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the performance goal and objective of this legislation is to provide resources to state, local, and Tribal governments to respond to increases in substance abuse rates after a disaster.

DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee finds that no provision of H.R. 5623 establishes or reauthorizes a program of the Federal government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with clause 9 of rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of the rule XXI.

FEDERAL MANDATES STATEMENT

An estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the *Unfunded Mandates Reform Act* was not made available to the Committee in time for the filing of this report. The Chairman of the Committee shall cause such estimate to be printed in the *Congressional Record* upon its receipt by the Committee.

PREEMPTION CLARIFICATION

Section 423 of the *Congressional Budget Act of 1974* requires the report of any Committee on a bill or joint resolution to include a statement on the extent to which the bill or joint resolution is intended to preempt state, local, or tribal law. The Committee finds that H.R. 5623 does not preempt any state, local, or tribal law.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the definition of Section 5(b) of the appendix to Title 5, United States Code, are created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the *Congressional Accountability Act* (Public Law 104–1).

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section provides that this bill may be cited as the “Addressing Addiction After Disasters Act.”

Section 2. Crisis counseling assistance and training

This section amends Section 416(a) of the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* (42 U.S.C. § 5183) to include substance use and alcohol use services to the list of professional counseling services the President may provide following an emergency or major disaster declaration.

Section 3. Report

This section requires FEMA, in consultation with the Substance Abuse and Mental Health Services Administration (SAMHSA) and state alcohol and drug agencies, to review, adjust, and report to Congress any changes made to the application for assistance under Section 416 of the *Stafford Act* and any changes to any other relevant guidance documents.

Section 4. GAO report to Congress

This section directs the Comptroller General of the United States to conduct a review of the assistance provided under the Crisis Counseling Assistance and Training Program including the duration of assistance and the requirement that such assistance may only be used for mental health, substance use, and alcohol use problems caused or aggravated by a major disaster or its aftermath.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics,

and existing law in which no change is proposed is shown in roman):

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (new matter is printed in italics and existing law in which no change is proposed is shown in roman):

ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT

* * * * *

TITLE IV—MAJOR DISASTER ASSISTANCE PROGRAMS

* * * * *

CRISIS COUNSELING ASSISTANCE AND TRAINING

SEC. 416.

(a) IN GENERAL.—The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health, *substance use, or alcohol use* organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health, *substance use, and alcohol use* problems caused or aggravated by such major disaster or its aftermath.

(b) TRAINING.—Each State, local agency, or private mental health, *substance use, or alcohol use* organization providing professional counseling services described in subsection (a) shall ensure that, any individual providing professional counseling services to victims of a major disaster as authorized under subsection (a), including individuals working for nonprofit partners and recovery organizations, is appropriately trained to address impacts from major disasters in communities, and to individuals, with socio-economically disadvantaged backgrounds.

* * * * *