

**Calendar No. 638**

117TH CONGRESS }  
2d Session }

SENATE

{ REPORT  
{ 117-254

GLOBAL CATASTROPHIC RISK MANAGEMENT  
ACT OF 2022

—  
R E P O R T

OF THE

COMMITTEE ON HOMELAND SECURITY AND  
GOVERNMENTAL AFFAIRS  
UNITED STATES SENATE

TO ACCOMPANY

S. 4488

TO ESTABLISH AN INTERAGENCY COMMITTEE ON GLOBAL  
CATASTROPHIC RISK, AND FOR OTHER PURPOSES



DECEMBER 13, 2022.—Ordered to be printed

—  
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GLOBAL CATASTROPHIC RISK MANAGEMENT ACT OF 2022

DECEMBER 13, 2022.—Ordered to be printed

Mr. PETERS, from the Committee on Homeland Security and  
Governmental Affairs, submitted the following

**R E P O R T**

[To accompany S. 4488]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security and Governmental Affairs, to which was referred the bill (S. 4488) to establish an interagency committee on global catastrophic risk, and for other purposes, having considered the same, reports favorably thereon with an amendment, in the nature of a substitute, and recommends that the bill, as amended, do pass.

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I. PURPOSE AND SUMMARY

S. 4488, the *Global Catastrophic Risk Management Act of 2022*, would establish an interagency committee on global catastrophic risk to determine the full range of potential risks that have the potential to significantly harm, set back, or destroy human civilization at the global scale, the likely occurrence of each kind of risk, and proposals for how to better identify and assess such risks. Following its assessment, the committee would report on the adequacy of continuity of operations (COOP) and continuity of government (COG) plans for each identified risk. The bill also requires the committee to develop a catastrophic incident response strategy and im-

plementation plan to: provide for basic needs of the United States population; coordinate response efforts with state and local governments, the private sector, and nonprofit relief organizations; promote personal and local readiness and non-reliance on government relief during periods of heightened tension or after catastrophic incidents; and develop international partnerships with allied nations for the provision of relief services and goods. The Department of Homeland Security (DHS), through the Federal Emergency Management Agency (FEMA), is then required to lead a national exercise to test and operationalize the implementation plan. The bill also requires the committee to issue recommendations to Congress that the United States could take to better prepare for and respond to catastrophic risks.

## II. BACKGROUND AND NEED FOR THE LEGISLATION

Global catastrophic threats can produce consequences severe enough to result in significant harm or destruction of human civilization at the global scale or lead to human extinction. Catastrophic events are difficult to foresee and while unlikely to occur, it is important to ensure that the U.S. government is better prepared for high-consequence events that could cause significant harm. According to the Global Challenges Foundation, some current risks include weapons of mass destruction (WMDs), catastrophic climate change, and ecological collapse.<sup>1</sup> Natural catastrophes include pandemics, asteroid impacts, and super volcanic eruptions that require coordinated global response. One potential emerging risk is through technological advances, such as artificial intelligence (AI), being abused in a way that pose catastrophic risk.<sup>2</sup> The National Intelligence Council (Council), in their 2021 Global Trends Report, provided that technological advances both mitigate and generate existential risk on a global scale.<sup>3</sup> The Council believes that low-probability, high-impact events may be difficult and expensive to prepare for, but developing strategies for mitigation of such events can provide some resilience.<sup>4</sup>

This legislation is intended to mitigate against such potential risks by establishing an interagency committee on global catastrophic risk to determine the full range of potential risks and prepare for the response to a catastrophe.

## III. LEGISLATIVE HISTORY

S. 4488 was introduced by Senators Portman (R–OH) and Peters (D–MI) on June 23, 2022 and referred to the Senate Committee on Homeland Security and Governmental Affairs. Senators Cornyn (R–TX) and Hassan (D–NH) joined as cosponsors of the bill on August 6, 2022.

The Committee considered the legislation at a business meeting on August 3, 2022. During the meeting, Senators Portman and Padilla offered a substitute amendment, as modified, that incorporated agency technical drafting assistance, clarified defined

<sup>1</sup> Global Challenges Foundation, *Global Catastrophic Risks 2021: Navigating the Complex Intersections* (2021) (<https://globalchallenges.org/wp-content/uploads/2021/09/Global-Catastrophic-Risks-2021-FINAL.pdf>).

<sup>2</sup>*Id.*

<sup>3</sup>National Intelligence Council, *Global Trends 2040: A More Contested World* (March 2021).

<sup>4</sup>*Id.*

terms, added additional members to the interagency committee, made changes to the reporting and exercise requirements, and added a rule of construction. The Committee adopted the Portman-Padilla substitute amendment, as modified, and reported the bill favorably by voice vote, as amended. The Senators present were: Peters, Hassan, Sinema, Rosen, Padilla, Ossoff, Lankford, Romney, Scott, and Hawley.

#### IV. SECTION-BY-SECTION ANALYSIS OF THE BILL, AS REPORTED

##### *Section 1. Short title*

This section designates the name of the bill as the “Global Catastrophic Risk Management Act of 2022.”

##### *Section 2. Definitions*

This section defines the terms “basic need,” “catastrophic incident,” “committee,” “critical infrastructure,” “existential risk,” “global catastrophic risk,” “global catastrophic and existential threats,” “national exercise program” and “tribal government.”

##### *Section 3. Interagency committee on global catastrophic risk*

Subsection (a) provides that within 90 days after enactment of this bill, the President is required to establish an interagency committee on global catastrophic risk.

Subsection (b) lists the members of the committee as follows: the Assistant to the President for National Security Affairs; the Director of the Office of Science and Technology Policy; the Director of National Intelligence and the Director of the National Intelligence Council; the Secretary of DHS and the Administrator of the FEMA; the Secretary of State and the Under Secretary of State for Arms Control and International Security; the Attorney General and the Director of the Federal Bureau of Investigation; the Secretary of Energy, the Under Secretary of Energy for Nuclear Security, and the Director of Science; the Secretary of Health and Human Services, the Assistant Secretary for Preparedness and Response, and the Assistant Secretary of Global Affairs; the Secretary of Commerce, the Under Secretary of Commerce for Oceans and Atmosphere, and the Under Secretary of Commerce for Standards and Technology; the Secretary of the Interior and the Director of the United States Geological Survey; the Administrator of the Environmental Protection Agency and the Assistant Administrator for Water; the Administrator of the National Aeronautics and Space Administration; the Director of the National Science Foundation; the Secretary of the Treasury; the Chair of the Board of Governors of the Federal Reserve System; the Secretary of Defense, the Assistant Secretary of the Army for Civil Works, and the Chief of Engineers and Commanding General of the Army Corps of Engineers; the Chairman of the Joint Chiefs of Staff; the Administrator of the United States Agency for International Development; and other stakeholders the President determines appropriate.

Subsection (c) requires the committee to be co-chaired by a senior representative of the President and the Deputy Administrator of the Federal Emergency Management Agency for Resilience.

*Section 4. Report required*

Subsection (a) provides that within one year of final enactment of this bill, and every 10 years after, the President, with support from the established committee, is required to submit a detailed report to Congress assessing global catastrophic and existential risk.

Subsection (b) details the matters that must be covered in the report required by subsection (a).

Subsection (c) provides that in the creation of the report required under subsection (a), the President and the committee must regularly consult with subject matter experts, including those from non-governmental, academic, and private sector institutions.

Subsection (d) states that the report required under subsection (a) must be submitted to Congress in unclassified form, but there may also include a classified version.

*Section 5. Report on continuity of operations and continuity of government planning*

Subsection (a) requires the President, with support from the committee, to submit a secondary report, within 180 days of the report required under Section 4, that reports on the adequacy of continuity of operations and continuity of government plans based on the assessed global catastrophic and existential risk.

Subsection (b) details the matters that must be covered in the report required by subsection (a).

Subsection (c) states that the report required under subsection (a) must be submitted to Congress in unclassified form, but there may also include a classified version.

*Section 6. Enhanced catastrophic incident annex*

Subsection (a) provides that the President, with support from the committee, is required to supplement each Federal Interagency Operational Plan to include an annex containing a strategy to ensure the health, safety, and general welfare of the civilian population affected by catastrophic incidents.

Subsection (b) details the information each annex, required under subsection (a) must provide.

Subsection (c) provides the assumptions that the President and committee should account for when designing the strategy required under subsection (a), such as multiple levels of critical infrastructure failure.

Subsection (d) states that existing contingency plans may be incorporated in the strategy required under subsection (a) if they are amended to be in accordance with the requirements of this section.

Subsection (e) provides that the strategy developed under subsection (a) must be made available to the public but may include a classified annex available to the appropriate Congressional Committees and government entities.

*Section 7. Validation of the strategy through an exercise*

This section requires that within 1 year after the addition of the annex required under section 6, DHS is required to lead an exercise to test and enhance the operationalization of the strategy.

*Section 8. Recommendations*

Subsection (a) requires the President to provide recommendation to Congress on actions that should be taken to prepare the United States to implement the strategy, and additional authorities that should be considered for Federal agencies and the President to implement the strategy more effectively.

Subsection (b) provides that the President may include the recommendations required under subsection (a) in a report submitted under Section 9.

*Section 9. Reporting requirements*

This section provides that within 1 year of the DHS exercise required under Section 7, the President is required to submit a report to Congress that includes a description of the efforts to develop and update the strategy required under Section 6.

*Section 10. Rule of construction*

This section states that nothing in this Act can be construed to supersede the civilian emergency management authority of the FEMA Administrator.

V. EVALUATION OF REGULATORY IMPACT

Pursuant to the requirements of paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee has considered the regulatory impact of this bill and determined that the bill will have no regulatory impact within the meaning of the rules. The Committee agrees with the Congressional Budget Office's statement that the bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

VI. CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, November 9, 2022.*

Hon. GARY C. PETERS,  
*Chairman, Committee on Homeland Security and Governmental Affairs, U.S. Senate, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed table summarizing estimated budgetary effects and mandates information for some of the legislation that has been ordered reported by the Senate Committee on Homeland Security and Governmental Affairs during the 117th Congress.

If you wish further details, we will be pleased to provide them. The CBO staff contact for each estimate is listed on the enclosed table.

Sincerely,

PHILLIP L. SWAGEL,  
*Director.*

Enclosure.

SENATE COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL  
AFFAIRS

The Congressional Budget Act of 1974 requires the Congressional Budget Office, to the extent practicable, to prepare estimates of the budgetary effects of legislation ordered reported by Congressional authorizing committees. In order to provide the Congress with as much information as possible, the attached table summarizes information about the estimated direct spending and revenue effects of some of the legislation that has been ordered reported by the Senate Committee on Homeland Security and Governmental Affairs during the 117th Congress. The legislation listed in this table generally would have small effects, if any, on direct spending or revenues, CBO estimates. Where possible, the table also provides information about the legislation's estimated effects on spending subject to appropriation and on intergovernmental and private-sector mandates as defined in the Unfunded Mandates Reform Act.



**ESTIMATED BUDGETARY EFFECTS AND MANDATES INFORMATION**

Bill Number	Title	Status	Last Action	Budget Function	Direct Spending, 2023-2032	Revenues, 2023-2032	Spending Subject to Appropriation, 2023-2027	Pay-As-You-Go Procedures Apply?	Increases On-Budget Deficits Beginning in 2033?	Mandates	Contact
S. 4488	Global Catastrophic Risk Management Act of 2022	Ordered reported	08/03/22	800	0	Between zero and \$500,000	Not estimated	Yes	No	No	Matthew Pickford

S. 4488 would establish an interagency committee to assess the risk of global catastrophes that could harm or destroy human civilization. The bill would require the President to develop a strategy based on the committee's recommendations to respond to such risks and require the Department of Homeland Security to lead an exercise to test the strategy. CBO estimates that enacting S. 4488 would have no effect on direct spending and an insignificant effect on revenues over the 2023-2032 period. CBO has not estimated the discretionary costs of implementing the bill. The bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act.

VII. CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

This legislation would make no change in existing law, within the meaning of clauses (a) and (b) of subparagraph 12 of rule XXVI of the Standing Rules of the Senate, because this legislation would not repeal or amend any provision of current law.

