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Interior, Environment, and Related Agencies: FY2016 Appropriations

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Summary

The Interior, Environment, and Related Agencies appropriations bill includes funding for most of the Department of the Interior (DOI) and for agencies within other departments—including the Forest Service within the Department of Agriculture and the Indian Health Service within the Department of Health and Human Services. It also provides funding for the Environmental Protection Agency (EPA), arts and cultural agencies, and numerous other entities.

The Consolidated Appropriations Act, 2016 (P.L. 114-113), provided $32.23 billion for FY2016 for Interior, Environment, and Related Agencies. The total included $452.0 million for the Payments in Lieu of Taxes (PILT) program, which compensates counties and local governments for nontaxable lands within their jurisdictions. It also included additional funding for Wildland Fire Management, but it did not provide for either a new adjustment to the discretionary spending limits in law or emergency funding for this purpose, both of which had been proposed. The FY2016 enacted total was a $1.75 billion increase (5.7%) over the FY2015 total of $30.48 billion. Compared to FY2015, FY2016 funding for all DOI agencies increased by $925.5 million (8.3%), for EPA remained the same, and for Related Agencies increased by $822.3 million (7.3%).

Agencies received varying amounts of the $32.23 billion for FY2016. The appropriations were $12.02 billion (37.3% of total) for DOI agencies, $8.14 billion (25.3% of total) for EPA, and $12.07 billion (37.5% of total) for other agencies and entities in Title III of the bill.

In earlier action, the President had requested $33.32 billion in FY2016 Interior, Environment, and Related Agencies appropriations. The President had sought an increase of $2.85 billion (9.3%) compared to the FY2015 total appropriation of $30.48 billion. The President's request for FY2016 did not include funding for PILT, whereas the FY2015 appropriation included $372.0 million for the program. For Wildland Fire Management in FY2016, the President proposed a new $1.05 billion discretionary cap adjustment.

H.R. 2822, as reported by the House Appropriations Committee on June 18, 2015, contained $30.23 billion for Interior, Environment, and Related Agencies for FY2016. The bill included $452.0 million for PILT but did not include a new cap adjustment for wildfires. The House considered many amendments during three days of floor debate, but no vote on final passage occurred. S. 1645, as reported by the Senate Appropriations Committee on June 23, 2015, contained $31.13 billion for Interior, Environment, and Related Agencies. The total did not include discretionary funding for PILT, but it reflected $1.05 billion in emergency appropriations for Wildland Fire Management. S. 1645 was not considered on the Senate floor.

The Senate committee-reported bill included $899.6 million (3.0%) more than the House committee-reported bill. The largest dollar difference was for Wildland Fire Management. The Senate bill also was $653.6 million (2.1%) more than FY2015 appropriations, whereas the House bill was $246.0 million (0.8%) less than FY2015. Both the Senate and House committee-reported bills contained lower funding for FY2016 than sought by the President; S. 1645 was $2.19 billion (6.6%) less than the President's request, while H.R. 2822 was $3.09 billion (9.3%) less.

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Introduction

This report focuses on FY2016 appropriations for Interior, Environment, and Related Agencies. It first presents a brief overview of the agencies in the bill. It then describes the appropriations enacted for FY2016 in Division G of the Consolidated Appropriations Act, 2016 (P.L. 114-113), on December 18, 2015. The report next sets out earlier action on FY2016 funding for Interior, Environment, and Related Agencies. This section includes a description of the appropriations requested by the President for FY2016 and a comparison of the President's request and appropriations enacted for FY2015. It also includes a comparison of the FY2016 appropriations reported by the House and Senate Appropriations Committees with each other, with FY2015 enacted appropriations, and with FY2016 appropriations requested by the President.

Appropriations are complex. For example, budget justifications for requests for some agencies are large, numbering several hundred pages and containing numerous funding, programmatic, and legislative changes for congressional consideration. Further, appropriations laws provide funds for numerous accounts, activities, and subactivities, and the accompanying explanatory statements provide additional directives and other important information. This report does not provide account- and subaccount-level information or detail of budgetary reorganizations or legislative changes enacted in law or proposed by the President, the House Appropriations Committee, or the Senate Appropriations Committee. For information on FY2016 appropriations for a particular agency or for individual accounts, programs, or activities administered by a particular agency, contact the key policy staff listed at the end of this report.[1]

Overview of Interior, Environment, and Related Agencies

The annual Interior, Environment, and Related Agencies appropriations bill[2] includes funding for agencies and programs in three separate federal departments as well as numerous related agencies. The Interior bill typically contains three primary titles. Title I provides funding for most Department of the Interior (DOI) agencies,[3] many of which manage land and other natural resource or regulatory programs. Title II contains appropriations for the Environmental Protection Agency (EPA). Title III funds about 20 agencies in other departments, such as the Forest Service in the Department of Agriculture and the Indian Health Service in the Department of Health and Human Services; arts and cultural agencies, such as the Smithsonian Institution; and various other entities. Title III of the bill is referred to as "Related Agencies." Selected major agencies in the Interior bill are briefly described below.

[1] In addition, for selected reports related to appropriations for Interior, Environment, and Related Agencies, see the Congressional Research Service (CRS) website at http://www.crs.gov/pages/subissue.aspx?cliid=2346&parentid=73&preview=False.

[2] Hereinafter this bill is sometimes referred to as the Interior bill.

[3] The exceptions are the Bureau of Reclamation and the Central Utah Project, which receive appropriations through Energy and Water Development Appropriations laws. For information on FY2016 appropriations for these entities, see CRS Report R43966, *Energy and Water Development: FY2016 Appropriations*, by Mark Holt.

Title I. Department of the Interior

The mission of DOI is to protect and manage the nation's natural resources and cultural heritage; provide scientific and other information about those resources; and exercise trust responsibilities and other commitments to American Indians, Alaska Natives, and affiliated island communities.[4] DOI agencies funded in the Interior bill[5] that carry out this mission include the following:

- The *Bureau of Land Management* administers about 245 million acres of public land, mostly in the West, for diverse uses such as energy and mineral development, livestock grazing, recreation, and preservation. The agency is also responsible for about 700 million acres of federal subsurface mineral estate throughout the nation and supervises the mineral operations on about 56 million acres of Indian Trust lands.
- The *Fish and Wildlife Service* administers the National Wildlife Refuge System, consisting of 89 million acres of federal land, of which 77 million acres (86%) are in Alaska. It also manages several large marine refuges and marine national monuments, sometimes jointly with other federal agencies. It is the primary agency responsible for implementing the Endangered Species Act (through listing of species; consulting with other federal agencies; collaborating with private entities and state, tribal, and local governments; and through other measures), promoting wildlife habitat, enforcing federal wildlife laws, supporting wildlife and ecosystem science, conserving migratory birds, administering grants to aid state fish and wildlife programs, and coordinating with state, international, and other federal agencies on fish and wildlife issues.
- The *National Park Service* administers the National Park System—407 diverse units covering 85 million acres in all 50 states, the District of Columbia, and U.S. territories. Roughly two-thirds of the system's lands are in Alaska. The National Park Service has a dual mission—to preserve unique resources and to provide for their enjoyment by the public. The agency also supports and promotes some resource conservation activities outside the Park System through grant and technical assistance programs and cooperation with partners.
- The *U.S. Geological Survey* is a science agency that provides physical and biological information related to geological resources, climate change, and energy, mineral, water, and biological sciences and resources. In addition, it is the federal government's principal civilian mapping agency and a primary source of data on the quality of the nation's water resources.
- The *Bureau of Ocean Energy Management* manages development of the nation's offshore conventional and renewable energy resources in the Atlantic, the Pacific, the Gulf of Mexico, and the Arctic. These resources are in areas covering approximately 1.7 billion acres located beyond state waters, mostly in the Alaska region (more than 1 billion acres) but also off all coastal states.

[4] This statement is taken from the Department of the Interior (DOI) website at http://www.doi.gov/whoweare/mission-statement.cfm.

[5] In addition, Interior appropriations bills provide funding within two broad DOI accounts covering diverse programs. The Departmental Offices account funds the Office of the Secretary (including the Office of Natural Resources Revenue), Insular Affairs, Office of the Solicitor, Office of Inspector General, and Office of Special Trustee for American Indians. Discretionary appropriations for the Payments in Lieu of Taxes (PILT) program are also shown within this account. The Department-Wide Programs account funds DOI Wildland Fire Management, Central Hazardous Materials Fund, Natural Resource Damage Assessment Fund, and Working Capital Fund.

- The *Bureau of Safety and Environmental Enforcement* provides regulatory and safety oversight for resource development in the Outer Continental Shelf. Among its responsibilities are oil and gas permitting, facility inspections, environmental compliance, and oil spill response planning.
- The *Office of Surface Mining Reclamation and Enforcement* works with states and tribes to reclaim abandoned coal mines. The agency also regulates active coal mines to minimize environmental impacts during mining and to reclaim affected lands and waters after mining.
- *Indian Affairs* provides and funds a variety of services to federally recognized American Indian and Alaska Native Tribes and their members and historically has been the lead agency in federal dealings with tribes. The Bureau of Indian Affairs is responsible for programs that include government operations, courts, law enforcement, fire protection, social programs, roads, economic development, employment assistance, housing repair, irrigation, dams, Indian rights protection, implementation of land and water settlements, and management of trust assets (real estate and natural resources). The Bureau of Indian Education funds an elementary and secondary school system, institutions of higher education, and other educational programs.

Title II. Environmental Protection Agency

The mission of EPA is to protect human health and the environment. Primary responsibilities include the implementation of federal statutes regulating air quality, water quality, pesticides, toxic substances, management and disposal of solid and hazardous wastes, and cleanup of environmental contamination. EPA also awards grants to assist states and local governments in implementing federal law and in complying with federal requirements to control pollution.

Title III. Related Agencies

Among the Related Agencies funded in the Interior bill, roughly 95% of the funding is typically provided to the following agencies and organizations:

- The *Forest Service* in the Department of Agriculture manages 193 million acres of national forests, national grasslands, and a tallgrass prairie in 44 states and the Commonwealth of Puerto Rico; provides technical and financial assistance to states, tribes, and private forest landowners; and conducts research on sustaining forest resources for future generations.
- The *Indian Health Service* in the Department of Health and Human Services provides medical and environmental health services for more than 2 million American Indians and Alaska Natives. Health care is provided through a system of facilities and programs operated by the agency, tribes and tribal organizations, and urban Indian organizations. As of January 2015, the agency operated 28 hospitals, 62 health centers, and 25 health stations. Tribes and tribal organizations, through Indian Health Service contracts and compacts, operated another 18 hospitals, 282 health centers, 80 health stations, and 150 Alaska

Native village clinics. Urban Indian organizations operated 33 ambulatory or referral programs.[6]

- The *Smithsonian Institution* is a museum and research complex consisting of 19 museums and galleries, the National Zoo, and nine research facilities throughout the United States and around the world. Almost 27 million people visited Smithsonian facilities in 2014. Established by federal legislation in 1846 with the acceptance of a trust donation by the institution's namesake benefactor, the Smithsonian is funded by both federal appropriations and a private trust, with nearly $1.36 billion in total revenue from all sources of funding for FY2014.[7]
- The *National Endowment for the Arts* and the *National Endowment for the Humanities* make up the National Foundation on the Arts and the Humanities. The National Endowment for the Arts is a major federal source of support for all arts disciplines. Since 1965 it has awarded more than 145,000 grants that have been distributed to all states. The National Endowment for the Humanities generally supports grants for humanities education, research, preservation, and public humanities programs; creation of regional humanities centers; and development of humanities programs under the jurisdiction of state humanities councils. Since 1965, it has awarded almost 63,000 grants. It also supports a Challenge Grant program to stimulate and match private donations in support of humanities institutions.

FY2016 Enacted Appropriations

Prior to enactment of FY2016 appropriations for Interior, Environment, and Related Agencies, the Bipartisan Budget Act of 2015 (P.L. 114-74)[8] raised the caps in the Budget Control Act of 2011 (P.L. 112-25)[9] for each type of discretionary spending—defense and nondefense. Specifically, the 2015 law raised the caps by $25 billion in FY2016 (and $15 billion in FY2017).[10] Thus, consideration of the appropriations legislation enacted for FY2016 was subject to the increased spending limits in the 2015 law.

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[6] Department of Health and Human Services, Indian Health Service, *IHS Year 2015 Profile*, January 2015, http://www.ihs.gov/newsroom/factsheets/ihsyear2015profile/. For additional information on the agency, see CRS Report R43330, *The Indian Health Service (IHS): An Overview*, by Elayne J. Heisler.

[7] Except for the revenue figure, these statistics are from the Smithsonian Institution's website at http://www.si.edu/About. The revenue figure is from Smithsonian Institution, *Today. Tomorrow. Forever. 2014 Annual Report*, p. 48, http://www.si.edu/Content/Pdf/About/2014-Smithsonian-Annual-Report.pdf.

[8] The Bipartisan Budget Act of 2015 (P.L. 114-74) was enacted on November 2, 2015. For more information on the law, see CRS Insight IN10389, *Bipartisan Budget Act of 2015: Adjustments to the Budget Control Act of 2011*, by Grant A. Driessen.

[9] The Budget Control Act of 2011 (BCA; P.L. 112-25) imposed limits on discretionary spending for each of the fiscal years between FY2012 and FY2021.

[10] Both the House and Senate Appropriations Committees report "302(b)" allocations for the House and Senate Interior Appropriations Subcommittees (and other Appropriations subcommittees). These allocations function as ceilings on the Interior bill. After enactment of the Bipartisan Budget Act of 2015, the Senate Appropriations Committee issued revised 302(b) allocations. For the Senate Interior Subcommittee, the discretionary allocation was $32.86 billion and the total allocation (including mandatory budget authority) was $32.92 billion. See S.Rept. 114-197, issued on December 18, 2015. Since enactment of the Bipartisan Budget Act of 2015, the House Appropriations Committee has not issued revised allocations. For an overview of 302(b) allocations, see CRS Report RS20144, *Allocations and Subdivisions in the Congressional Budget Process*, by Bill Heniff Jr.

The Consolidated Appropriations Act, 2016, enacted December 18, 2015, provided $32.23 billion for Interior, Environment, and Related Agencies.[11] The total included $452.0 million for the Payments in Lieu of Taxes (PILT) program, which compensates counties and local governments for nontaxable lands within their jurisdictions.[12] Although the enacted appropriation included additional funding for Wildland Fire Management as compared with FY2015, it did not provide for either a new cap adjustment to the discretionary spending limits in law or emergency funding for this purpose, as had been proposed.[13]

Agencies received varying amounts of the $32.23 billion total appropriation. For DOI agencies[14] in Title I, appropriations were $12.02 billion. This figure was 37.3% of the total enacted. For EPA, appropriations were $8.14 billion, or 25.3% of the total. For agencies and other entities in Title III, appropriations were $12.07 billion, or 37.5% of the total. **Figure 1** identifies the share of the FY2016 enacted appropriations for particular agencies.[15]

Moreover, FY2016 appropriations were concentrated on a relatively small subset of agencies. Three agencies—the EPA, Forest Service, and Indian Health Service—received nearly three-fifths (57.8%) of the enacted appropriations. Together with the National Park Service and Indian Affairs, these five agencies received three-quarters (75.3%) of the total FY2016 appropriations.

For DOI agencies, appropriations ranged from $74.2 million for the Bureau of Ocean Energy Management to $2.85 billion for the National Park Service. Appropriations for 7 of the 10 DOI agencies were more than $1 billion. The National Park Service and Indian Affairs ($2.80 billion) together accounted for nearly half (47.0%) of the $12.02 billion enacted for DOI agencies.

Funding enacted for the 20 Related Agencies in Title III had a wider range, from $1.0 million for the Dwight D. Eisenhower Memorial Commission to $5.66 billion for the Forest Service. The second-largest appropriations figure was for the Indian Health Service, with $4.81 billion, and the next-largest was less than $1 billion—$840.2 million for the Smithsonian Institution. By contrast, six agencies had appropriations of less than $10 million each.

[11] See Division G of the Consolidated Appropriations Act, 2016 (P.L. 114-113).

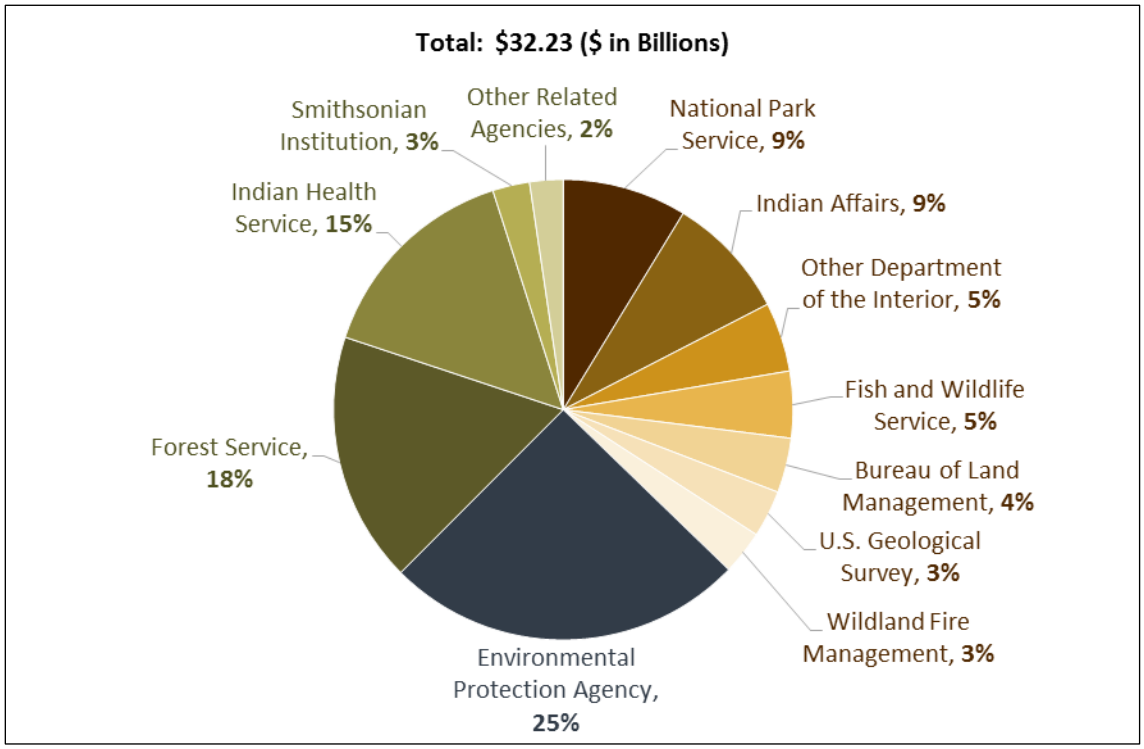
[12] For additional information on the Payments in Lieu of Taxes (PILT) program, see CRS Report RL31392, *PILT (Payments in Lieu of Taxes): Somewhat Simplified*, by M. Lynne Corn.

[13] For information on funding for wildland fires, see CRS Report R43077, *Wildfire Management: Federal Funding and Related Statistics*, by Katie Hoover and Kelsi Bracmort.

[14] In the context of DOI, the term *agencies* is used to encompass the eight DOI agencies described in the "Title I. Department of the Interior" section of this report as well as DOI departmental offices and DOI department-wide programs.

[15] In text and tables throughout this report, figures may not sum to the precise totals shown due to rounding.

Figure 1. Components of FY2016 Enacted Appropriations for Interior, Environment, and Related Agencies



Source: Prepared by the Congressional Research Service (CRS) with data from the House Appropriations Committee.

Notes: Agencies shown in shades of brown/yellow are in the Department of the Interior (DOI), Title I of the Consolidated Appropriations Act, 2016 (P.L. 114-113). The Environmental Protection Agency (EPA), shown in blue, is Title II of the bill. Agencies shown in shades of green are Related Agencies, Title III of the bill. Percentages do not sum to 100% due to rounding.

The FY2016 total enacted appropriation was a $1.75 billion increase (5.7%) over the FY2015 enacted appropriation of $30.48 billion. Similar to the FY2016 enacted appropriation, the FY2015 enacted appropriation included funding for PILT—$372.0 million for FY2015.[16]

FY2016 enacted appropriations for all DOI agencies increased by $925.5 million (8.3%), with all 10 DOI agencies receiving additional funding above the FY2015 levels. The National Park Service and Indian Affairs received the largest dollar increases. An increase of $236.6 million (9.1%) above the FY2015 enacted level for the National Park Service was provided in anticipation of increased visitation for the agency's centennial in 2016 and for grants to states for outdoor recreation (through the Land and Water Conservation Fund), construction and maintenance, and other programs. An increase of $194.6 million (7.5%) for Indian Affairs was included for various activities, among them public safety and justice, contract support costs, education, and construction of educational facilities.

FY2016 total enacted appropriations for EPA were the same as the FY2015 enacted appropriations. All EPA accounts were funded at FY2015 levels, with the exception of the

[16] The $372.0 million for PILT for FY2015 was included in §11 of the general provisions of P.L. 113-235, whereas regular appropriations for the Interior bill were contained in Division F of the law. Hereinafter, the FY2015 bill total and DOI total reflect the $372.0 million for PILT.

account for State and Tribal Assistance Grants (STAG), which was reduced by $27.0 million overall.[17] In addition, FY2016 appropriations included $27.0 million for purposes of EPA meeting federal requirements for cybersecurity implementation.[18] Most EPA programs and activities within accounts also were funded at FY2015 enacted levels, although some received higher or lower amounts relative to FY2015.

FY2016 enacted appropriations for Related Agencies increased by $822.3 million (7.3%) from the FY2015 level. The Forest Service received the largest dollar increase—$608.1 million (12.0%). Most of the increase was for Wildland Fire Management, especially fire suppression under the FLAME Wildfire Suppression Reserve Account.

For each agency, **Table 1** contains the FY2015 enacted appropriations, amount requested by the President for FY2016, level reported by the House Appropriations Committee in H.R. 2822 for FY2016, level reported by the Senate Appropriations Committee in S. 1645 for FY2016, and level enacted for FY2016 in the Consolidated Appropriations Act, 2016 (P.L. 114-113).

Table 1. Interior, Environment, and Related Agencies: FY2015 Enacted Appropriations-FY2016 Enacted Appropriations

($ in thousands)

Bureau or Agency	FY2015 Enacted Approps.	FY2016 Requested Approps.	FY2016 House Committee-Reported, H.R. 2822	FY2016 Senate Committee-Reported, S. 1645	FY2016 Enacted Approps.
Title I: Department of the Interior					
Bureau of Land Management	$1,120,235	$1,230,896	$1,150,594	$1,187,801	$1,236,735
U.S. Fish and Wildlife Service	1,439,764	1,575,510	1,431,726	1,441,201	1,508,368
National Park Service	2,614,599	3,047,707	2,667,110	2,729,027	2,851,245
U.S. Geological Survey	1,045,000	1,194,782	1,045,000	1,058,503	1,062,000
Bureau of Ocean Energy Management	72,422	74,235	70,648	74,235	74,235
Bureau of Safety and Environmental Enforcement	81,046	82,464	87,046	88,464	88,464
Office of Surface Mining Reclamation and Enforcement	150,112	160,462	180,556	150,135	240,556
Bureau of Indian Affairs and Bureau of Indian Education	2,601,498	2,924,968	2,766,433	2,693,026	2,796,120
Departmental Offices	994,580[a]	696,007	1,060,791[b]	620,580	1,080,086[b]
Office of the Secretary	637,263[a]	327,939	717,279[b]	265,263	721,769[b]
Insular Affairs	102,441	102,978	89,294	102,441	103,441
Office of the Solicitor	65,800	69,888	65,142	63,800	65,800

[17] Within the STAG account, the FY2016 appropriation included $21.0 million for a new grant program category: "Multipurpose Grants to States and Tribes." The money was for "grants to States and federally recognized Indian tribes for implementation of environmental programs and projects that complement existing environmental program grants, including interagency agreements."

[18] This funding was included in the FY2016 appropriations law under EPA's "Administrative Provisions."

Bureau or Agency	FY2015 Enacted Approps.	FY2016 Requested Approps.	FY2016 House Committee-Reported, H.R. 2822	FY2016 Senate Committee-Reported, S. 1645	FY2016 Enacted Approps.
Office of Inspector General	50,047	52,224	50,047	50,047	50,047
Office of Special Trustee for American Indians	*139,029*	*142,978*	139,029	139,029	139,029
Department-Wide Programs	971,656	1,099,204	971,023	1,183,623	1,078,622
Wildland Fire Management	896,779	1,005,495	896,795	1,108,745	993,745
Central Hazardous Materials Fund	10,010	10,011	10,010	10,011	10,010
Natural Resource Damage Assessment Fund	7,767	9,236	7,689	7,767	7,767
Working Capital Fund	*57,100*	*74,462*	56,529	57,100	67,100
Subtotal, Title I: Department of the Interior	**11,090,912**[a]	**12,086,235**	**11,430,927**[b]	**11,226,595**	**12,016,431**[b]
Subtotal, Title II: Environmental Protection Agency[c]	**8,139,887**	**8,591,718**	**7,422,157**	**7,597,357**	**8,139, 887**
Title III: Related Agencies					
Forest Service	5,056,246	5,780,410	5,043,678	5,977,877	5,664,346
Indian Health Service	4,642,381	5,102,985	4,787,868	4,779,311	4,807,589
National Institute of Environmental Health Sciences	77,349	77,349	77,349	77,349	77,349
Agency for Toxic Substances and Disease Registry	74,691	74,691	74,691	74,691	74,691
Council on Environmental Quality and Office of Environmental Quality	3,000	3,015	3,000	3,000	3,000
Chemical Safety and Hazard Investigation Board	11,000	12,271	11,000	10,700	11,000
Office of Navajo and Hopi Indian Relocation	7,341	8,400	7,341	7,341	15,000
Institute of American Indian and Alaska Native Culture and Arts Development	9,469	11,619	9,469	11,619	11,619
Smithsonian Institution	819,541	935,825	819,541	819,541	840,243
National Gallery of Art	138,500	152,660	138,500	138,500	147,552
John F. Kennedy Center for the Performing Arts	32,800	36,400	32,800	32,800	36,400
Woodrow Wilson International Center for Scholars	10,500	10,420	10,420	10,500	10,500
National Endowment for the Arts	146,021	147,949	146,021	146,021	147,949

Bureau or Agency	FY2015 Enacted Approps.	FY2016 Requested Approps.	FY2016 House Committee-Reported, H.R. 2822	FY2016 Senate Committee-Reported, S. 1645	FY2016 Enacted Approps.
National Endowment for the Humanities	146,021	147,942	146,021	146,021	147,942
Commission of Fine Arts	2,524	2,653	2,524	2,653	2,653
National Capital Arts and Cultural Affairs	2,000	2,000	2,000	2,000	2,000
Advisory Council on Historic Preservation	6,204	6,080	6,080	6,080	6,080
National Capital Planning Commission	7,948	8,348	7,948	7,948	8,348
U.S. Holocaust Memorial Museum	52,385	54,959	52,385	52,385	54,000
Dwight D. Eisenhower Memorial Commission[d]	1,000	70,200	0	1,000	1,000
Subtotal, Title III: Related Agencies	**11,246,921**	**12,646,176**	**11,378,636**	**12,307,337**	**12,069,261**
Total: Interior, Environment, and Related Agencies[e]	**30,477,720**	**33,324,129**	**30,231,720**	**31,131,289**	**32,225,579**

Source: Prepared by CRS with data from the House and Senate Appropriations Committees.

Notes: The FY2015 enacted appropriations, FY2016 House committee-reported appropriations in H.R. 2822, and FY2016 enacted appropriations included appropriations for the Payments in Lieu of Taxes (PILT) program, as detailed in notes a and b below.

As a component of funds for Wildland Fire Management, both the FY2016 requested appropriations and the FY2016 Senate committee-reported appropriations in S. 1645 included $1.05 billion. The President's request proposed these funds as a discretionary cap adjustment, whereas the Senate bill recommended them as emergency appropriations.

a. This figure includes $372.0 million for PILT. FY2015 discretionary appropriations for PILT were provided in §11 of the general provisions of P.L. 113-235. This table reflects these appropriations under DOI Departmental Offices, Office of the Secretary. However, the law does not specify the appropriations to this account but states only that the funds are available to the Secretary of the Interior.

b. This figure includes $452.0 million for PILT.

c. Both the FY2015 and FY2016 enacted appropriations included a rescission of $40.0 million from unobligated balances from the State and Tribal Assistance Grants (STAG) account. In effect, these rescissions increase the availability of funds for expenditure by the agency in the years in which they are applied, functioning as an offset to new appropriations. For additional information on appropriations for the Environmental Protection Agency for FY2015, see CRS Report R43709, *Environmental Protection Agency (EPA): FY2015 Appropriations*, by Robert Esworthy. For additional information on appropriations for the Environmental Protection Agency for FY2016, see CRS Report R44208, *Environmental Protection Agency (EPA): FY2016 Appropriations*, by Robert Esworthy and David M. Bearden.

d. The President's FY2016 request consisted of $2.0 million for salaries and expenses and $68.2 million for construction of the memorial. The FY2015 appropriations provided funding only for salaries and expenses.

e. The FY2015 appropriations figure reflects appropriations in P.L. 113-235 of $30.17 billion in Division F and $372.0 million for PILT in §11 of the general provisions. It also reflects rescissions of $68.0 million. The FY2016 request reflects appropriations of $32.30 billion, a proposed cap adjustment of $1.05 billion, and rescissions of $30.0 million. The FY2016 House committee-reported bill reflects appropriations of $30.27 billion and rescissions of $36.0 million. The FY2016 Senate committee-reported bill reflects appropriations of $30.10 billion, emergency appropriations of $1.05 billion, and rescissions of $28.0 million. The FY2016

appropriations figure reflects appropriations in P.L. 114-113 of $32.29 billion. It also reflects rescissions of $68.0 million.

FY2016 Earlier Action

Components of the FY2016 President's Request

For FY2016, the President requested $33.32 billion for the approximately 30 agencies and entities typically funded in the annual Interior, Environment, and Related Agencies appropriations law. For the 10 major DOI agencies in Title I of the bill, the request was $12.09 billion, or 36.3% of the total requested. For EPA, funded in Title II of the bill, the request was $8.59 billion, or 25.8% of the total. For about 20 agencies and other entities typically funded in Title III of the bill, the request was $12.65 billion, or 38.0% of the total.

The total requested by the Administration included a proposed $1.05 billion cap adjustment to the discretionary spending limits in law.[19] Of the total proposed adjustment, $200.0 million was for DOI Wildland Fire Management, and $854.6 million was for Forest Service Wildland Fire Management.

Appropriations for agencies vary widely for a number of reasons relating to the number, breadth, and complexity of agency responsibilities; alternative sources of funding (e.g., mandatory appropriations); and Administration and congressional priorities, among other factors. Thus, although the President's FY2016 request covered approximately 30 agencies, funding for a small subset of these agencies accounted for most of the total. For example, the requested appropriations for three agencies—EPA, Forest Service, and Indian Health Service—were nearly three-fifths (58.4%) of the total request. Further, more than three-quarters (76.4%) of the request was for these three agencies and two others—National Park Service and Indian Affairs.

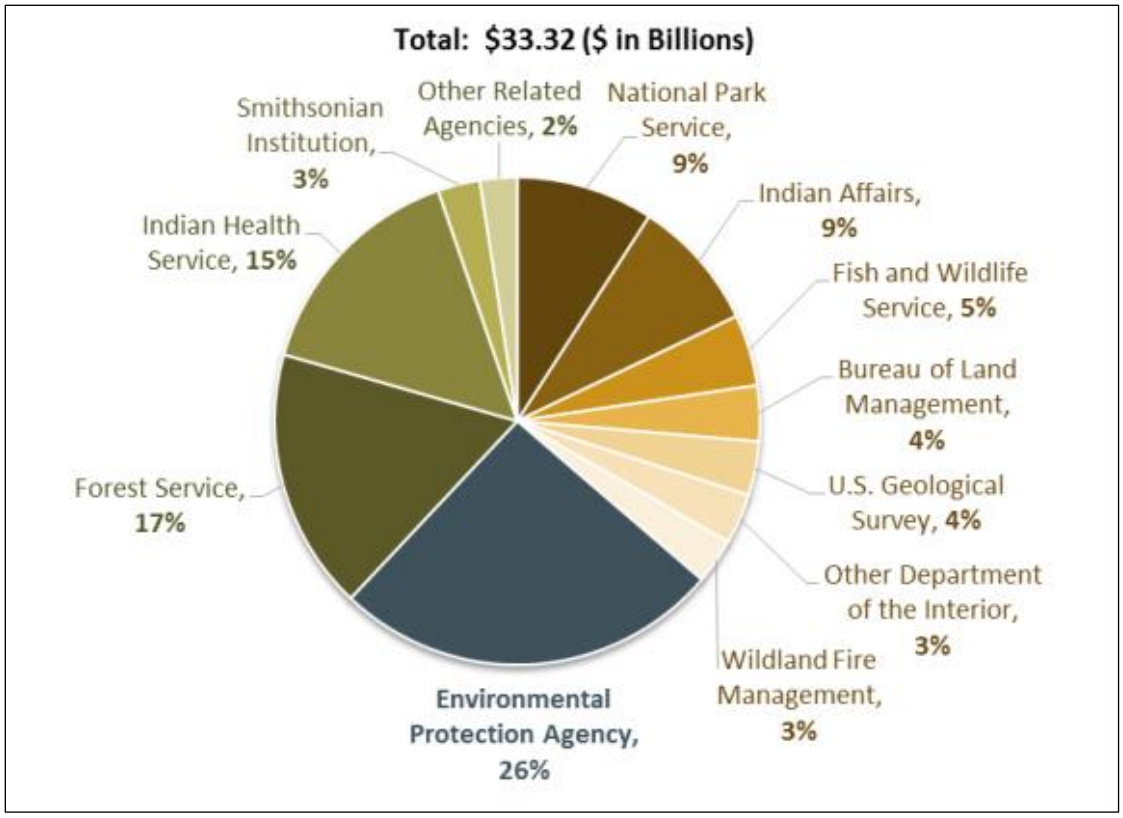
For DOI agencies, the FY2016 requests ranged from $74.2 million for the Bureau of Ocean Energy Management to $3.05 billion for the National Park Service. The requests for 6 of the 10 agencies exceeded $1 billion. Nearly half (49.4%) of the $12.09 billion requested for DOI agencies was for two agencies—the National Park Service and Indian Affairs ($2.92 billion).

For Related Agencies in Title III, the requested funding levels exhibited even more variation. The President sought amounts ranging from $2.0 million for grants under National Capital Arts and Cultural Affairs to $5.78 billion for the Forest Service. The Indian Health Service would be the only other agency to receive more than $5 billion. The next-largest request was for the Smithsonian Institution, at $935.8 million. By contrast, 14 agencies would receive less than $80 million each, including 6 with appropriations of less than $10 million each.

Figure 2 identifies the share of the President's request for particular agencies in the Interior bill. **Table 2** contains the FY2015 enacted appropriations for each agency, amount requested by the President for FY2016 for each agency, and percentage change from FY2015 as compared with the President's request for FY2016.

[19] Budget authority designated for certain purposes would cause the limits to be adjusted, making it effectively not subject to the limits. The President's proposal would have allowed a new cap adjustment for some of the costs of wildland fire management. For additional information on discretionary spending limits, cap adjustments, and proposals for a cap adjustment related to wildland fire management, see CRS Report R44082, *Wildfire Spending: Background, Issues, and Legislation in the 114th Congress*, by Katie Hoover et al.

Figure 2. Components of the President's FY2016 Request for Interior, Environment, and Related Agencies



Source: Prepared by CRS with data from the House Appropriations Committee.

Notes: Agencies shown in shades of brown/yellow are in DOI, Title I of the bill. EPA, shown in blue, is Title II of the bill. Agencies shown in shades of green are Related Agencies, Title III of the bill.

FY2016 President's Request Compared with FY2015 Enacted Appropriations

The President's request of $33.32 billion for FY2016 would have been an increase of $2.85 billion (9.3%) over the total FY2015 enacted appropriations of $30.48 billion. The FY2015 appropriation included $372.0 million for PILT, as noted above, whereas the President did not seek discretionary funding for PILT for FY2016.[20] The FY2016 request would have been an increase of $3.22 billion (10.7%) over FY2015 appropriations of $30.11 billion excluding the PILT funding. Unlike the President's request, the FY2015 enacted appropriation did not include a cap adjustment for Wildland Fire Management.

Under the President's proposal, the total for each of the three titles of the bill would have increased above FY2015 by varying amounts. DOI agencies would have received an increase of $994.3 million (9.0%), funding for EPA would have increased by $451.8 million (5.6%), and the total for all Related Agencies in Title III would have increased by $1.40 billion (12.4%).

With regard to DOI, the President proposed increases above FY2015 for 9 of the 10 agencies. The increases varied in dollar amount and percentage of appropriations, with the lowest dollar

[20] Instead, the President supported mandatory funding for PILT for FY2016, which would require a change in law.

increase of $1.4 million (1.7%) for the Bureau of Safety and Environmental Enforcement and the highest of $433.1 million (16.6%) for the National Park Service. Some of the National Park Service increase was intended to enhance park units in light of the agency's 2016 centennial. Activities that would have received additional funds included park facility operations and maintenance, resource stewardship, visitor services, line item construction, historic preservation, and the centennial challenge (a federal matching program to leverage donations for park units). Only one DOI account, Departmental Offices, would have received an overall decrease ($298.6 million, 30.0%) under the President's FY2016 request. This decrease would have occurred because the President did not seek discretionary funding under this account for PILT, as noted. The other four programs included under this heading would have received increases under the President's proposal, as shown in **Table 2**.

Within the overall increase for EPA, the President sought additional funds for each of the agency's accounts. The $228.0 million (8.7%) increase for the Environmental Programs and Management account was the largest overall dollar increase proposed for EPA accounts. This account funds a broad array of activities supporting EPA's development and enforcement of pollution control regulations and standards, technical assistance, and administrative and operational expenses. The $65.1 million (6.0%) increase for the Hazardous Substance Superfund account was the second-largest overall dollar increase for EPA accounts. This account supports the assessment and cleanup of sites contaminated from the release of hazardous substances.[21] EPA administers these activities under the Superfund program, as authorized in the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA).[22]

Despite the increases the President sought for each EPA account, funding for some programs and activities would have remained level or declined. The largest proposed dollar decrease ($332.9 million, 23.0%) was for grants to states for wastewater infrastructure projects through the Clean Water State Revolving Fund. By contrast, the President sought an increase ($279.1 million, 30.8%) for drinking water infrastructure grants to states through the Drinking Water State Revolving Fund.

Although most Title III agencies would have received increases under the President's FY2016 proposal, the three largest agencies would have received the biggest dollar increases. Specifically, the President sought an additional $724.2 million (14.3%) for the Forest Service, $460.6 million (9.9%) for the Indian Health Service, and $116.3 million (14.2%) for the Smithsonian Institution. The proposed Forest Service increase was primarily for suppressing wildland fires and for the National Forest System account. The Indian Health Service would have received increases for many programs and activities, including clinical services, contract support costs, and construction of facilities for health care and sanitation. The Smithsonian Institution's additional funds were to be directed to facilities maintenance, operations, security, revitalization, planning, and design, among other purposes. By contrast, three Title III agencies would have received level funding, and two agencies would have received decreases.[23]

[21] For a more detailed description of this and other EPA accounts discussed in this report, see Appendix B of CRS Report R44208, *Environmental Protection Agency (EPA): FY2016 Appropriations*, by Robert Esworthy and David M. Bearden.

[22] CERCLA (42 U.S.C. §9601 et seq.) requires responsible parties to pay for the cleanup of environmental contamination and authorizes the cleanup of sites where the responsible parties cannot pay or cannot be found.

[23] Agencies that would have received level appropriations are the National Institute of Environmental Health Sciences, Agency for Toxic Substances and Disease Registry, and National Capital Arts and Cultural Affairs. Agencies that would have received decreases are the Woodrow Wilson International Center for Scholars and the Advisory Council on Historic Preservation.

Table 2. Interior, Environment, and Related Agencies: FY2016 Appropriations Requested by the President Compared with FY2015 Enacted Appropriations

($ in thousands)

Bureau or Agency	FY2015 Enacted Approps.	FY2016 Requested Approps.	Percent Change
Title I: Department of the Interior			
Bureau of Land Management	$1,120,235	$1,229,896	9.8
U.S. Fish and Wildlife Service	1,439,764	1,575,510	9.4
National Park Service	2,614,599	3,047,707	16.6
U.S. Geological Survey	1,045,000	1,194,782	14.3
Bureau of Ocean Energy Management	72,422	74,235	2.5
Bureau of Safety and Environmental Enforcement	81,046	82,464	1.7
Office of Surface Mining Reclamation and Enforcement	150,112	160,462	6.9
Bureau of Indian Affairs and Bureau of Indian Education	2,601,498	2,924,968	12.4
Departmental Offices	994,580[a]	696,007	-30.0
Office of the Secretary	637,263[a]	327,939	-48.5
Insular Affairs	102,441	102,978	0.5
Office of the Solicitor	65,800	69,888	6.2
Office of Inspector General	50,047	52,224	4.3
Office of Special Trustee for American Indians	*139,029*	*142,978*	*2.8*
Department-Wide Programs	971,656	1,099,204	13.1
Wildland Fire Management	896,779	1,005,495	12.1
Central Hazardous Materials Fund	10,010	10,011	<0.1
Natural Resource Damage Assessment Fund	7,767	9,236	18.9
Working Capital Fund	*57,100*	*74,462*	*30.4*
Subtotal, Title I: Department of the Interior	**11,090,912[a]**	**12,085,235**	**9.0**
Subtotal, Title II: Environmental Protection Agency[b]	**8,139,887**	**8,591,718**	**5.6**
Title III: Related Agencies			
Forest Service	5,056,246	5,780,410	14.3
Indian Health Service	4,642,381	5,102,985	9.9
National Institute of Environmental Health Sciences	77,349	77,349	0
Agency for Toxic Substances and Disease Registry	74,691	74,691	0
Council on Environmental Quality and Office of Environmental Quality	3,000	3,015	0.5
Chemical Safety and Hazard Investigation Board	11,000	12,271	11.6
Office of Navajo and Hopi Indian Relocation	7,341	8,400	14.4
Institute of American Indian and Alaska Native Culture and Arts Development	9,469	11,619	22.7

Bureau or Agency	FY2015 Enacted Approps.	FY2016 Requested Approps.	Percent Change
Smithsonian Institution	819,541	935,825	14.2
National Gallery of Art	138,500	152,660	10.2
John F. Kennedy Center for the Performing Arts	32,800	36,400	11.0
Woodrow Wilson International Center for Scholars	10,500	10,420	-0.8
National Endowment for the Arts	146,021	147,949	1.3
National Endowment for the Humanities	146,021	147,942	1.3
Commission of Fine Arts	2,524	2,653	5.1
National Capital Arts and Cultural Affairs	2,000	2,000	0
Advisory Council on Historic Preservation	6,204	6,080	-2.0
National Capital Planning Commission	7,948	8,348	5.0
U.S. Holocaust Memorial Museum	52,385	54,959	4.9
Dwight D. Eisenhower Memorial Commission[c]	1,000	70,200	6,920.0
Subtotal, Title III: Related Agencies	**11,246,921**	**12,646,176**	**12.4**
Total: Interior, Environment, and Related Agencies[d]	**30,477,720**	**33,323,129**	**9.3**

Source: Prepared by CRS with data from the House Appropriations Committee.

a. FY2015 discretionary appropriations for PILT were provided in §11 of the general provisions of P.L. 113-235. This table reflects these appropriations under DOI Departmental Offices, Office of the Secretary. However, the law does not specify the appropriations to this account but states only that the funds are available to the Secretary of the Interior.

b. For additional information on appropriations enacted for the Environmental Protection Agency for FY2015 and requested for FY2016, see CRS Report R44208, *Environmental Protection Agency (EPA): FY2016 Appropriations*, by Robert Esworthy and David M. Bearden.

c. The President's FY2016 request consisted of $2.0 million for salaries and expenses and $68.2 million for construction of the memorial. The FY2015 appropriations provided funding only for salaries and expenses.

d. The FY2015 appropriations figure reflects appropriations in P.L. 113-235 of $30.17 billion in Division F and $372.0 million in §11 of the general provisions. It also reflects rescissions of $68.0 million. The FY2016 request reflects appropriations of $32.30 billion, a proposed cap adjustment of $1.05 billion, and rescissions of $30.0 million.

Comparison of FY2016 Bills Reported by House and Senate Appropriations Committees

H.R. 2822, as reported by the House Appropriations Committee on June 18, 2015, would have provided $30.23 billion for Interior, Environment, and Related Agencies for FY2016.[24] The total included $452.0 million for PILT. During three days of floor debate, the House considered dozens

[24] For FY2016, both the House and Senate Appropriations Committees reported "302(b)" allocations for the Interior Subcommittees that were lower than the President's request. For the House Interior Subcommittee, the discretionary allocation was $30.17 billion and the total allocation (including mandatory budget authority) was $30.23 billion (H.Rept. 114-198). For the Senate Interior Subcommittee, the discretionary allocation was $30.01 billion and the total allocation (including mandatory budget authority) was $30.07 billion (S.Rept. 114-81). The 302(b) allocation for the Senate Interior Subcommittee has since been revised, as noted above. The most recent allocation is contained in S.Rept. 114-197, issued on December 18, 2015.

of amendments to H.R. 2822. Although 57 of the amendments were agreed to, others were rejected, withdrawn, or considered but not voted upon.[25] No vote on final passage of the bill occurred following a difference of opinion on amendments related to display and sale of the Confederate flag on National Park Service lands.[26]

S. 1645, as reported by the Senate Appropriations Committee on June 23, 2015, would have provided $31.13 billion for Interior, Environment, and Related Agencies. The total included $1.05 billion in emergency appropriations for Wildland Fire Management activities of DOI and the Forest Service. Such emergency funding typically does not count toward a subcommittee's allocation for the bill.[27] S. 1645 was not considered by the Senate. See **Table 1** for the House and Senate bill totals as well as agency and title totals.

The Senate committee-reported bill was $899.6 million (3.0%) more than the House committee-reported bill. The largest dollar difference was for Wildland Fire Management. S. 1645 included $4.66 billion for DOI and Forest Service Wildland Fire Management, which was $1.08 billion (30.1%) more than the $3.58 billion in H.R. 2822. Unlike H.R. 2822, the Senate bill did not include discretionary appropriations for PILT. Other selected differences between the bills are highlighted below.

With regard to DOI agencies, H.R. 2822 included $11.43 billion for FY2016, which was $204.3 million (1.8%) more than the $11.23 billion in S. 1645. The higher House bill total was primarily due to the inclusion of $452.0 million for PILT under DOI Departmental Offices.[28] Of the 10 DOI agencies, S. 1645 recommended higher funding for all but three: Office of Surface Mining Reclamation and Enforcement, Indian Affairs, and Departmental Offices.

The $7.60 billion reported in S. 1645 for EPA was $175.2 million (2.4%) more than the $7.42 billion reported in H.R. 2822. The bills proposed different levels of appropriations for all nine EPA accounts. The Senate bill included higher funding for all accounts except for two—Science and Technology and the Leaking Underground Storage Tank Trust Fund (LUST). The Science and Technology account funds the development of the scientific knowledge and tools to inform EPA's formulation of pollution control regulations, standards, and agency guidance. The LUST account is used in part for preventing and responding to releases from underground storage tanks that contain petroleum. The largest dollar difference was for the Environmental Programs and Management account, with the Senate committee reporting $2.56 billion, or $89.2 million (3.6%) more than the $2.47 billion reported in the House bill. Activities in the account that would have received higher funding in the Senate bill included geographic programs, information exchange/outreach, and legal/science/regulatory/economic review.

For all 20 Related Agencies in Title III, the Senate committee-reported bill included $12.31 billion, $928.7 million (8.2%) more than the $11.38 billion included in the House committee-reported bill. The funding recommendations in the two bills were equal for 13 agencies, higher for 5 agencies in the Senate bill, and higher for 2 agencies in the House bill. The overall difference between the two bills was primarily related to the Forest Service, for which the Senate committee reported $5.98 billion—$934.2 million (18.5%) more than the $5.04 billion in H.R.

[25] Information on amendments to H.R. 2822 is contained in the Legislative Information System (LIS) at https://www.congress.gov/bill/114th-congress/house-bill/2822/amendments.

[26] For information on National Park Service policies pertaining to the display and sale of the Confederate flag on agency lands, and related amendments considered during House debate on H.R. 2822, see CRS Insight IN10313, *Display of the Confederate Flag at Federal Cemeteries*, by Laura B. Comay and Barbara Salazar Torreon.

[27] As noted above, the 302(b) allocation for the Senate Interior Subcommittee was $30.07 billion.

[28] Within this account, PILT funding was included in the total for the Office of the Secretary.

2822. The higher funding for Wildland Fire Management in the Senate bill ($867.8 million higher, 32.3%) was the single biggest difference.

FY2016 Committee-Reported Bills Compared to FY2015 Appropriations

H.R. 2822 as reported by the House Appropriations Committee recommended decreased appropriations from the FY2015 enacted level, while S. 1645 as reported from the Senate Appropriations Committee recommended an increase above FY2015 enacted appropriations. With regard to the House bill, the $30.23 billion for FY2016 was $246.0 million (0.8%) less than the FY2015 appropriation of $30.48 billion (including FY2015 PILT funding). DOI agencies, however, would have received an overall increase of $340.0 million (3.1%) for FY2016, with 6 of the 10 DOI agencies sharing in the increase. The largest recommended dollar increase was $164.9 million (6.3%) for Indian Affairs. Like the FY2015 appropriation, the House committee bill included discretionary funding for PILT.

For EPA, H.R. 2822 would have reduced funding by $717.7 million (8.8%)—the largest recommended decrease in the reported bill. The EPA account with the largest dollar decline would be State and Tribal Assistance Grants, with $565.3 million (15.9%) less than FY2015, largely from reduced funding for grants to states through the Clean Water State Revolving Fund (SRF) and the Drinking Water SRF. While Title III agencies would have received an overall increase of $131.7 million (1.2%) for FY2016, the Indian Health Service was the only agency for which additional funds were recommended ($145.5 million, 3.1%). Most Title III agencies would have received level funding, with others proposed at levels lower than FY2015.

With regard to the Senate bill, the $31.13 billion for FY2016 was $653.6 million (2.1%) more than FY2015 appropriations ($30.48 billion, including PILT funding). S. 1645 included higher appropriations for every DOI agency except Departmental Offices, largely because it did not propose PILT funding. As with the House bill, EPA would have received the largest decrease—$542.5 million (6.7%)—with State and Tribal Assistance Grants declining more than other accounts ($517.2 million, 14.6%) in large part from reduced grants to states through the SRFs. Most Title III agencies would have received level funding under the Senate bill, and a couple would have received lower appropriations. Nevertheless, the Senate bill recommended overall higher funding for Title III agencies ($1.06 billion, 9.4%). The largest dollar increases were $921.6 million (18.2%) for the Forest Service, primarily attributable to increased funding for Wildland Fire Management, and $136.9 million (2.9%) for the Indian Health Service.

FY2016 Committee-Reported Bills Compared to FY2016 President's Request

Both the House and Senate committee-reported bills had recommended lower funding for FY2016 than sought by the President. The $30.23 billion in H.R. 2822 as reported by the House Appropriations Committee for FY2016 was $3.09 billion (9.3%) less than the President's request of $33.32 billion for FY2016. H.R. 2822 recommended lower funding than sought by the President for many agencies, including the following: $1.17 billion (13.6%) lower for EPA, $736.7 million (12.7%) for the Forest Service, and $380.6 million (12.5%) for the National Park Service. However, for some agencies H.R. 2822 recommended the same or higher funding relative to the President's request. For instance, the House bill recommended $364.8 million (52.4%) more than the President for DOI Departmental Offices, largely due to funding for PILT included within this account (under Office of the Secretary).

The $31.13 billion in S. 1645 as reported by the Senate Appropriations Committee for FY2016 was $2.19 billion (6.6%) less than the President's request. Like the House bill, S. 1645 also recommended lower funding than sought by the President for many agencies. Among the lower amounts were the following: $994.4 million (11.6%) less for EPA, $323.7 million (6.3%) less for the Indian Health Service, and $318.7 million (10.5%) less for the National Park Service. For other agencies, S. 1645 contained the same or higher funding relative to the President's request. For instance, the Senate bill proposed $197.5 million (3.4%) more than the President for the Forest Service, largely due to additional funding for the Wildland Fire Management account.

Unlike the President's request, the FY2016 House committee-reported bill did not include a cap adjustment for Wildland Fire Management. S. 1645 included bill language to provide for a new cap adjustment and also designated some of the funds in the bill for Wildland Fire Management as emergency funding.[29]

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[29] As noted above, the BCA imposed limits on discretionary spending for each of the fiscal years between FY2012 and FY2021. Any budget authority designated for certain purposes would have caused the BCA limits to be adjusted, making it effectively not subject to the limits. S. 1645 would have allowed a new cap adjustment for some of the costs of wildland fire management. For additional information on the proposal in the Senate bill, see S.Rept. 114-70 on S. 1645, p. 6 and p. 84 and CRS Report R44082, *Wildfire Spending: Background, Issues, and Legislation in the 114th Congress*, by Katie Hoover et al.

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