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Interior, Environment, and Related Agencies: Overview of FY2021 Appropriations

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SUMMARY

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September 10, 2020

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Interior, Environment, and Related Agencies: Overview of FY2021 Appropriations

The Interior, Environment, and Related Agencies appropriations bill contains funding for approximately 35 agencies and entities. They include most of the Department of the Interior (DOI) as well as agencies within other departments, such as the Forest Service within the Department of Agriculture and the Indian Health Service within the Department of Health and Human Services. The bill also provides funding for the Environmental Protection Agency (EPA), arts and cultural agencies, and other organizations and entities. Issues for Congress include determining the amount, terms, and conditions of funding for agencies and programs.

For FY2021, President Trump requested $34.07 billion for Interior, Environment, and Related Agencies, including $31.72 billion in regular appropriations and $2.35 billion for DOI and Forest Service wildfire suppression under a discretionary cap adjustment. The total request is broken out unevenly across three major titles and among agencies and entities within each title, as is typically the case. For the 10 major DOI agencies in Title I of the bill, the request was $12.05 billion, or 35.4% of the $34.07 billion total requested. Nearly half (47.7%) of the $12.05 billion requested for DOI agencies was for two agencies: Indian Affairs ($2.96 billion) and the National Park Service ($2.79 billion). For EPA, funded in Title II of the bill, the request was $6.70 billion, or 19.7% of the total. For the 25 agencies and other entities currently funded in Title III of the bill, the request was $15.31 billion, or 44.9% of the total. For these "Related Agencies" in Title III, the President sought amounts ranging from no funding for four entities to $7.38 billion for the Forest Service. The large majority of funds (89.3%) would be for the Forest Service and the Indian Health Service ($6.29 billion).

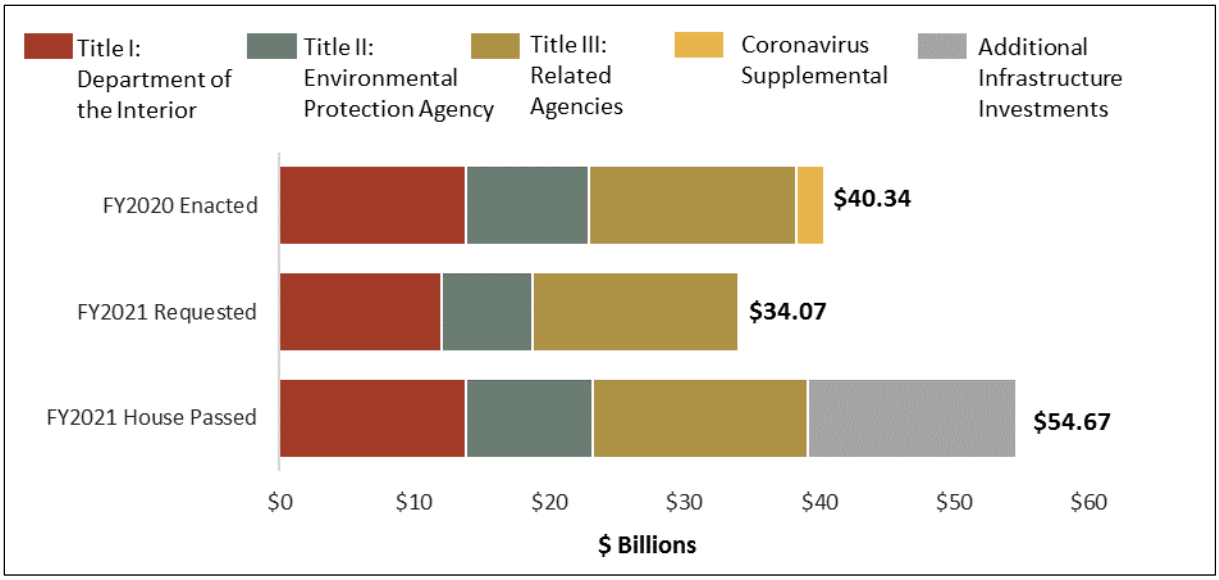
The President's FY2021 request would be $4.24 billion (11.1%) lower than the FY2020 enacted annual appropriation of $38.30 billion (P.L. 116-94, Division D), which included $2.25 billion under the discretionary cap adjustment for wildfire suppression. It would be $6.28 billion (15.6%) lower than the FY2020 total appropriation of $40.34 billion for Interior, Environment, and Related Agencies, which included $2.04 billion in emergency supplemental appropriations for coronavirus health response and agency operations (P.L. 116-136, Division B, Title VII).

On July 24, 2020, the House passed H.R. 7608 with $54.67 billion (in Division C) for agencies in the Interior bill. This total included $39.17 billion in annual appropriations, composed of $36.82 billion in regular appropriations and $2.35 billion for wildfire suppression under the cap adjustment. It also included $15.50 billion in emergency appropriations for additional infrastructure investments. The emergency funds for additional infrastructure investments would be provided to three agencies, with most of the monies for EPA—EPA ($13.50 billion), the Indian Health Service ($1.50 billion), and the Bureau of Indian Affairs ($0.50 billion).

Due primarily to the emergency funds for infrastructure, the FY2021 House-passed total is higher than FY2020 enacted appropriations and FY2021 requested appropriations. Specifically, the House-passed amount of $54.67 billion is

- $16.37 billion (42.7%) higher than the FY2020 annual appropriation of $38.30 billion;
- $14.33 billion (35.5%) higher than the FY2020 total appropriation of $40.34 billion, including emergency supplemental appropriations to address coronavirus; and
- $20.61 billion (60.5%) higher than the FY2021 President's request of $34.07 billion.

Figure 1. Appropriations for Interior, Environment, and Related Agencies, by Major Title, FY2020-FY2021



Source: Prepared by the Congressional Research Service with data from the House and Senate Appropriations Committees.

Notes: This figure depicts appropriations enacted for FY2020, requested by the President for FY2021, and passed by the House for FY2021 as contained in H.R. 7608 (Division C). The FY2020 enacted total also includes a $1.0 million rescission in Title IV (General Provisions) of P.L. 116-94, Division D, as well as $2.04 billion in emergency supplemental appropriations for several agencies for coronavirus prevention, preparation, and response in P.L. 116-136, Division B. The FY2021 request also includes $4.0 million in Title IV (General Provisions). The FY2021 House-passed amount reflects $15.50 billion in emergency appropriations for additional infrastructure investments.

Contents

Introduction 1
Overview of Interior, Environment, and Related Agencies 2
Title I. Department of the Interior 2
Title II. Environmental Protection Agency 4
Title III. Related Agencies 5
FY2021 Appropriations 6
Components of President Trump's Request 6
Components of House-Passed Bill 7
Comparing FY2020 and FY2021 Appropriations 8

Figures

Figure 1. Appropriations for Interior, Environment, and Related Agencies, by Major Title, FY2020-FY2021 3
Figure 2. Components of President Trump's FY2021 Request for Interior, Environment, and Related Agencies 7
Figure 3. Appropriations for Interior, Environment, and Related Agencies, by Major Title, FY2020-FY2021 10

Tables

Table 1. Interior, Environment, and Related Agencies: FY2020-FY2021 Appropriations 10

Contacts

Author Information 13

Introduction

This report focuses on FY2021 discretionary appropriations for Interior, Environment, and Related Agencies.[1] At issue for Congress are determining the amount of funding for agencies and programs in the bill and the terms and conditions of such funding.

For FY2021, President Trump sought $34.07 billion for agencies in the Interior bill, including $31.72 billion in regular appropriations and $2.35 billion for wildfire suppression under a discretionary cap adjustment.[2] On July 14, 2020, the House Appropriations Committee reported H.R. 7612 (accompanied by H.Rept. 116-448). Subsequently, on July 24, 2020, the House passed H.R. 7608, containing FY2021 appropriations of $54.67 billion in Division C for Interior, Environment, and Related Agencies in FY2021. This total included $39.17 billion in annual appropriations, composed of $36.82 billion in regular appropriations and $2.35 billion as requested by the President for wildfire suppression under the cap adjustment. It also included $15.50 billion in emergency appropriations for additional infrastructure investments of three agencies: the Environmental Protection Agency (EPA, $13.50 billion), the Indian Health Service ($1.50 billion), and the Bureau of Indian Affairs ($0.50 billion).

This report first presents a short overview of the agencies and other entities funded in the bill. It next describes the appropriations requested by President Trump for FY2021 for Interior, Environment, and Related Agencies, and the appropriations passed by the House for FY2021. It then briefly compares the total appropriations enacted for FY2020,[3] requested by the President for FY2021, and passed by the House for FY2021. Finally, it provides a table showing each agency's appropriations enacted for FY2020, requested by the President for FY2021, and passed by the House for FY2021.

Appropriations are complex. Budget justifications for some agencies are large (often a few hundred pages long) and contain numerous funding, programmatic, and legislative changes for congressional consideration. Further, appropriations laws provide funds for numerous accounts, activities, and subactivities, and their accompanying explanatory statements provide additional directives and other important information. This report does not provide in-depth information at the agency, account, and subaccount levels, nor does it generally detail budgetary reorganizations or legislative changes enacted in law or proposed for FY2021. For information on a particular agency or on individual accounts, programs, or activities administered by a particular agency,

[1] Hereinafter, the annual Interior, Environment, and Related Agencies appropriations bill is sometimes referred to as the Interior bill. Many of the agencies that receive discretionary appropriations through the Interior bill also receive mandatory appropriations under various authorizing statutes. This report does not address mandatory appropriations. For information on mandatory appropriations of the four main federal land management agencies—Bureau of Land Management, Fish and Wildlife Service, Forest Service, and National Park Service—see CRS Report R45994, *Federal Land Management Agencies' Mandatory Appropriations Accounts*, coordinated by Carol Hardy Vincent.

[2] Under Division O of P.L. 115-141, the Consolidated Appropriations Act, 2018, an adjustment can be made to discretionary spending limits to accommodate enacted funding for wildfire suppression. The adjustment may not exceed specified amounts for each of FY2020-FY2027. For information on discretionary spending limits, see CRS In Focus IF10647, *The Budget Resolution and the Budget Control Act's Discretionary Spending Limits*, by Megan S. Lynch; CRS Report R44874, *The Budget Control Act: Frequently Asked Questions*, by Grant A. Driessen and Megan S. Lynch; and CRS Report R45778, *Exceptions to the Budget Control Act's Discretionary Spending Limits*, by Megan S. Lynch, especially p. 8.

[3] Regular appropriations for Interior, Environment, and Related Agencies for FY2020 were included in Division D of P.L. 116-94, the Further Consolidated Appropriations Act, 2020. Supplemental emergency appropriations for Interior, Environment, and Related Agencies for FY2020 were included in P.L. 116-136, Division B, Title VII of the Coronavirus Aid, Relief, and Economic Security Act (CARES Act).

contact the key policy staff listed at the end of this report. In addition, for selected reports related to appropriations for Interior, Environment, and Related Agencies, such as individual agencies (e.g., National Park Service) or cross-cutting programs (e.g., Wildland Fire Management), see the "Interior & Environment Appropriations" subissue under the "Appropriations" Issue Area page on the Congressional Research Service (CRS) website.[4]

Overview of Interior, Environment, and Related Agencies

The annual Interior, Environment, and Related Agencies appropriations bill includes funding and other provisions for agencies and programs in three federal departments and for numerous related agencies. The Interior bill typically contains three primary appropriations titles and a fourth title with general provisions. Title I provides funding for most Department of the Interior (DOI) agencies,[5] many of which manage land and other natural resource or regulatory programs. Title I also typically includes general provisions related to DOI agencies. Title II contains appropriations and administrative provisions for EPA. Title III, Related Agencies, currently funds 25 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, including the Smithsonian Institution; and various other organizations and entities. Title III also contains administrative provisions for some agencies funded therein. Title IV, General Provisions, typically contains additional guidance and direction for agencies in the bill. Selected major agencies in the Interior bill are briefly described below.

Title I. Department of the Interior[6]

DOI's mission is to conserve and manage the nation's natural resources and cultural heritage; provide scientific and other information about those resources and natural hazards; and exercise trust responsibilities and other commitments to American Indians, Alaska Natives, and affiliated island communities.[7] There are eight DOI agencies and two other broad accounts funded in the Interior bill that carry out this mission. Hereinafter, these 10 agencies and broad accounts are referred to collectively as the DOI "agencies." The DOI agencies and their functions funded in the Interior bill include the following:

- The *Bureau of Land Management* administers about 244 million acres of federal public land, mostly in the West, for diverse uses such as energy and mineral development, livestock grazing, recreation, and preservation. The agency also is responsible for more than 700 million acres of federal onshore subsurface mineral estate throughout the nation and supervises the mineral operations on about 60 million acres of Indian trust lands.

[4] The "Interior & Environment Appropriations" subissue page is on the CRS website at https://www.crs.gov/iap/appropriations.

[5] 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 FY2021 appropriations for these entities, see CRS Report R46384, *Energy and Water Development: FY2021 Appropriations*, by Mark Holt and Corrie E. Clark.

[6] For additional background on the Department of the Interior (DOI) and its agencies, see CRS Report R45480, *U.S. Department of the Interior: An Overview*, by Mark K. DeSantis.

[7] This statement is taken from the DOI website at https://www.doi.gov/whoweare.

- The *U.S. Fish and Wildlife Service* administers 89 million acres of federal land within the National Wildlife Refuge System and other areas,[8] including 77 million acres in Alaska. It also manages several large marine refuges and marine national monuments, sometimes jointly with other federal agencies. In addition, the U.S. Fish and Wildlife Service, together with the National Marine Fisheries Service (Department of Commerce), is responsible for implementing the Endangered Species Act (16 U.S.C. §§1531 et seq.); 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.[9]
- The *National Park Service* administers 80 million acres of federal land within the National Park System, including 419 separate units in the 50 states, 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 National Park System through grant and technical assistance programs and cooperation with partners.[10]
- The *U.S. Geological Survey* is a science agency that provides physical and biological information related to geological resources; natural hazards; climate and land use change; and energy, mineral, water, and biological sciences and resources. In addition, it is the federal government's principal civilian mapping agency (e.g., topographical and geological mapping) and a primary source of data on the quantity and quality of the nation's water resources (e.g., streamgaging).
- 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 located 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.[11]
- 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 mining sites. The agency also regulates active coal mining sites to minimize environmental impacts during mining and to reclaim affected lands and waters after mining.

[8] This is the acreage over which the U.S. Fish and Wildlife Service has primary jurisdiction in the United States and the territories. The figure excludes acreage in marine national monuments over which the agency also has jurisdiction.

[9] For additional information on the U.S. Fish and Wildlife Service, see CRS Report R45265, *U.S. Fish and Wildlife Service: An Overview*, by R. Eliot Crafton.

[10] For a discussion of the different types of national park units and an overview of their management, see CRS Report R41816, *National Park System: What Do the Different Park Titles Signify?*, by Laura B. Comay.

[11] For a discussion of state and federal waters, see CRS Report RL33404, *Offshore Oil and Gas Development: Legal Framework*, by Adam Vann.

- *Indian Affairs* agencies provide and fund a variety of services to American Indians and Alaska Natives. Historically, these agencies have taken the lead in federal dealings with tribes. The Bureau of Indian Education funds an elementary and secondary school system, institutions of higher education, and other educational programs.[12] 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).[13]
- *Departmental Offices* cover diverse offices and programs. In FY2020, they included the Office of the Secretary of the Interior, Insular Affairs, Office of the Solicitor, Office of Inspector General, and Office of the Special Trustee for American Indians.[14]
- *Department-Wide Programs* cover varied programs and entities. In FY2020, they included DOI Wildland Fire Management, the Central Hazardous Materials Fund, the Natural Resource Damage Assessment Fund, the Working Capital Fund, and the Office of Natural Resources Revenue.[15]

Title II. Environmental Protection Agency

EPA has no organic statute establishing an overall mission; rather, the agency administers various environmental statutes that have an express or general objective to protect human health and the environment. Primary responsibilities include the implementation of federal statutes regulating air quality, water quality, drinking water safety, pesticides, toxic substances, management and disposal of solid and hazardous wastes, and cleanup of environmental contamination. EPA awards grants to assist states and local governments in implementing federal law and complying with federal requirements to control pollution. The agency also administers programs that provide financial assistance for public wastewater and drinking water infrastructure projects.[16]

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[12] For a discussion of Indian education programs, see CRS Report RL34205, *Indian Elementary-Secondary Education: Programs, Background, and Issues*, by Cassandria Dortch; and CRS In Focus IF10554, *Postsecondary Education of Native Americans*, by Cassandria Dortch.

[13] This description reflects appropriations for "Indian Affairs" for FY2020. FY2020 appropriations for Indian Affairs included funding for two separate bureaus: the Bureau of Indian Affairs (BIA) and the Bureau of Indian Education (BIE). Historically, BIE has been funded within Indian Affairs. For FY2021, the Administration and the House both supported funding other entities within "Indian Affairs." Specifically, the House-passed bill included funding for the Office of the Special Trustee for American Indians. The Administration's request proposed moving the functions of the Office of the Special Trustee for American Indians into a (proposed) new Bureau of Trust Funds Administration and funding the new bureau under Indian Affairs. Hereinafter, "Indian Affairs" refers to funding for the BIA, the BIE, and the Office of the Special Trustee for American Indians.

[14] An overview of the responsibilities of these entities is on the DOI website at https://www.doi.gov/bureaus/offices.

[15] Descriptions of these programs are contained on the DOI website as follows. For DOI wildland fire management, see https://www.doi.gov/wildlandfire. For the Central Hazardous Materials Fund, see https://www.doi.gov/oepc/central-hazardous-materials-fund-chf. For the Natural Resource Damage Assessment Fund, see *Budget Justifications and Performance Information, Fiscal Year 2021, Natural Resource Damage Assessment and Restoration Program* at https://www.doi.gov/budget/appropriations/2021. For the Working Capital Fund, see *Budget Justifications and Performance Information, Fiscal Year 2021, Office of the Secretary, Department-Wide Programs*, pp. OS-13-OS-14, at https://www.doi.gov/budget/appropriations/2021. For the Office of Natural Resources Revenue, see https://www.onrr.gov/.

[16] For a detailed compendium of environmental laws administered by the Environmental Protection Agency (EPA), see

Title III. Related Agencies

Title III of the Interior bill currently funds 25 agencies, organizations, and other entities, which are collectively referred to hereinafter as the "Related Agencies." Among the Related Agencies funded in the Interior bill, roughly 95% of the funding is typically provided to the following:

- The *Forest Service* in the Department of Agriculture manages 193 million acres of federal land within the National Forest System—consisting of national forests, national grasslands, and other areas—in 43 states, the Commonwealth of Puerto Rico, and the Virgin Islands. It also provides technical and financial assistance to states, tribes, and private forest landowners and conducts research on sustaining forest resources for future generations.[17]
- The *Indian Health Service* in the Department of Health and Human Services provides medical and environmental health services for approximately 2.6 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. The agency operates 24 hospitals, 50 health centers, 24 health stations, and 11 school health centers. Tribes and tribal organizations, through Indian Health Service contracts and compacts, operate another 22 hospitals, 285 health centers, 54 health stations, 127 Alaska village clinics, and 5 school health centers.[18]
- The *Smithsonian Institution* is a museum and research complex consisting of 19 museums and galleries, the National Zoological Park ("National Zoo"), and 9 research facilities throughout the United States and around the world.[19] 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.[20]
- 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, which 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 more than 64,000 grants. It also supports a

CRS Report RL30798, *Environmental Laws: Summaries of Major Statutes Administered by the Environmental Protection Agency*, coordinated by David M. Bearden.

[17] For an overview of Forest Service land management, see CRS Report R43872, *National Forest System Management: Overview, Appropriations, and Issues for Congress*, by Katie Hoover and Anne A. Riddle.

[18] Department of Health and Human Services, Indian Health Service (IHS), *Justification of Estimates for Appropriations Committees, FY2021*, p. CJ-68, at https://www.ihs.gov/budgetformulation/congressionaljustifications/. For additional information on the agency, see CRS Report R43330, *The Indian Health Service (IHS): An Overview*, by Elayne J. Heisler.

[19] These statistics are from the Smithsonian Institution's website at http://www.si.edu/About.

[20] For an overview of the Smithsonian Institution and related issues for Congress, see CRS Report R44370, *Smithsonian Institution: Background, Issues for Congress, and Selected Legislation*, by R. Eric Petersen.

Challenge Grant program to stimulate and match private donations in support of humanities institutions.

FY2021 Appropriations

Components of President Trump's Request

For FY2021, President Trump requested $34.07 billion for the 36 agencies and entities funded in FY2020 in the Interior, Environment, and Related Agencies appropriations bill.[21] This total included $31.72 billion in regular appropriations and $2.35 billion for certain wildfire suppression activities under an adjustment to discretionary spending limits for FY2021. Budget authority designated for those activities would cause the spending limits to be adjusted, making it effectively not subject to the limits.[22]

The total request is broken out unevenly across the three major funding titles in Interior bills and among agencies and entities within each title, as is typically the case. For the 10 major DOI agencies in Title I of the bill, the request was $12.05 billion, or 35.4% of the $34.07 billion total requested. For EPA, funded in Title II of the bill, the request was $6.70 billion, or 19.7% of the total. For the 25 agencies and other entities currently funded in Title III of the bill, the request was $15.31 billion, or 44.9% of the total.

Appropriations for agencies vary widely for 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 FY2021 request covered more than 30 agencies, funding for a small subset of these agencies accounted for most of the total. For example, the requested appropriations for three agencies—Forest Service, EPA, and Indian Health Service—were more than half (59.8%) of the total request. Further, more than three-quarters (76.7%) of the request was for these three agencies and two others, Indian Affairs and National Park Service.

For DOI agencies, the President's requests for FY2021 ranged from $116.2 million for the Office of Surface Mining Reclamation and Enforcement to $2.96 billion for Indian Affairs. The requests for 5 of the 10 agencies exceeded $1 billion. Nearly half (47.7%) of the $12.05 billion requested for DOI agencies was for two agencies: Indian Affairs ($2.96 billion) and the National Park Service ($2.79 billion).

For Related Agencies in Title III, the President's requested funding levels exhibited more variation. The President sought amounts ranging from -$1.0 million for the Presidio Trust to $7.38 billion for the Forest Service.[23] The Indian Health Service, with a request of $6.29 billion, and the Smithsonian Institution, with a request of $1.11 billion, were the only other agencies in Title III for which the President requested more than $1 billion. The next-largest request was $161.6 million for the National Gallery of Art. By contrast, 13 Title III entities each had requests

[21] Agency and bill totals in this report generally reflect rescissions.

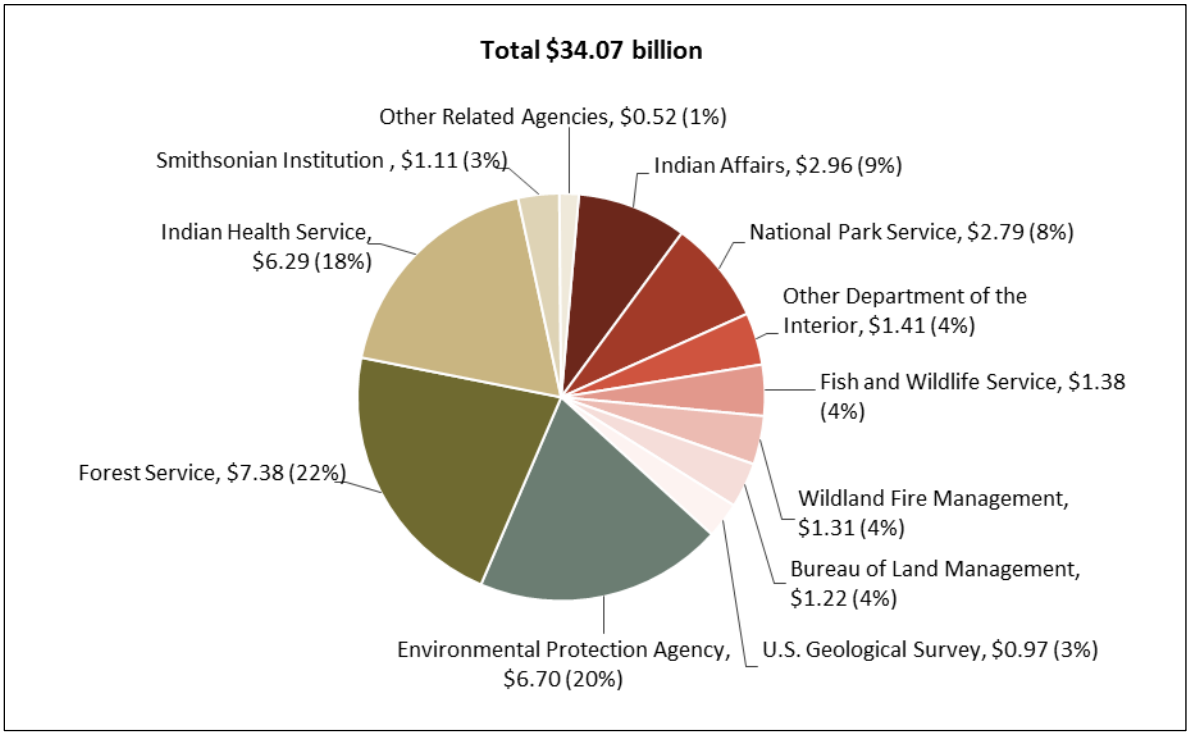
[22] The President's request for a $2.35 billion discretionary cap adjustment for wildfire suppression included $2.04 billion for the Forest Service and $310.0 million for DOI.

[23] As noted, the Forest Service request included $2.04 billion under a discretionary cap adjustment for wildfire suppression. In addition to the -$1.0 million for the Presidio Trust, the President requested no funding for three entities: National Capital Arts and Cultural Affairs, Dwight D. Eisenhower Memorial Commission, and Alyce Spotted Bear and Walter Soboleff Commission on Native Children.

of less than $10 million each. **Figure 2** identifies the share of the President's FY2021 request for particular agencies in the Interior bill.

Figure 2. Components of President Trump's FY2021 Request for Interior, Environment, and Related Agencies

$ billions



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

Notes: Agencies shown in shades of red are in the Department of the Interior, Title I of the bill. The Environmental Protection Agency, shown in blue-grey, is in Title II of the bill. Agencies shown in shades of green-brown are Related Agencies, Title III of the bill. Figures may not add to total shown due to rounding.

Components of House-Passed Bill

On July 24, 2020, the House passed H.R. 7608 with $54.67 billion (in Division C) for agencies in the Interior bill.[24] This total included $39.17 billion, including $36.82 billion in regular appropriations and $2.35 billion for wildfire suppression under the cap adjustment. It also included $15.50 billion in emergency appropriations for additional infrastructure investments.

Of the $39.17 billion (which excludes the emergency infrastructure funds), the 10 major DOI agencies in Title I would receive $13.80 billion, or 35.2% of the total. For EPA, funded in Title II of the bill, the House-passed bill contained $9.38 billion, or 23.9% of the total. For the 25

[24] In earlier action, on July 14, 2020, the House Appropriations Committee reported H.R. 7612 (accompanied by H.Rept. 116-448) containing FY2021 appropriations for Interior, Environment, and Related Agencies. As reported by the committee, H.R. 7612 contained $54.17 billion for Interior, Environment, and Related Agencies. The primary difference between H.R. 7612 as reported and H.R. 7608 as passed is an additional $0.50 billion for infrastructure investments of EPA in H.R. 7608. More specifically, H.R. 7612 as reported contained $39.17 billion, composed of $36.82 in regular appropriations and $2.35 billion for wildfire suppression under the discretionary cap adjustment and $15.0 billion in emergency appropriations for additional infrastructure investments.

agencies and other entities currently funded in Title III of the bill, the House-passed bill would provide $15.99 billion, or 40.8% of the total.

As in the President's request, the House-passed appropriations for five agencies constituted more than three-quarters of the $39.17 billion total. The appropriations for EPA, Forest Service, Indian Health Service, Indian Affairs, and National Park Service totaled $30.18 billion, or 77.0% of the total.

For DOI agencies, the House-passed amounts of the $39.17 billion total ranged from $121.8 million for the Bureau of Ocean Energy Management to $3.52 billion for Indian Affairs. The House-passed amounts for 6 of the 10 agencies exceeded $1 billion. For Related Agencies in Title III, the House-passed amounts ranged from $0 for two agencies to $7.56 billion for the Forest Service.[25] Like under the President's request, only three Title III agencies would receive more than $1 billion. In addition to the Forest Service, they include the Indian Health Service ($6.49 billion) and the Smithsonian Institution ($1.06 billion). The next-largest amounts in Title III were $179.4 million for the National Gallery of Art and $170.0 million for each of the National Endowment for the Arts and the National Endowment for the Humanities. For each of 11 Title III agencies, the House-passed bill included less than $10 million

A proposed new Title V of the House-passed bill contained $15.50 billion in emergency appropriations for additional infrastructure investments of three agencies. Most of the funds would be provided to EPA as follows: EPA, $13.50 billion (87.1%); Indian Health Service, $1.50 billion (9.7%); and Bureau of Indian Education, $0.50 billion (3.2%). Among other activities, the funds would be used for the following purposes. For EPA, funds would be directed to State and Tribal Assistance Grants, including for the Clean Water and Drinking Water State Revolving Funds; the Hazardous Substance Superfund program, including cleanup activities; and the Office of Inspector General. For the Indian Health Service, monies would be used for health facilities construction, maintenance and improvements, and equipment. For the Bureau of Indian Education, funding would be provided for education construction generally, to include construction, repair, and improvement of schools, utilities, and other facilities. All Title V funds would be available for multiple years, with most of the funds available until expended.

Comparing FY2020 and FY2021 Appropriations

For FY2020, the total enacted appropriation for Interior, Environment, and Related Agencies was $40.34 billion. This total included $38.30 in P.L. 116-94, Division D (composed of $36.05 billion in regular appropriations and a $2.25 billion discretionary cap adjustment for wildfire suppression) and $2.04 billion in emergency supplemental appropriations for coronavirus health response and agency operations in P.L. 116-136, Division B.[26] Although the coronavirus monies were provided to several agencies, approximately three-quarters of the funds (76.2%) were appropriated for Indian Affairs and the Indian Health Service (as shown in **Table 1**). For all agencies, the funds were appropriated "to prevent, prepare for, and respond to coronavirus, domestically or internationally," and they are available until September 30, 2021.[27]

[25] The Forest Service appropriation included $2.04 billion under a discretionary cap adjustment for wildfire suppression. The two entities for which the House approved no funding were the Women's Suffrage Centennial Commission and the Alyce Spotted Bear and Walter Soboleff Commission on Native Children.

[26] P.L. 116-94 was enacted as the Further Consolidated Appropriations Act, 2020. P.L. 116-136 was enacted as the Coronavirus Aid, Relief, and Economic Security Act (CARES Act).

[27] See P.L. 116-136, Division B, Title VII.

As noted, the President's FY2021 request of $34.07 billion for agencies in the Interior bill was composed of $31.72 billion in regular appropriations and $2.35 billion for wildfire suppression under a discretionary cap adjustment. The President's request would be $4.24 billion (11.1%) lower than the FY2020 enacted annual appropriation of $38.30 billion (in P.L. 116-94) and $6.28 billion (15.6%) lower than the FY2020 enacted total of $40.34 billion, including emergency supplemental appropriations to address coronavirus.

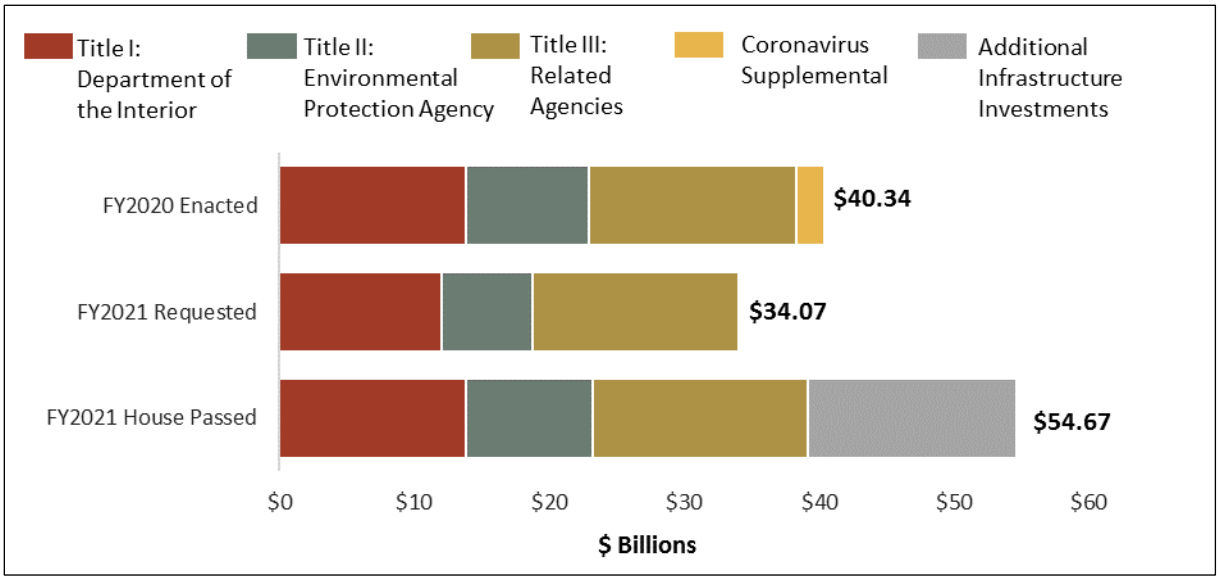
Also as noted, H.R. 7608, as passed by the House, contained $54.67 billion (in Division C) for agencies in the Interior bill. This total included annual appropriations of $39.17 billion (composed of $36.82 billion in regular appropriations and $2.35 billion for wildfire suppression under the cap adjustment) and $15.50 billion in emergency appropriations for additional infrastructure investments of three agencies.

Due to the inclusion of the emergency funding for additional infrastructure investments, the FY2021 House-passed total is higher than FY2020 enacted appropriations and FY2021 requested appropriations. Specifically, the $54.67 billion House-passed amount is

- $16.37 billion (42.7%) higher than the FY2020 enacted annual appropriations of $38.30 billion (including $2.25 billion under the discretionary cap adjustment for wildfire suppression);
- $14.33 billion (35.5%) higher than the FY2020 total appropriations of $40.34 billion (including the $38.30 billion annual total and $2.04 billion in emergency supplemental appropriations to address coronavirus); and
- $20.61 billion (60.5%) higher than the FY2021 President's requested appropriations of $34.07 billion (which included $2.35 billion under the discretionary cap adjustment for wildfire suppression).

Figure 3 depicts the FY2020 enacted appropriations, the FY2021 appropriations requested by the President, and the FY2021 appropriations passed by the House in H.R. 7608. It shows the appropriations contained in each of the three main appropriations titles of the Interior bill—Title I (DOI), Title II (EPA), and Title III (Related Agencies). For FY2020 enacted appropriations, it depicts the regular annual appropriations and the emergency supplemental appropriations (in P.L. 116-136) for several agencies to address coronavirus. For the FY2021 House-passed appropriations, it depicts the regular annual appropriations and emergency appropriations for several agencies for additional infrastructure investments. **Table 1**, at the end of this report, lists the appropriations for each agency that were enacted for FY2020, requested by the President for FY2021, and passed by the House for FY2021 in H.R. 7608.

Figure 3. Appropriations for Interior, Environment, and Related Agencies, by Major Title, FY2020-FY2021



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

Notes: This figure depicts appropriations enacted for FY2020, requested by the President for FY2021, and passed by the House for FY2021 as contained in H.R. 7608 (Division C). The FY2020 enacted total also includes a $1.0 million rescission in Title IV (General Provisions) of P.L. 116-94, Division D and $2.04 billion in emergency supplemental appropriations for several agencies for coronavirus prevention, preparation, and response in P.L. 116-136, Division B. The FY2021 request also includes $4.0 million in Title IV (General Provisions). The FY2021 House-passed amount reflects $15.50 billion in emergency appropriations for additional infrastructure investments.

Table 1. Interior, Environment, and Related Agencies: FY2020-FY2021 Appropriations

(in thousands of dollars)

Bureau or Agency	FY2020 Enacted P.L. 116-94	FY2020 Suppl. P.L. 116-136	FY2021 Admin. Request	FY2021 House Passed H.R. 7608
Title I: Department of the Interior				
Bureau of Land Management	$1,369,838	$0	$1,222,358	$1,294,728
U.S. Fish and Wildlife Service	$1,643,520	$0	$1,378,631	$1,579,277
National Park Service	$3,377,284	$0	$2,792,561	$3,224,266
U.S. Geological Survey	$1,270,957	$0	$971,185	$1,294,987
Bureau of Ocean Energy Management	$131,611	$0	$125,760	$121,760
Bureau of Safety and Environmental Enforcement	$133,444	$0	$130,339	$129,038
Office of Surface Mining Reclamation and Enforcement	$257,481	$0	$116,166	$222,400
Indian Affairs[a]	$3,331,998	$522,000	$2,960,824	$3,523,311
—Bureau of Indian Affairs	*$2,032,124*	*$453,000*	*$1,907,881*	*$2,183,938*
—Bureau of Indian Education	*$1,191,334*	*$69,000*	*$944,544*	*$1,230,974*

Bureau or Agency	FY2020 Enacted P.L. 116-94	FY2020 Suppl. P.L. 116-136	FY2021 Admin. Request	FY2021 House Passed H.R. 7608
—Bureau of Trust Funds Administration	*$0*	*$0*	*$108,399*	*$0*
—Office of the Special Trustee for American Indians	*$108,540*	*$0*	*$0*	*$108,399*
Departmental Offices[b]	$365,978	$0	$363,292	$365,663
Office of the Secretary	*$131,832*	*158,400*	*$127,938*	*$97,248*
Insular Affairs	*$111,344*	*55,000*	*$89,199*	*$119,760*
Office of the Solicitor	*$66,816*	$0	*$86,813*	*$86,813*
Office of Inspector General	*$55,986*	$0	*$59,342*	*$61,842*
Department-Wide Programs	$1,485,180	$0	$1,546,660	$1,532,528
Wildland Fire Management	*$1,252,338*	$0	*$1,313,090*	*$1,301,479*
Central Hazardous Materials Fund	*$22,010*	$0	*$1,874*	*$10,010*
Natural Resource Damage Assessment Fund	*$7,767*	$0	*$4,709*	*$7,767*
Working Capital Fund	*$55,735*	$0	*$78,513*	*$64,798*
Office of Natural Resources Revenue	*$147,330*	$0	*$148,474*	*$148,474*
General Provisions: Payments in Lieu of Taxes[c]	*$500,000*	$0	*$441,976*	*$515,000*
Subtotal, Title I: Department of the Interior	**$13,867,291**	**$735,400**	**$12,050,752[d]**	**$13,802,958**
Title II: Environmental Protection Agency				
Subtotal, Title II: Environmental Protection Agency	**$9,057,401**	**$7,230**	**$6,704,071**	**$9,381,191**
Title III: Related Agencies				
Dept. of Agri. Under Secretary for Natural Resources & Envt.	$875	$0	$875	$875
Forest Service	$7,433,413	$70,800	$7,378,836	$7,556,709
Indian Health Service	$6,047,094	$1,032,000	$6,293,568	$6,492,191
National Institute of Environmental Health Sciences	$81,000	$0	$73,688	$83,000
Agency for Toxic Substances and Disease Registry	$76,691	$12,500	$62,000	$79,000
Council on Environmental Quality and Office of Environmental Quality	$2,994	$0	$3,500	$2,994
Chemical Safety and Hazard Investigation Board	$12,000	$0	$10,200	$12,000
Office of Navajo and Hopi Indian Relocation	$7,500	$0	$4,000	$4,000
Institute of American Indian and Alaska Native Culture and Arts Development	$10,458	$78	$10,710	$10,772
Smithsonian Institution	$1,047,358	$7,500	$1,110,313	$1,060,013
National Gallery of Art	$173,225	$0	$161,587	$179,445
John F. Kennedy Center for the Performing Arts	$43,490	$25,000	$40,400	$40,400
Woodrow Wilson International Center for Scholars	$14,000	$0	$8,211	$14,800
National Endowment for the Arts	$162,250	$75,000	$30,175	$170,000
National Endowment for the Humanities	$162,250	$75,000	$33,420	$170,000

Bureau or Agency	FY2020 Enacted P.L. 116-94	FY2020 Suppl. P.L. 116-136	FY2021 Admin. Request	FY2021 House Passed H.R. 7608
Commission of Fine Arts	$3,240	$0	$3,240	$3,240
National Capital Arts and Cultural Affairs	$5,000	$0	$0	$5,000
Advisory Council on Historic Preservation	$7,378	$0	$7,400	$7,400
National Capital Planning Commission	$8,124	$0	$8,124	$8,124
U.S. Holocaust Memorial Museum	$60,388	$0	$60,388	$63,388
Presidio Trust	$10,000	$0	-$1,000	$20,000
Dwight D. Eisenhower Memorial Commission	$1,800	$0	$0	$220
Women's Suffrage Centennial Commission	$1,000	$0	$1,000	$0
World War I Centennial Commission	$7,000	$0	$6,000	$6,000
Alyce Spotted Bear and Walter Soboleff Commission on Native Children	$500	$0	$0	$0
Subtotal, Title III: Related Agencies	**$15,379,028**	**$1,297,878**	**$15,306,635**	**$15,989,571**
Title IV: General Provisions				
Subtotal, Title IV: General Provisions	**-$1,000**	**$0**	**$4,000**	**$0**
Title V: Additional Infrastructure Investments				
Bureau of Indian Education	$0	**$0**	**$0**	$500,000
Environmental Protection Agency	$0	**$0**	**$0**	$13,500,000
Indian Health Service	$0	**$0**	**$0**	$1,500,000
Subtotal, Title V: Additional infrastructure Investments	$0	**$0**	**$0**	**$15,500,000**
Total Interior, Environment, and Related Agencies	**$38,302,720**	**$2,040,508**	**$34,065,458**	**$54,673,720**

Source: Prepared by CRS with data from the House and Senate Appropriations Committees. Agency and bill totals generally reflect rescissions.

Notes: This table depicts regular and supplemental appropriations enacted for FY2020, appropriations requested by the President for FY2021, and appropriations contained in H.R. 7608 as passed by the House.

a. This row shows total funding for the Bureau of Indian Affairs, Bureau of Indian Education, and Office of the Special Trustee for American Indians, which was funded in FY2020 as part of the Departmental Offices Account. For FY2021, the President sought to move the functions of the Office of Special Trustee for American Indians into a (proposed) new Bureau of Trust Funds Administration.

b. For FY2020, appropriations for the Office of Special Trustee for American Indians were provided as part of the "Departmental Offices" account. For FY2021, appropriations were requested for a proposed Bureau of Trust Funds Administration as part of the Indian Affairs account. For FY2021, appropriations were included in the House-passed bill for the Office of Special Trustee for American Indians as part of the Indian Affairs account. For comparison purposes, all these appropriations are shown in the Indian Affairs account.

c. The FY2020 enacted and FY2021 House-passed appropriations for the Payments in Lieu of Taxes Program were included in the General Provisions of Title I. The FY2021 requested appropriations for the program were included under Department-Wide Programs. For easier comparison, all these appropriations are shown in this table under General Provisions.

d. This figure includes $1.0 million for a general provision not shown in the column figures above.

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