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Interior, Environment, and Related Agencies: Overview of FY2022 Appropriations

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SUMMARY

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September 13, 2021

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Interior, Environment, and Related Agencies: Overview of FY2022 Appropriations

The Interior, Environment, and Related Agencies appropriations bill contains funding for about three dozen 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.

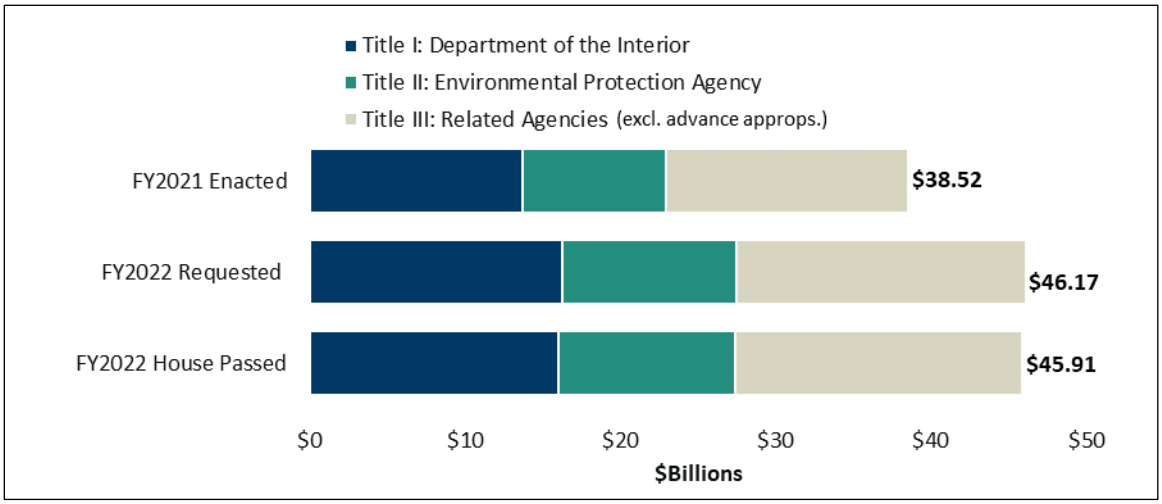
For FY2022, President Biden requested $46.17 billion for all agencies and entities funded in the Interior bill. This total included $43.72 billion in regular appropriations and $2.45 billion for certain wildfire suppression activities under an adjustment to the discretionary spending limit for FY2022. The President's FY2022 request also contained $7.68 billion in advance appropriations for the Indian Health Service, with the funding becoming available for obligation in FY2023. Including these advance appropriations, the President's total request was $53.85 billion.

The $46.17 billion request (excluding advance appropriations) was broken out unevenly across the three major funding titles in the Interior bill and among agencies and entities within each title, as is typically the case. For 11 major DOI agencies and entities in Title I of the bill, the request was $16.28 billion, or 35.3% of the request. For EPA, funded in Title II of the bill, the request was $11.23 billion, or 24.3% of the total. For roughly two dozen agencies and other entities for which the President sought funding in Title III of the bill, the request was $18.66 billion, or 40.4% of the total.

On July 29, 2021, the House passed H.R. 4502, containing FY2022 appropriations of $45.91 billion in Division E for Interior, Environment, and Related Agencies. This total included $43.46 billion in regular appropriations and $2.45 billion as requested by President Biden for wildfire suppression under an adjustment to the discretionary spending cap. Of the $45.91 billion, the 11 major DOI agencies in Title I would receive $16.02 billion, or 34.9% of the total; EPA would receive $11.35 billion, or 24.7% of the total; and agencies and other entities in Title III would receive $18.55 billion, or 40.4% of the total. As was the case for the President's request, the FY2022 House-passed appropriations for five agencies constituted nearly three-quarters of the bill total. These agencies are EPA, Forest Service, Indian Health Service, National Park Service, and Bureau of Indian Affairs. The House-passed bill did not include advance appropriations for the Indian Health Service.

The House-passed total of $45.91 billion for FY2022 would be an increase of $7.39 billion (19.2%) over FY2021 enacted appropriations of $38.52 billion. Relative to FY2021 enacted appropriations, the House-passed bill would provide increases of varying amounts for all 11 major DOI agencies in Title I, EPA (Title II), and most Title III Related Agencies. Relative to the President's FY2022 request of $46.17 billion, the House-passed level was $253.8 million (0.5%) lower. For DOI agencies, the House-passed bill contained lower funding than the requested amounts for eight agencies, higher funding for two agencies, and equal funding for one agency. For EPA, the House-passed bill had higher funding than requested by the President. For Title III Related Agencies, the House-passed bill contained the amount requested by the President for many agencies but different amounts (some higher, some lower) for several others.

Figure 1. Appropriations for Interior, Environment, and Related Agencies, by Major Title, FY2021-FY2022



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

Notes: The FY2021 enacted appropriation was contained in P.L. 116-260, Division G. The FY2022 request excludes $7.68 billion in advance appropriations for the Indian Health Service, which would become available for obligation in FY2023. House-passed appropriations for FY2022 were contained in H.R. 4502, Division E.

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Introduction

This report focuses on FY2022 discretionary appropriations for Interior, Environment, and Related Agencies.[1] Issues for Congress include determining the amount of funding for agencies and programs in the bill and the terms and conditions of such funding.

This report first presents a short overview of FY2022 legislative action. It next provides an overview of the agencies and other entities funded in the Interior bill. It then describes the appropriations requested by President Biden for FY2022 for Interior, Environment, and Related Agencies and the appropriations passed by the House for FY2022. Subsequently, the report briefly compares the total appropriations passed by the House for FY2022 with President Biden's request for FY2022 and the appropriations enacted for FY2021.[2] Finally, it provides a table showing each agency's appropriations enacted for FY2021, requested for FY2022, and passed by the House for FY2022.

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 sub-activities, 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 FY2022. For information on a particular agency or on individual accounts, programs, or activities administered by a particular agency, see the CRS products footnoted throughout this report or contact the key policy staff listed at the end of this report.[3] In addition, 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), are listed under "Interior & Environment Appropriations" on the "Appropriations" Issue Area page on the Congressional Research Service (CRS) website.[4]

Overview of FY2022 Legislative Action

For FY2022, President Biden requested $46.17 billion for 35 agencies and entities funded in the Interior, Environment, and Related Agencies appropriations bill.[5] This total included $43.72 billion in regular appropriations and $2.45 billion for certain wildfire suppression activities under an adjustment to discretionary spending limits for FY2022. Under law, an adjustment can be

[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] Regular appropriations for Interior, Environment, and Related Agencies for FY2021 were included in Division G of P.L. 116-260, the Consolidated Appropriations Act, 2021.

[3] Referenced CRS products on appropriations for agencies and programs reflect the most recent available (e.g., for FY2022 or for FY2021).

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

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

made to discretionary spending limits to accommodate enacted funding for wildfire suppression.[6] The President's FY2022 request also included $7.68 billion in advance appropriations for the Indian Health Service, with the funding becoming available for obligation in FY2023.[7] Including these advance appropriations, the President's total request was $53.85 billion. This report generally focuses on the $46.17 billion total in requested funding that would become available in FY2022.

On July 6, 2021, the House Appropriations Committee reported H.R. 4372 (accompanied by H.Rept. 117-83). H.R. 4372 contained $45.92 billion for Interior, Environment, and Related Agencies, composed of $43.47 billion in regular appropriations and $2.45 billion for wildfire suppression under the discretionary cap adjustment as requested by the President. The House committee-reported bill did not include advance appropriations for the Indian Health Service as had been requested by the President.

Subsequently, on July 29, 2021, the House passed H.R. 4502, containing FY2022 appropriations of $45.91 billion in Division E for agencies in the Interior bill. This total included $43.46 billion in regular appropriations and $2.45 billion as requested by President Biden for wildfire suppression under the cap adjustment. The House-passed bill did not include advance appropriations for the Indian Health Service.

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,[8] 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 the Environmental Protection Agency (EPA). Title III, Related Agencies, generally funds about two dozen other entities, including the Forest Service in the Department of Agriculture; 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

[6] This authority is contained in Division O of P.L. 115-141, the Consolidated Appropriations Act, 2018. 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 the "Wildfire Suppression" section. For a discussion of the cap adjustment for wildfire suppression, see CRS In Focus IF11675, *Wildfire Management Funding: FY2021 Appropriations*, by Katie Hoover, and CRS Report R46583, *Federal Wildfire Management: Ten-Year Funding Trends and Issues (FY2011-FY2020)*, by Katie Hoover.

[7] For an overview of issues related to potential advance appropriations for the Indian Health Service, see CRS Report R46265, *Advance Appropriations for the Indian Health Service: Issues and Options for Congress*, by Elayne J. Heisler and Kate P. McClanahan.

[8] 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 FY2022 appropriations for these entities, see CRS Report R46857, *Energy and Water Development: FY2022 Appropriations*, by Mark Holt and Corrie E. Clark.

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[9]

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.[10] There are nine major DOI agencies and two other broad accounts funded in the Interior bill that carry out this mission. Hereinafter, these 11 entities 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 administers approximately 710 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.[11]
- The *U.S. Fish and Wildlife Service* administers 89 million acres of federal land within the National Wildlife Refuge System and other areas,[12] 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.[13]
- The *National Park Service* administers 80 million acres of federal land within the National Park System, including 423 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

[9] 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.

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

[11] For an overview of FY2022 appropriations for the Bureau of Land Management, see CRS In Focus IF11890, *Bureau of Land Management: FY2022 Appropriations*, by Carol Hardy Vincent.

[12] 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.

[13] 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. For an overview of FY2022 appropriations for the U.S. Fish and Wildlife Service, see CRS In Focus IF11925, *U.S. Fish and Wildlife Service: FY2022 Appropriations*, by R. Eliot Crafton.

Park System through grant and technical assistance programs and cooperation with partners.[14]

- 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).[15]
- 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 2.5 billion acres located beyond state waters, much in the Alaska region (more than 1 billion acres) but also off all coastal states.[16]
- 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.[17]
- 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.[18]
- *Indian Affairs* agencies provide and fund a variety of services to American Indians and Alaska Natives.[19] 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

[14] 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. For an overview of FY2022 appropriations for the National Park Service, see CRS In Focus IF11928, *National Park Service: FY2022 Appropriations*, by Laura B. Comay. For an overview of National Park Service appropriations in recent years, see CRS Report R42757, *National Park Service Appropriations: Ten-Year Trends*, by Laura B. Comay.

[15] For an overview of FY2022 appropriations for the U.S. Geological Survey, see CRS In Focus IF11850, *The U.S. Geological Survey (USGS): FY2022 Budget Request and Background*, by Anna E. Normand.

[16] For a discussion of state and federal waters, see CRS Report RL33404, *Offshore Oil and Gas Development: Legal Framework*, by Adam Vann. For an overview of FY2021 appropriations for the Bureau of Ocean Energy Management, see CRS In Focus IF11752, *Offshore Energy Agency Appropriations, FY2021*, by Laura B. Comay.

[17] For an overview of FY2021 appropriations for the Bureau of Safety and Environmental Enforcement, see CRS In Focus IF11752, *Offshore Energy Agency Appropriations, FY2021*, by Laura B. Comay.

[18] For additional information on the Office of Surface Mining Reclamation and Enforcement, see CRS Report R46266, *The Abandoned Mine Reclamation Fund: Reauthorization Issues in the 116th Congress*, by Lance N. Larson, and CRS Report R46610, *Reclamation of Coal Mining Operations: Select Issues and Legislation*, by Lance N. Larson.

[19] This description reflects appropriations enacted for "Indian Affairs" for FY2021, requested by the President for FY2022, and passed by the House for FY2022. FY2021 enacted appropriations and FY2022 House-passed appropriations for Indian Affairs included funding for two separate bureaus—the Bureau of Indian Affairs and the Bureau of Indian Education—as well as the Office of the Special Trustee for American Indians. The President's FY2022 request also included funding for the two separate bureaus but sought funding for the Bureau of Trust Funds Administration in anticipation of the termination of the Office of the Special Trustee for American Indians. For additional information, see DOI, *Budget Justifications and Performance Information, Fiscal Year 2022, Bureau of Trust Funds Administration*, at https://www.doi.gov/budget/appropriations/2022.

educational programs.[20] 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).[21]

- *Departmental Offices* cover diverse offices and programs. In FY2021, they included the Office of the Secretary of the Interior, Insular Affairs, Office of the Solicitor, and Office of Inspector General.[22]
- *Department-Wide Programs* cover varied programs and entities. In FY2021, they included DOI Wildland Fire Management,[23] the Central Hazardous Materials Fund, the Natural Resource Damage Assessment Fund, the Working Capital Fund, and the Office of Natural Resources Revenue.[24]

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.[25]

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[20] 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.

[21] For an overview of FY2022 appropriations for the Bureau of Indian Affairs, see CRS In Focus IF11899, *The Bureau of Indian Affairs: FY2022 Appropriations*, by Tana Fitzpatrick.

[22] An overview of the responsibilities of these entities is on the DOI website at https://www.doi.gov/bureaus/offices. FY2022 appropriations requested by the President and passed by the House also included funding for these entities under "Departmental Offices."

[23] For an overview of FY2021 appropriations for wildland fire management, see CRS In Focus IF11675, *Wildfire Management Funding: FY2021 Appropriations*, by Katie Hoover. For an overview of wildland fire management appropriations in recent years, see CRS Report R46583, *Federal Wildfire Management: Ten-Year Funding Trends and Issues (FY2011-FY2020)*, by Katie Hoover.

[24] 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 DOI *Budget Justifications and Performance Information, Fiscal Year 2022, Natural Resource Damage Assessment and Restoration Program*, at https://www.doi.gov/budget/appropriations/2022. For the Working Capital Fund, see DOI, *Budget Justifications and Performance Information, Fiscal Year 2022, Office of the Secretary, Department-Wide Programs*, pp. OS-15-OS-16, at https://www.doi.gov/budget/appropriations/2022. For the Office of Natural Resources Revenue, see https://www.onrr.gov/. For FY2022, the President's request and House-passed bill also included appropriations for an Energy Community Revitalization Program. Further, the President's request sought funding through this account for the Payments in Lieu of Taxes Program. For information on these two programs, see DOI, *Budget Justifications and Performance Information, Fiscal Year 2022, Office of the Secretary, Department-Wide Programs.*

[25] For a detailed compendium of environmental laws administered by EPA, see CRS Report RL30798, *Environmental Laws: Summaries of Major Statutes Administered by the Environmental Protection Agency*, coordinated by David M. Bearden. For an overview of FY2021 appropriations for EPA, see CRS In Focus IF11563, *U.S. Environmental*

Title III. Related Agencies

In FY2021, Title III of the Interior bill funded two dozen agencies, organizations, and other entities, which are collectively referred to 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.[26]
- 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 more than 600 hospitals, clinics, and health stations on or near Indian reservations. These facilities and programs are operated by the agency, tribes and tribal organizations, and urban Indian organizations.[27]
- The *Smithsonian Institution* is a museum and research complex consisting of 19 museums and galleries, the National Zoological Park ("National Zoo"), and several research facilities throughout the United States and around the world.[28] 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.[29]
- 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

Protection Agency FY2021 Appropriations, by Robert Esworthy and David M. Bearden.

[26] 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. For an overview of FY2021 appropriations for the Forest Service, see CRS In Focus IF11638, *Forest Service: FY2021 Appropriations*, by Katie Hoover. For an overview of Forest Service appropriations in recent years, see CRS Report R46557, *Forest Service Appropriations: Ten-Year Data and Trends (FY2011-FY2020)*, by Katie Hoover.

[27] Department of Health and Human Services, Indian Health Service, *Justification of Estimates for Appropriations Committees, Fiscal Year 2022*, p. CJ-1, 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.

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

[29] 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.[30]

FY2022 Appropriations

Components of President Biden's Request

For FY2022, President Biden requested $46.17 billion for 35 agencies and entities funded in the Interior, Environment, and Related Agencies appropriations bill. This total included $43.72 billion in regular appropriations and $2.45 billion for certain wildfire suppression activities under an adjustment to discretionary spending limits for FY2022. Budget authority designated for those activities would cause the spending limits to be adjusted, making it effectively not subject to the limits, as noted.[31]

The President's FY2022 request also included $7.68 billion in advance appropriations for the Indian Health Service, with the funding becoming available for obligation in FY2023. According to the Administration, "advance appropriations will ensure a predictable funding source for the Indian health system, avoiding the negative consequences of funding delays under continuing resolutions, and lapses in funding during government shutdowns."[32] Further, the Administration asserted that planning stability resulting from advance appropriations "would reduce unnecessary contract and administrative costs" and "alleviate concerns from potential recruits, especially health care providers, about the stability of their employment."[33] Including the $7.68 billion in advance appropriations, the President's total request for the Indian Health Service was $15.89 billion and the request for all Interior, Environment, and Related Agencies was $53.85 billion.

The $46.17 billion request (excluding advance appropriations) is broken out unevenly across the three major funding titles in the Interior bill and among agencies and entities within each title, as is typically the case. For the 11 DOI agencies in Title I of the bill, the request was $16.28 billion, or 35.3% of the request. For EPA, funded in Title II of the bill, the request was $11.23 billion, or 24.3% of the total. For about two dozen agencies and other entities for which the President sought funding in Title III of the bill, the request was $18.66 billion, or 40.4% 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 FY2022 request covered 35 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 (60.3%) of the total request. Further, nearly three-quarters (73.6%) of the request was for these three agencies and two others, National Park Service and Bureau of Indian Affairs.

[30] An overview of the National Endowment for the Arts is at https://www.arts.gov/about/facts-and-figures. An overview of the National Endowment for the Humanities is at https://www.neh.gov/about.

[31] President Biden's request for a $2.45 billion discretionary cap adjustment for wildfire suppression included $2.12 billion for the Forest Service and $330.0 million for DOI.

[32] Department of Health and Human Services, Indian Health Service, *Justification of Estimates for Appropriations Committees, Fiscal Year 2022*, p. CJ-288.

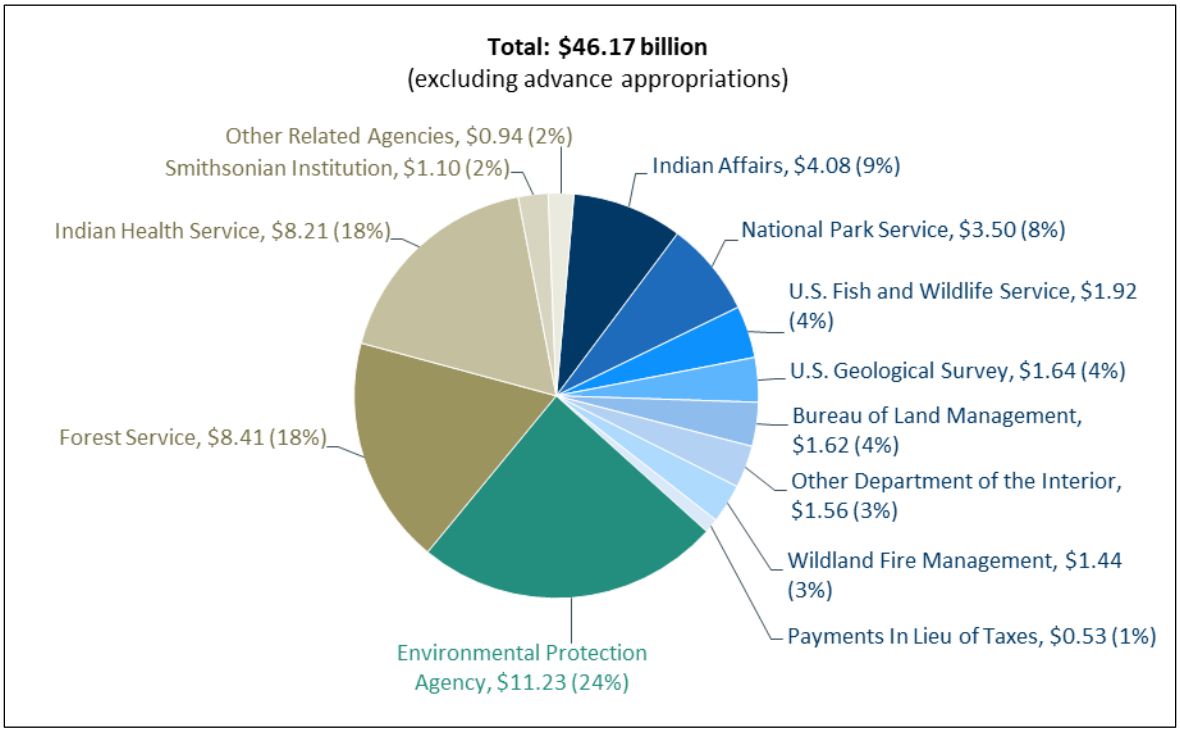
[33] Ibid, p. CJ-288.

For DOI agencies, President Biden's requests for FY2022 ranged from $184.8 million for the Bureau of Ocean Energy Management to $3.50 billion for the National Park Service. The requests for 7 of the 11 agencies exceeded $1 billion. More than a third (37.6%) of the $16.28 billion requested for DOI agencies was for two agencies: the National Park Service ($3.50 billion) and the Bureau of Indian Affairs ($2.62 billion).

For Related Agencies in Title III for which the President sought funding, the requested levels exhibited more variation. They ranged from $1.0 million for the World War I Centennial Commission to $8.41 billion for the Forest Service.[34] The Indian Health Service, with a request of $8.21 billion, and the Smithsonian Institution, with a request of $1.10 billion, were the only other agencies in Title III for which the request was more than $1 billion. The next-largest request was $201.0 million for the National Endowment for the Arts, followed by $183.5 million for the National Gallery of Art and $177.6 million for the National Endowment for the Humanities. By contrast, nine Title III entities for which the President requested funding would receive less than $10 million each. **Figure 2** identifies the share of President Biden's FY2022 request for particular agencies in the Interior bill.

Figure 2. Components of President Biden's FY2022 Request for Interior, Environment, and Related Agencies

(in billions of dollars)



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

Notes: The FY2022 "Indian Affairs" request reflects funds for the Bureau of Indian Affairs, the Bureau of Indian Education, and the Bureau of Trust Funds Administration. The FY2021 appropriations law did not appropriate funds to the Bureau of Trust Funds Administration but rather to the Office of the Special Trustee for American Indians. The amount shown for Indian Health Service excludes $7.68 billion in advance appropriations requested

[34]As noted, the Forest Service request included $2.12 billion under a discretionary cap adjustment for wildfire suppression.

by the President that would become available in FY2023. Agencies shown in shades of blue are in the Department of the Interior, Title I of the bill. The Environmental Protection Agency, shown in teal, is in Title II of the bill. Agencies shown in shades of olive-brown are Related Agencies, Title III of the bill. Figures may not add to total shown due to rounding.

Components of House-Passed Bill

The Department of the Interior, Environment, and Related Agencies Appropriations Act, 2022 (H.R. 4502, Division E), as passed by the House on July 29, 2021, contained $45.91 billion for Interior, Environment, and Related Agencies. This total included $2.45 billion for wildfire suppression under the cap adjustment.[35]

The House-passed bill did not include $7.68 billion in advance appropriations for the Indian Health Service beginning in FY2023. In its earlier report on H.R. 4372, the House Committee on Appropriations set out reasons for opposing the request for advance appropriations. These reasons included that the Indian Health Service is not on "the list of accounts for which advance appropriations can be made" and has not "commenced dialogue with the authorizing committees about this proposal."[36] Further, the House Committee on Appropriations expressed a need for more information on the proposal, including on "policies and procedures that may need to be changed in the event of advance appropriations."[37] The committee directed the Indian Health Service to submit related information to the committee.

Of the $45.91 billion in the House-passed bill, DOI agencies in Title I would receive $16.02 billion, or 34.9% of the total. EPA, funded in Title II of the bill, would receive $11.35 billion, or 24.7% of the total. The House-passed bill would fund about two dozen agencies and other entities through Title III, with $18.55 billion, or 40.4% of the bill total.

As in President Biden's request, the FY2022 House-passed appropriations for five agencies constituted nearly three-quarters of the $45.91 billion total. The appropriations for EPA, Forest Service, Indian Health Service, National Park Service, and Bureau of Indian Affairs totaled $33.84 billion, or 73.7% of the total.

For DOI agencies, the amounts in the FY2022 House-passed bill ranged from $170.4 million for the Bureau of Safety and Environmental Enforcement to $3.47 billion for the National Park Service. The House-passed amounts for 7 of the 11 DOI agencies exceeded $1 billion. For the roughly two dozen Related Agencies in Title III, the amounts ranged from $1.0 million (for the World War I Centennial Commission) to $8.35 billion (for the Forest Service).[38] As under President Biden's request, the House would provide three Title III agencies with more than $1 billion; in addition to the Forest Service, these agencies included the Indian Health Service ($8.11 billion) and the Smithsonian Institution ($1.10 billion). The next-largest amounts in Title III were $201.0 million for each of the National Endowment for the Arts and the National Endowment for

[35] The $2.45 billion passed by the House for FY2022 included $2.12 billion for the Forest Service and $330.0 million for DOI.

[36] The budget resolution includes a limit on advance appropriations by amount and by specifying "Accounts Identified for Advance Appropriations." This list is printed in the *Congressional Record*, June 24, 2021, p. H3130. U.S. Congress, House Committee on Appropriations, *Department of the Interior, Environment, and Related Agencies Appropriations Bill, 2022*, report to H.R. 4372accompany, 117th Cong., 1st sess., H.Rept. 117-83, p. 123.

[37] Ibid, p. 123.

[38] The Forest Service appropriation included $2.12 billion under a discretionary cap adjustment for wildfire suppression. The House-passed bill contained $0 for two entities funded in FY2021: the Dwight D. Eisenhower Memorial Commission and the Alyce Spotted Bear and Walter Soboleff Commission on Native Children. The House-passed bill also included $0 in new funding for the Office of Navajo and Hopi Indian Relocation but $3.2 million for the entity derived from unobligated balances of funding.

the Humanities and $183.5 million for the National Gallery of Art. Other Title III agencies would receive lower funding amounts, including less than $10 million for each of eight agencies.

Comparing FY2022 House-Passed Appropriations with FY2021 Enacted and FY2022 Requested Appropriations

The House-passed appropriation of $45.91 billion for FY2022 would be an increase of $7.39 billion (19.2%) over the FY2021 enacted appropriation of $38.52 billion. The House-passed bill would provide increases of varying amounts over FY2021 enacted appropriations for all 11 major Title I agencies, EPA (Title II), and most Title III Related Agencies.

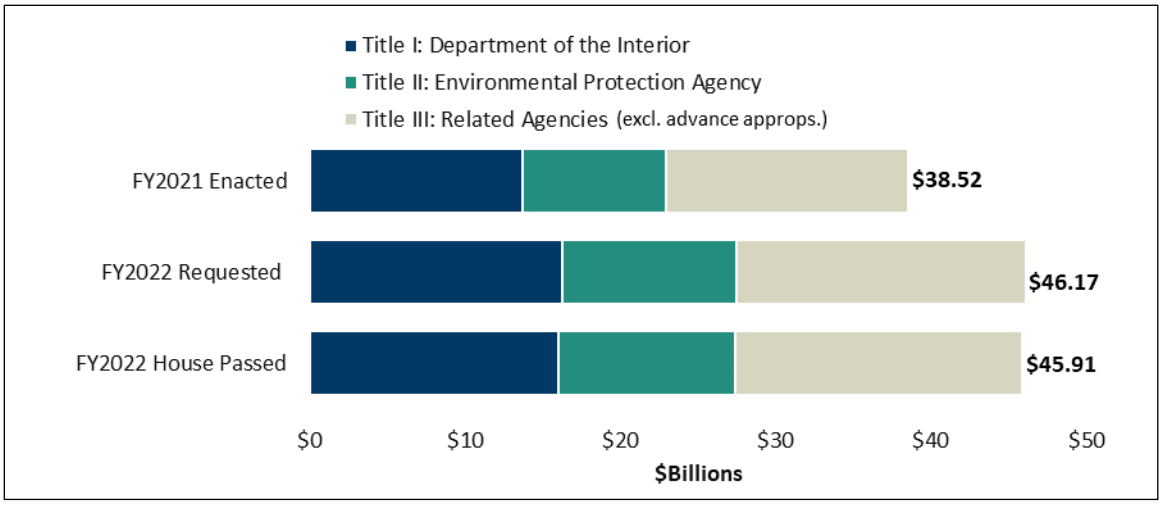
The House-passed appropriation for FY2022 was $253.8 million (0.5%) less than the President's FY2022 request of $46.17 billion (excluding advance appropriations). For 11 DOI agencies, the House-passed bill contained lower funding than the requested amounts for eight agencies, higher funding for two agencies, and equal funding for one agency. For EPA, the House-passed bill had higher funding than requested by the President for FY2022. For Title III Related Agencies, the House-passed bill contained the amount requested by the President for many agencies but different amounts (some higher, some lower) for several others.

The FY2022 House-passed bill, the FY2022 President's request, and the FY2021 enacted appropriations included funding for wildfire suppression under the discretionary cap adjustment, as follows. The FY2022 House-passed and FY2022 requested amount was $2.45 billion. The FY2021 enacted appropriation was $2.35 billion. These were the maximum amounts available under law for each of these years.[39] Neither the House-passed bill for FY2022 nor the enacted appropriation for FY2021 included advance appropriations for the Indian Health Service, unlike the President's FY2022 request.

Figure 3 depicts FY2022 House-passed appropriations in comparison with FY2021 enacted appropriations and FY2022 appropriations requested by President Biden. 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 FY2021 enacted appropriations, it depicts the regular annual appropriations in P.L. 116-260, Division G. For FY2022 House-passed appropriations, it depicts the amounts contained in H.R. 4502, Division E. Similarly, **Table 1**, at the end of this report, lists the appropriations for each agency that were enacted for FY2021 in P.L. 116-260, Division G, requested by President Biden for FY2022, and passed by the House in H.R. 4502, Division E for FY2022.

[39] 2 U.S.C. §901(b)(2)(F).

Figure 3. Appropriations for Interior, Environment, and Related Agencies, by Major Title, FY2021-FY2022



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

Notes: The FY2021 enacted appropriation was contained in P.L. 116-260, Division G. The FY2022 request excludes $7.68 billion in advance appropriations for the Indian Health Service, which would become available for obligation in FY2023. House-passed appropriations for FY2022 were contained in H.R. 4502, Division E.

Table 1. Interior, Environment, and Related Agencies: FY2021-FY2022 Appropriations

(in thousands of dollars)

Bureau or Agency	FY2021 Enacted	FY2022 Admin. Request	FY2022 House Passed
Bureau of Land Management	$1,309,634	$1,620,501	$1,594,581
U.S. Fish and Wildlife Service	$1,583,861	$1,916,207	$1,886,569
National Park Service	$3,122,651	$3,497,206	$3,469,579
U.S. Geological Survey	$1,315,527	$1,642,437	$1,646,437
Bureau of Ocean Energy Management	$127,760	$184,781	$180,932
Bureau of Safety and Environmental Enforcement	$125,064	$195,372	$170,372
Office of Surface Mining Reclamation and Enforcement	$222,599	$312,022	$312,022
Indian Affairs[a]	$3,505,152	$4,076,964	$4,012,916
Bureau of Indian Affairs	*$2,159,384*	*$2,618,328*	*$2,552,551*
Bureau of Indian Education	*$1,237,369*	*$1,347,964*	*$1,350,793*
Bureau of Trust Funds Administration	*$0*	*$110,672*	*$0*
Office of the Special Trustee for American Indians	*$108,399*	*$0*	*$109,572*
Departmental Offices	$363,731	$415,207	$406,507
Office of the Secretary	*$103,210*	*$130,887*	*$116,687*
Insular Affairs	*$115,156*	*$122,440*	*$127,940*

Bureau or Agency	FY2021 Enacted	FY2022 Admin. Request	FY2022 House Passed
Office of the Solicitor	*$86,813*	*$95,498*	*$95,498*
Office of Inspector General	*$58,552*	*$66,382*	*$66,382*
Department-Wide Programs	$1,529,609	$1,888,686[b]	$1,823,940
Wildland Fire Management	*$1,302,623*	*$1,440,441*	*$1,443,061*
Central Hazardous Materials Fund	*$10,010*	*$10,036*	*$10,036*
Energy Community Revitalization Program	*$0*	*$169,200*	*$120,000*
Natural Resource Damage Assessment Fund	*$7,767*	*$7,933*	*$7,933*
Working Capital Fund	*$60,735*	*$91,436*	*$89,436*
Office of Natural Resources Revenue	*$148,474*	*$169,640*	*$153,474*
General Provisions: Payments in Lieu of Taxes[b]	$515,000	$525,000	$515,000
Subtotal, Title I: Department of the Interior[c]	**$13,720,588**	**$16,275,383**	**$16,019,855**
Subtotal, Title II: Environmental Protection Agency	**$9,237,153**	**$11,233,279**	**$11,347,071**
Dept. of Agriculture Under Secretary for Natural Resources & Environment	$875	$1,396	$1,396
Forest Service	$7,423,834	$8,405,136	$8,354,704
Indian Health Service	$6,236,279	$8,209,279[d]	$8,114,166
National Institute of Environmental Health Sciences	$81,500	$83,540	$83,540
Agency for Toxic Substances and Disease Registry	$78,000	$81,750	$84,000
Council on Environmental Quality and Office of Environmental Quality	$3,500	$4,200	$4,200
Chemical Safety and Hazard Investigation Board	$12,000	$13,400	$13,400
Office of Navajo and Hopi Indian Relocation	$4,000	$4,000	$0[e]
Institute of American Indian and Alaska Native Culture and Arts Development	$10,772	$11,000	$11,772
Smithsonian Institution	$1,032,722	$1,102,000	$1,102,000
National Gallery of Art	$176,445	$183,500	$183,500
John F. Kennedy Center for the Performing Arts	$40,400	$40,440	$40,440
Woodrow Wilson International Center for Scholars	$14,000	$14,095	$14,095
National Endowment for the Arts	$167,500	$201,000	$201,000
National Endowment for the Humanities	$167,500	$177,550	$201,000
Commission of Fine Arts	$3,240	$3,328	$3,328
National Capital Arts and Cultural Affairs	$5,000	$5,000	$5,000
Advisory Council on Historic Preservation	$7,400	$8,255	$8,255
National Capital Planning Commission	$8,124	$8,382	$8,382
U.S. Holocaust Memorial Museum	$61,388	$62,616	$64,616
Presidio Trust	$20,000	$31,000	$40,000

Bureau or Agency	FY2021 Enacted	FY2022 Admin. Request	FY2022 House Passed
Dwight D. Eisenhower Memorial Commission	$1,000	$0	$0
World War I Centennial Commission	$7,000	$1,000	$1,000
U.S. Semiquincentennial Commission	$0	$8,000	$8,000
Alyce Spotted Bear and Walter Soboleff Commission on Native Children	$500	$0	$0
Subtotal, Title III: Related Agencies	**$15,562,979**	**$18,659,867**[d]	**$18,547,794**
Total Interior, Environment, and Related Agencies	**$38,520,720**	**$46,168,529**[d]	**$45,914,720**

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

Notes: Enacted appropriations for FY2021 were contained in P.L. 116-260, Division G. The FY2022 request excludes $7.68 billion in advance appropriations for the Indian Health Service, which would become available for obligation in FY2023. House-passed appropriations for FY2022 were contained in H.R. 4502, Division E.

a. This row shows total funding for the listed entities. For FY2022, President Biden sought to fund the functions of the Office of the Special Trustee for American Indians through a new Bureau of Trust Funds Administration.

b. The FY2021 enacted and FY2022 House-passed appropriations for the Payments in Lieu of Taxes Program were included in the General Provisions of Title I. The FY2022 requested appropriations for the program ($525.0 million) were included under Department-Wide Programs. For easier comparison, all these appropriations are shown in this table under General Provisions.

c. The FY2022 requested and House-passed appropriations include an additional $1.0 million not shown in the column figures above. The funding was included in the General Provisions of the Interior title of the bill, for the "decommissioning Bureau of Ocean Energy Management account" for decommissioning facilities.

d. This figure excludes $7.68 billion in advance appropriations for the Indian Health Service that would become available for obligation in FY2023. Including these appropriations, the President's request was $15.89 billion for the Indian Health Service; $26.34 billion for Title III Related Agencies; and $53.85 billion for total Interior, Environment, and Related Agencies.

e. The House-passed bill included $0 in new funding but approved $3.2 million derived from unobligated balances of funding.

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