



# U.S. Department of the Interior: An Overview

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**Mark K. DeSantis**  
Analyst in Natural  
Resources Policy

## U.S. Department of the Interior: An Overview

The U.S. Department of the Interior (DOI) is a federal executive department responsible for the administration of lands, minerals, and other resources of the United States. DOI describes its mission as protecting and managing the nation's natural resources and cultural heritage for the benefit of the American people; providing scientific and scholarly information about those resources and natural hazards; and exercising the nation's trust responsibilities and special commitments to American Indians, Alaska Natives, and island territories under U.S. administration.

As part of its responsibilities, DOI oversees roughly 420 million acres of federal lands, nearly 55 million acres of tribal lands, more than 700 million acres of subsurface minerals, and about 2.5 billion acres of the outer continental shelf. Each year, Congress deliberates legislation that could affect DOI's management of this vast federal estate. Understanding the roles and responsibilities of DOI's various agencies and offices can be valuable when crafting legislation that affects the department's structure, operations, programs, and funding.

DOI primarily implements its responsibilities and mission through various bureaus that make up more than 90% of the agency's workforce. These bureaus are the Bureau of Indian Affairs (BIA), Bureau of Indian Education (BIE), Bureau of Land Management (BLM), Bureau of Ocean Energy Management (BOEM), Bureau of Reclamation (Reclamation), Bureau of Safety and Environmental Enforcement (BSEE), National Park Service (NPS), Office of Surface Mining Reclamation and Enforcement (OSMRE), U.S. Fish and Wildlife Service (FWS), and U.S. Geological Survey (USGS). Each bureau has a unique mission and set of responsibilities, as well as an organizational structure designed to meet its functional duties. In addition to these bureaus, DOI has multiple departmental offices that are responsible for other programs and provide leadership, coordination, and services to DOI's various bureaus and programs.

The names, structures, and responsibilities of DOI and its various bureaus and offices have evolved since the establishment of DOI in 1849. These changes and evolutions are regularly subject to congressional oversight and executive branch examination. In recent years, Congress has considered numerous executive branch proposals on DOI organization and management, including the transfer of programs between various agencies and offices, the creation of new offices and/or bureaus, and the consolidation of DOI boundaries across agencies.

In December 2020, DOI employed a staff of 60,634 nationwide across its bureaus and offices, according to the Office of Personnel Management (OPM). DOI employment figures fluctuate throughout the year, in part because some bureaus increase seasonal and part-time staff during the summer months. OPM reports the average total DOI employment as 63,175 for the four reporting periods from March 2020 to December 2020. The largest bureau within DOI based on number of staff is NPS, which averaged nearly 19,000 employees during 2020—nearly twice the size of the second-largest bureau, BLM. The smallest bureau by employment is OSMRE, which averaged fewer than 400 employees.

Congress provides discretionary appropriations for DOI through two annual appropriations bills: the Interior, Environment, and Related Agencies bill and the Energy and Water Development and Related Agencies bill. From FY2017 to FY2021, total DOI appropriations increased 13% in current dollars. Enacted discretionary appropriations for FY2021 totaled \$15.4 billion.

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# Introduction

The Department of the Interior (DOI) is a federal executive department responsible for the conservation and use of approximately two-thirds of the estimated 640 million acres of federal land. DOI defines its mission as to protect and manage the nation’s natural resources and cultural heritage for the benefit of the American people; to provide scientific and scholarly information about those resources and natural hazards; and to exercise the country’s trust responsibilities and special commitments to American Indians, Alaska Natives, and island territories under U.S. administration.<sup>1</sup> Initially conceived as a “home department” in 1849 to oversee a broad array of internal affairs,<sup>2</sup> DOI has evolved to become the nation’s principal land management agency, charged with administering roughly 420 million acres of federal lands, nearly 55 million acres of tribal lands, more than 700 million acres of subsurface minerals, and about 2.5 billion acres of the outer continental shelf (OCS).<sup>3</sup>

As is the case for many federal departments, Congress examines DOI’s organizational structure and functions as part of its lawmaking and oversight functions. Similarly, DOI’s executive branch structure and operations are a subject of scrutiny and analysis by various Administrations. Over the course of the department’s roughly 170-year history, DOI has evolved in response to the needs of the nation and at the behest of Congress and the President. (See **Figure 1** for a timeline of selected events that influenced the current structure of the department.) Some of these changes have been relatively broad in nature, such as the creation of a new agency or regulatory body. Other changes have been smaller in scope, such as reorganizations of resources or responsibilities among offices or programs.<sup>4</sup>

This report is a primer to understanding the organizational framework under which DOI operates, and it provides context for how ongoing and potential future reorganizations might affect these operations. First, the report provides a timeline of congressional and executive actions that have shaped the structure and function of DOI since its establishment. It includes an overview of DOI’s history, mission, and current structure, as well as recent and ongoing reorganization actions. Next, the report provides more detailed information on the mission, leadership, and regional office structure of DOI’s bureaus and selected offices.<sup>5</sup> The report then details staffing levels for the department, including a breakdown of staff located inside and outside the Washington, DC, duty station. Finally, it relates the annual discretionary appropriations for the department and each of its agencies over the last five years (FY2017–FY2021), with a focus on

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<sup>1</sup> Department of the Interior (DOI), *2020/2021 Annual Performance Plan & 2019 Report (APP&R)*, p. 3, at [https://www.doi.gov/sites/doi.gov/files/uploads/final-appr-03312020\\_0.pdf](https://www.doi.gov/sites/doi.gov/files/uploads/final-appr-03312020_0.pdf) (last accessed September 17, 2020).

<sup>2</sup> Robert M. Utley and Barry Mackintosh, *The Department of Everything Else: Highlights of Interior History* (U.S. Department of the Interior, 1989), at [https://www.nps.gov/parkhistory/online\\_books/utley-mackintosh/](https://www.nps.gov/parkhistory/online_books/utley-mackintosh/). Hereinafter referred to as Utley and Mackintosh, *Department of Everything Else*.

<sup>3</sup> For data and other information on federal land management, see CRS Report R42346, *Federal Land Ownership: Overview and Data*, by Carol Hardy Vincent and Laura A. Hanson, and CRS Report R43429, *Federal Lands and Related Resources: Overview and Selected Issues for the 117th Congress*, coordinated by Katie Hoover. For a brief summary of the responsibilities of DOI land management agencies, see CRS In Focus IF10585, *The Federal Land Management Agencies*, coordinated by Katie Hoover. The outer continental shelf (OCS) is defined by statute as all submerged lands lying seaward of state coastal waters (3 nautical miles offshore generally) which are under U.S. jurisdiction (43 U.S.C. §1301).

<sup>4</sup> For a more complete discussion of the history and legal authority pertaining to executive branch reorganization, see CRS Report R44909, *Executive Branch Reorganization*, by Henry B. Hogue.

<sup>5</sup> References in this report to DOI “offices” refer to selected offices only.

FY2021. In general, this report contains the most recently available data and estimates as of March 2021. A list of CRS experts for DOI bureaus is at the end of the report.

## Establishment of the Department: A Brief History

Prior to the establishment of DOI in 1849, Congress apportioned domestic affairs in the United States across the three original executive departments: Department of State, Department of War (now Department of Defense), and Department of the Treasury.<sup>6</sup> The Department of State housed the nation's Patent Office, and the Department of War housed the Office of Indian Affairs and the Pension Office, which at the time administered pensions solely for military personnel.<sup>7</sup>

Meanwhile, the General Land Office (GLO), which oversaw and disposed of the public domain, was placed by Congress within the Department of the Treasury because of the revenue generated by the GLO from land sales.<sup>8</sup>

By the 1840s, the growing federal estate acquired through the Louisiana Purchase, the Mexican-American War, and the newly negotiated Oregon Territory placed an increasing burden on the departments and their leadership.<sup>9</sup> In 1848, then-Secretary of the Treasury Robert J. Walker submitted to Congress a proposal that would bring together GLO, the Office of Indian Affairs, and several other disparate offices and functions under a single, separate executive department.<sup>10</sup> Congress officially established the Department of the Interior on March 3, 1849.<sup>11</sup>

In addition to absorbing the functions of the Patent Office, the Office of Indian Affairs, the Pension Office, and GLO, the newly established DOI assumed responsibility for a wide range of other domestic matters. As part of DOI's organic legislation, Congress conferred on the Secretary of the Interior the "supervisory and appellate powers" held by the President over the commissioner of Public Buildings, as well as oversight responsibility for both the U.S. Census and the Penitentiary of the District of Columbia.<sup>12</sup> Over time, Congress further expanded the department's functions to include the construction of the national capital's water system, the colonization of freed slaves in Haiti, water pollution control, and the regulation of interstate commerce.<sup>13</sup> Most of these early activities eventually were transferred from DOI's charge as Congress began to authorize and create new executive departments and independent agencies to handle this growing list of responsibilities. By the 20<sup>th</sup> century, DOI had evolved to focus primarily on protecting and managing natural resources; conducting scientific research; and exercising the nation's trust responsibilities to American Indians, Alaska Natives, and affiliated island communities.

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<sup>6</sup> The Department of State (initially established as the Department of Foreign Affairs) was created in 1781 (1 Stat. 28). The Department of War (1 Stat. 49) and Department of the Treasury (1 Stat. 65) each were established eight years later, in 1789.

<sup>7</sup> Utley and Mackintosh, *Department of Everything Else*.

<sup>8</sup> The General Land Office Act (2 Stat. 716), April 25, 1812, created the General Land Office (GLO) in the Department of the Treasury to "superintend, execute, and perform, all such acts and things, touching or respecting the public lands of the United States," including those functions formerly vested in the Secretaries of War and State.

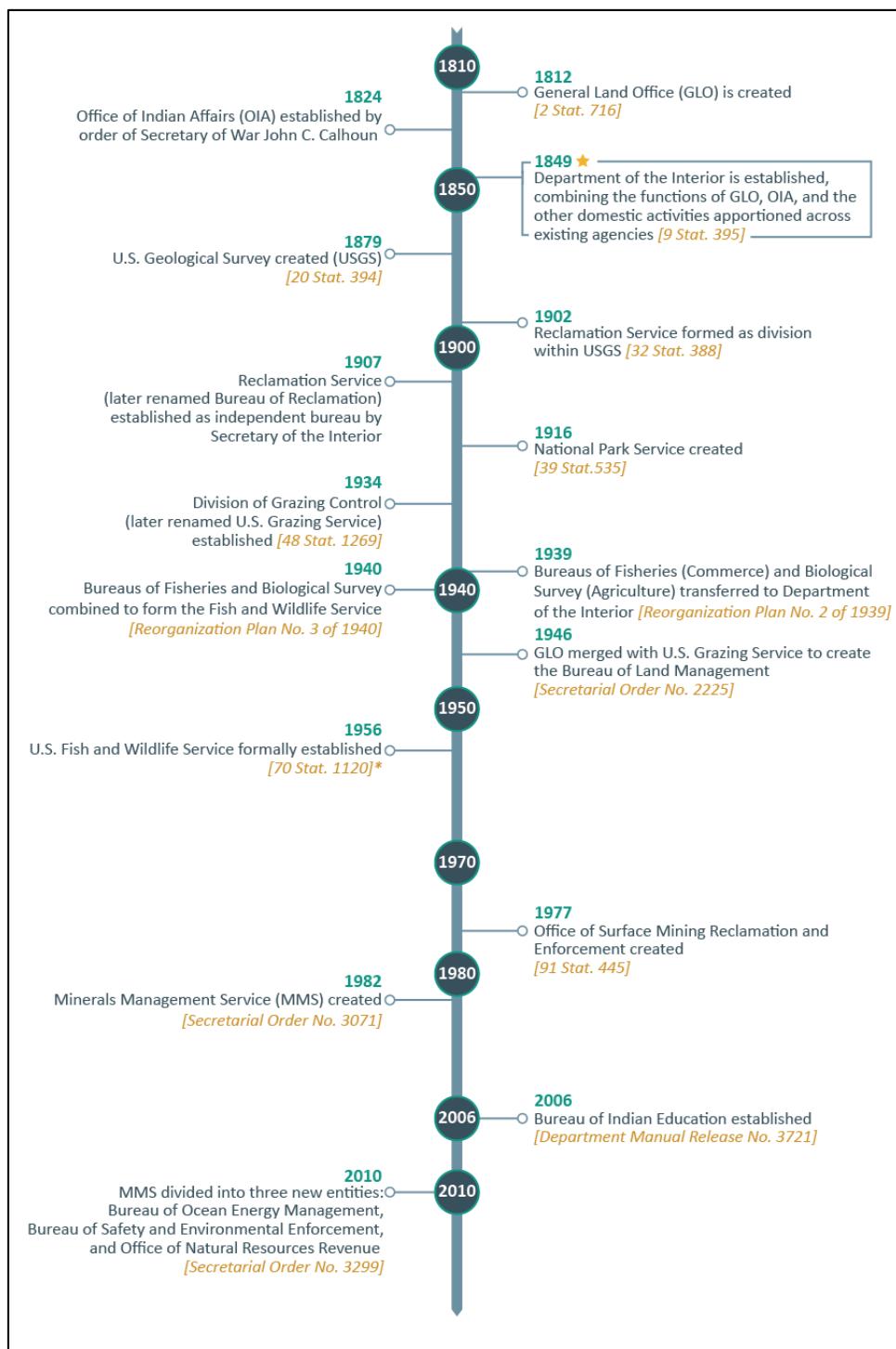
<sup>9</sup> John T. Woolley and Gerhard Peters, *The Presidency A to Z*, 5<sup>th</sup> ed. (CQ Press, 2012), p. 315.

<sup>10</sup> *Guide to the Presidency and the Executive Branch*, ed. Michael Nelson, 5<sup>th</sup> ed. (CQ Press, 2012).

<sup>11</sup> 9 Stat. 395.

<sup>12</sup> 9 Stat. 395, §§7-10.

<sup>13</sup> DOI, "History of the Interior," at <https://www.doi.gov/whoweare/history> (last accessed December 2020).

**Figure I. Timeline of Selected DOI Agency Establishments and Reorganizations**

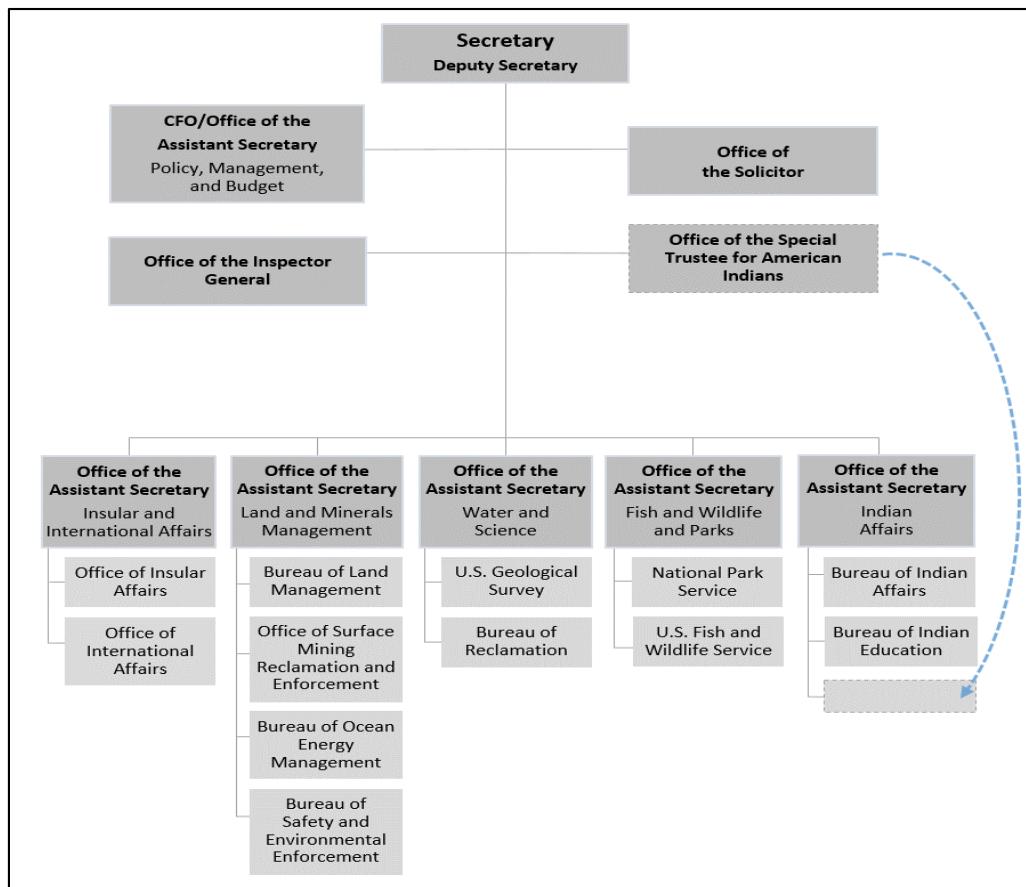
**Source:** Congressional Research Service (CRS). See relevant subsections within this report for individual citations.

**Notes:** \*The Fish and Wildlife Act of 1956 (P.L. 1024) created the U.S. Fish and Wildlife Service from the agency formerly known as the Fish and Wildlife Service.

# DOI Today: Leadership, Structure, and Functions

DOI is a Cabinet-level department that employs approximately 63,000 full-time employees across multiple bureaus and other offices.<sup>14</sup> In addition to its headquarters in Washington, DC, DOI has staff in roughly 2,400 locations across the United States, including regional offices and field locations.<sup>15</sup> Each of DOI's bureaus and offices has a unique mission and set of responsibilities, as well as a distinct organizational structure that serves to meet its functional duties. **Figure 2** shows the DOI organization chart as of March 2021.

**Figure 2. DOI Organizational Chart of Bureaus and Selected Offices**



**Source:** CRS, using information from DOI Office of the Secretary: *Department-Wide Programs, Budget Justifications and Performance Information Fiscal Year 2021*, pp. OS-1, at <https://www.doi.gov/sites/doi.gov/files/fy2021-budget-justification-os-dwp.pdf>, and information in the explanatory text of the Consolidated Appropriations Act, 2021 (P.L. 116-260), *Congressional Record*, vol. 166, no. 218, book IV (December 21, 2021), p.

<sup>14</sup> U.S. Office of Personnel Management (OPM), FedScope database, Employment cubes, Cabinet-Level Agencies parameter set to Department of the Interior, at <https://www.fedscope.opm.gov/>. The data reflect “on-board employment” figures based on the number of employees in pay status at the end of the quarter. Data are published on a quarterly basis (March, June, September, and December). Total employment figures in this report reflect the average employment totals for the four reported quarters for 2020 (March 2020, June, 2020, September 2020, and December 2020).

<sup>15</sup> Department of the Interior (DOI), *Strategic Plan for Fiscal Years 2018-2022*, at <https://www.doi.gov/sites/doi.gov/files/uploads/fy2018-2022-strategic-plan.pdf>.

H8537. Additional information provided via personal communication between CRS and DOI Office of Legislative Affairs, April 27, 2021.

**Notes:** Figure reflects DOI organizational chart as of this report; however, the organization and reporting status of bureaus and offices are subject to change and may be currently under review. The order of bureaus and offices is not intended to reflect a given hierarchy within DOI. CFO = Chief Financial Officer. The Assistant Secretary—Policy, Management and Budget serves as the DOI's CFO. The FY2020 Interior Appropriations law approved the Administration's proposal to establish the Bureau of Indian Education (BIE) as an independent bureau. See explanatory statement accompanying H.R. 1865 (enacted as P.L. 116-94) at House debate, *Congressional Record*, vol. 165, no. 204, book III (December 17, 2019), p. H11289. Congress now provides funding to BIE separately from the Bureau of Indian Affairs (BIA), and DOI considers BIE as an independent bureau from BIA. Also, effective October 1, 2020, many of the trust responsibilities previously performed by the Office of the Special Trustee for American Indians were transferred to a newly established Bureau of Trust Funds Administration (BTFA), according to DOI. This change is reflected with a dashed arrow. However, Congress indicated that it "does not accept the Department's decision to move forward" with the creation of the BTFA.<sup>16</sup> The special trustee and the principal deputy special trustee continue to report directly to the Secretary. For more information on the status of this reorganization, see "Recent DOI Reorganization Plans, Proposals, and Issues for Congress."

## Leadership

The leadership team and senior executives of DOI provide oversight and guidance for the department's various offices, bureaus, and field locations. The department is administered and overseen by the Secretary of the Interior (referred to in this report as *the Secretary*) and a Deputy Secretary, who serves in a leadership capacity under the Secretary. The President appoints both positions, and the U.S. Senate confirms them. (See text box for a full list of DOI appointees requiring Senate confirmation.) Serving under the Secretary and Deputy Secretary are six Assistant Secretaries, who oversee DOI's bureaus and administrative and programmatic offices. (See **Figure 2** for these position titles and responsibilities.)<sup>17</sup>

In addition to the Secretary, the Deputy Secretary, and the six Assistant Secretaries, DOI has other congressionally mandated leadership positions. Similar to other Cabinet-level agencies, DOI has an inspector general to provide oversight of DOI's programs, operations,

### DOI Presidential Appointees Requiring Senate Confirmation

- Secretary
- Deputy Secretary
- Assistant Secretary—Fish, Wildlife, and Parks
- Assistant Secretary—Insular Affairs
- Assistant Secretary—Land and Minerals Management
- Assistant Secretary—Policy, Management, and Budget
- Assistant Secretary—Water and Science
- Assistant Secretary—Indian Affairs
- Chairman, National Indian Gaming Commission
- Special Trustee for American Indians
- Commissioner, Bureau of Reclamation
- Director, Bureau of Land Management
- Director, U.S. Fish and Wildlife Service
- Director, National Park Service
- Director, Office of Surface Mining Reclamation and Enforcement
- Director, U.S. Geological Survey
- Inspector General
- Solicitor

**Source:** U.S. Congress, Senate Committee on Homeland Security and Governmental Affairs, *United States Government Policy and Supporting Positions (Plum Book)*, 116<sup>th</sup> Cong., 2<sup>nd</sup> sess., committee print, December 1, 2020 (Washington: GPO, 2020).

<sup>16</sup> Explanatory text of the Consolidated Appropriations Act, 2021 (P.L. 116-260), *Congressional Record*, vol. 166, no. 218, book IV (December 21, 2021), p. H8537.

<sup>17</sup> 43 U.S.C. §§1452-1476.

and management.<sup>18</sup> The DOI solicitor heads the Office of the Solicitor, which provides legal counsel, advice, and representation for the department.<sup>19</sup> The special trustee for American Indians is responsible for overseeing the management of financial assets of American Indians held in trust by DOI. Finally, the chairperson of the National Indian Gaming Commission oversees an independent regulatory body within DOI responsible for administering and promoting economic development through gaming on Indian lands.<sup>20</sup> Similar to the special trustee, the chairperson of the commission operates in an independent capacity separate from the Assistant Secretary—Indian Affairs (AS-IA).

## Recent DOI Reorganization Plans, Proposals, and Issues for Congress

Congress uses a variety of tools—including authorizing legislation, appropriations legislation, and oversight activities—to shape and organize the executive branch and its agencies.<sup>21</sup> Often, changes are made through internal office transfers and/or budget realignments approved by Congress through the appropriations process. In other cases, Congress has considered more extensive executive branch reorganization efforts that have broader operational implications for an agency or for the department as a whole (see “Department-Wide Reorganization Plan”).

In recent years, Congress has considered, made, or approved several changes to DOI and its organizational structure. In addition, some changes to DOI and its agencies have been proposed for FY2021 but may not yet be in effect or are still under consideration.

The 115<sup>th</sup> Congress approved several internal office transfers and realignments, including the transfer of appropriations for the Office of Natural Resources Revenue (ONRR) from DOI’s Office of the Secretary to Department-Wide Programs.<sup>22</sup> In addition, the 116<sup>th</sup> Congress approved the consolidation of ethics staffing and funds from across DOI to the Departmental Ethics Office in the Office of the Solicitor, essentially implementing proposals put forth by DOI in the FY2021 budget justification and by the Secretary as part of Secretarial Order (S.O.) 3375.<sup>23</sup>

In 2016, Congress enacted legislation related to the reorganization of the Office of the Special Trustee for American Indians (OST).<sup>24</sup> The Indian Trust Asset Reform Act (ITARA) directed the Secretary of the Interior to—among other things—“ensure that appraisals and valuations of Indian trust property are administered by a single bureau, agency, or other administrative entity within the Department” not later than 18 months after enactment.<sup>25</sup> Congress subsequently approved a transfer of the Office of Appraisal Services within OST to the Office of the

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<sup>18</sup> Inspector General Act of 1978 (P.L. 95-452, 92 Stat. 1101).

<sup>19</sup> 60 Stat. 312, 43 U.S.C. §1455.

<sup>20</sup> Indian Gaming Regulatory Act, P.L. 100-497, 102 Stat. 2469, 25 U.S.C. §2704.

<sup>21</sup> For a more complete discussion of Congress’s constitutional responsibility in establishing the structural organization of the executive branch, see CRS Report R44909, *Executive Branch Reorganization*, by Henry B. Hogue.

<sup>22</sup> DOI, *Interior Budget in Brief—Fiscal Year 2018*, p. BH-91, at [https://edit.doi.gov/sites/doi.gov/files/uploads/2018\\_highlights\\_book.pdf](https://edit.doi.gov/sites/doi.gov/files/uploads/2018_highlights_book.pdf).

<sup>23</sup> DOI, Secretary of the Interior, Order No. 3375, “Improving the Department of the Interior’s Ethics Programs Through Consolidation,” August 14, 2019. For the proposed transfer, see DOI, *Interior Budget in Brief—Fiscal Year 2021*, p. DH-32, at <https://www.doi.gov/sites/doi.gov/files/uploads/2021-highlights-book.pdf>; proposal was enacted as part of P.L. 116-260.

<sup>24</sup> P.L. 114-178.

<sup>25</sup> 25 U.S.C. §5635a.

Secretary's Appraisal and Valuation Services Office, thereby consolidating all appraisal activities within a single entity.<sup>26</sup>

In addition to this transfer, the FY2019 and FY2020 budget justifications for OST proposed to transfer OST from the Office of the Secretary to the Office of the AS-IA, wherein OST would report to the AS-IA rather than directly to the Secretary (see **Figure 2**).<sup>27</sup> In submitting OST's budget request for FY2021, DOI included a proposal to transfer many of the trust responsibilities performed by the OST to a newly established Bureau of Trust Funds Administration (BTFA).<sup>28</sup> On August 31, 2020, the then-Secretary of the Interior signed S.O. 3384, which effectuated this transfer of duties and established the BTFA (effective October 1, 2020). On the effective date, all functions and personnel previously under OST were transferred to BTFA, according to DOI. Per S.O. 3384, the BTFA is led by a director, who reports directly to the AS-IA, whereas the positions of the special trustee and the principal deputy special trustee continue to report separately to the Secretary.<sup>29</sup> According to DOI, although the positions of special trustee and principal deputy special trustee still exist, they are no longer filled as of the publication of this report.<sup>30</sup>

In the explanatory language for the FY2021 Interior Appropriations Act, Congress stated that it "does not accept the Department's decision to move forward with its budget proposal to create [the] BTFA without waiting for the resolution of the proposal through the fiscal year 2021 appropriations process and over the clear objections of the House of Representatives."<sup>31</sup> Congress further expressed that it "expected that the incoming Administration will perform its own analysis of its trust responsibilities under the 1994 Act and subsequent legislation and that committees of jurisdiction, including the House and Senate Appropriations Committees, will consider any proposals to address the future disposition of OST without prejudice."<sup>32</sup> (For more information, see "Bureau of Trust Funds Administration (Office of the Special Trustee for American Indians)."<sup>33</sup>

## Department-Wide Reorganization Plan

The Trump Administration also proposed broader DOI reorganization activities. In March 2017, President Trump signed an executive order calling on agency leaders to, "if appropriate," submit a

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<sup>26</sup> The Administration's proposal can be found at Office of the Special Trustee for American Indians (OST), *Budget Justifications and Performance Information Fiscal Year 2019*, OST-1, at [https://www.doi.gov/sites/doi.gov/files/uploads/fy2019\\_ost\\_budget\\_justification.pdf](https://www.doi.gov/sites/doi.gov/files/uploads/fy2019_ost_budget_justification.pdf). Congress approved the transfer as part of the FY2019 Interior appropriations law (see H.Rept. 116-9).

<sup>27</sup> OST, *Budget Justifications and Performance Information Fiscal Year 2019*, OST-1-2.

<sup>28</sup> Bureau of Trust Funds Administration (BTFA; formerly Office of the Special Trustee for American Indians), *Budget Justifications and Performance Information Fiscal Year 2021*, BTFA-5.

<sup>29</sup> DOI, Secretary David Bernhardt, Secretarial Order 3384, *Creation of the Bureau of Trust Funds Administration and Realignment of the Office of the Special Trustee for American Indians, Land Buy-Back Program for Tribal Nations, and Office of Historical Trust Accounting*, August 31, 2020.

<sup>30</sup> Personal communication between CRS and DOI Office of Legislative Affairs, April 27, 2021.

<sup>31</sup> Explanatory text of the Consolidated Appropriations Act, 2021 (P.L. 116-260), *Congressional Record*, vol. 166, no. 218, book IV (December 21, 2021), p. H8537. The text also states, "The decision to transfer the functions of OST wholesale into a new bureau also raises questions about whether it is consistent with provisions of the 1994 Indian Trust Reform Management Act (P.L. 103-412), which created OST on a temporary basis until the completion of certain trust reforms, or with the existing transition plan for OST proposed by the Administration and adopted by Congress in fiscal year 2019."

<sup>32</sup> Ibid.

<sup>33</sup> According to DOI, the Secretary has the legal authority under the Reorganization Plan No. 3 of 1950 to create the BTFA. DOI considers the establishment of the BTFA finalized as of October 1, 2020.

proposed reorganization plan for their agencies to the director of the Office of Management and Budget within 180 days.<sup>34</sup> In September 2017, then-Secretary of the Interior Ryan Zinke issued a reorganization proposal for DOI in response to this order. Included in this proposal was a plan to consolidate the different regional boundaries of each DOI bureau into 12 Unified Interior Regional Boundaries. In August 2018, DOI officially announced the designation of its 12 new Unified Interior Regional Boundaries (see **Figure 3**).<sup>35</sup> According to DOI, the BIA, BIE, and OST were excluded from this realignment and retained their existing regional boundaries.<sup>36</sup>

In addition to the consolidation of regional boundaries, the plan sought to shift some resources “to the field,” potentially in the form of staff, budget, and/or facilities.<sup>37</sup> In FY2019, Congress appropriated funds for the reorganization of BLM, FWS, NPS, USGS, and Reclamation.<sup>38</sup> The Administration’s request indicated that this funding was intended to support the establishment of the new Unified Interior Regional Boundaries and to “shift some BLM, FWS, and Reclamation headquarters staff to the West.”<sup>39</sup>

As part of the broader DOI reorganization effort, the Trump Administration announced plans to relocate most BLM positions and personnel based in Washington, DC, to BLM state offices across the West and to establish a new BLM headquarters office in Grand Junction, CO. The Administration cited potential benefits of the move, including cost savings from lower office lease payments and travel costs, as well as enhanced integration of policy and operations personnel, understanding of western needs, decisionmaking in the field, and partnerships with communities and organizations. The relocation was controversial, with some stakeholders raising concerns around the costs of relocation, a loss of expertise due to senior staff who did not relocate, a possible decline in staff diversity, and potential difficulty for BLM leadership to coordinate with DOI management. On August 10, 2020, the Secretary of the Interior signed S.O. 3382, which formally established the new Grand Junction headquarters office.<sup>40</sup>

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<sup>34</sup> Executive Order 13781, “Comprehensive Plan for Reorganizing the Executive Branch,” 82 *Federal Register* 13959-13960, March 13, 2017.

<sup>35</sup> DOI, “Establishment of Unified Regional Boundaries for the Department of the Interior,” August 29, 2018, at <https://www.doi.gov/employees/reorg/establishment-unified-regional-boundaries-department-interior> (accessed in March 2021).

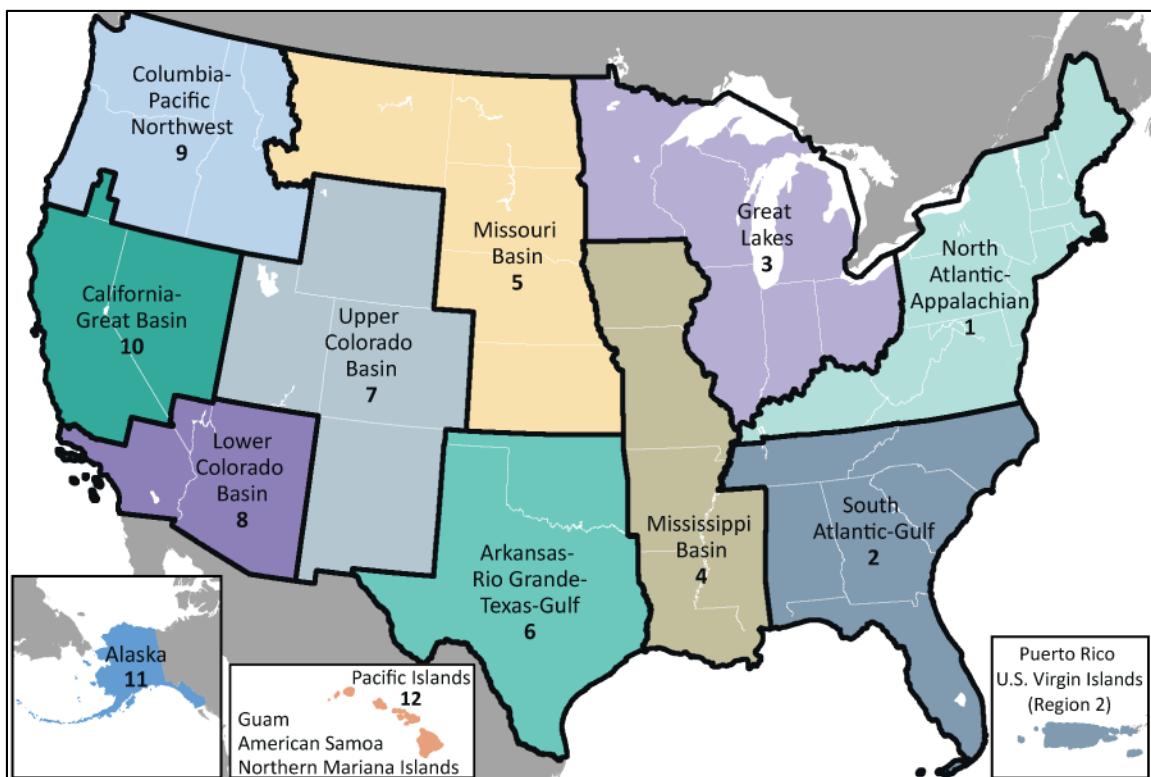
<sup>36</sup> DOI, “Interior Reorganization,” at <https://www.doi.gov/employees/reorg> (accessed in March 2021).

<sup>37</sup> Ibid.

<sup>38</sup> Congress appropriated \$14.1 million for the reorganization of the Bureau of Land Management (BLM), U.S. Fish and Wildlife Service (FWS), National Park Service (NPS), and U.S. Geological Survey (USGS) through Interior, Environment, and Related Agencies Appropriations laws (see H.Rept. 116-9). The accompanying report does not identify the portion of the appropriation for each of the five agencies. The FY2019 request also sought \$3.4 million for the reorganization of Reclamation. It appears as though this request was approved as part of the Energy and Water Development Appropriations bill (P.L. 115-244); however, neither the bill language nor the accompanying report specifies funding for reorganization purposes.

<sup>39</sup> DOI, *The Interior Budget in Brief Fiscal Year 2019*, p. DH-26.

<sup>40</sup> DOI, Secretary of the Interior, Order No. 3382, “Establishment of the Bureau of Land Management’s Headquarters in Grand Junction, CO,” August 10, 2020.

**Figure 3. Unified Interior Regional Boundaries**

**Source:** DOI, “Unified Interior Regional Boundaries,” at <https://www.doi.gov/employees/reorg/unified-regional-boundaries> (last accessed April 7, 2021).

## DOI Bureaus: History, Missions, and Current Structures

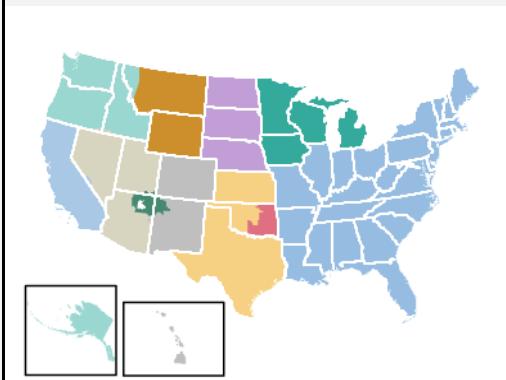
Various bureaus comprising more than 90% of the DOI workforce contribute to implement the department’s mission and responsibilities.<sup>41</sup> The names, structures, and duties of these bureaus have evolved over time in accordance with both administrative actions and changes in the authorities provided to them by Congress. Below is a brief overview of each bureau, including the historical context within which it was created, its organizational structure, and its current mission and responsibilities.

Bureaus appear below in alphabetical order. An “At a Glance” box provides a snapshot of key information and data for each bureau. The “Established” date reflects the year in which a bureau was created, which in some cases predates the bureau’s assignment to DOI. The “Key Statute” listed may represent the initial legislative authorization for a bureau to carry out its regulatory duties, or it may reference an agency’s organic act, which articulates its mission and/or responsibilities. This information does not reflect the full list of governing statutes for DOI bureaus, as each bureau is subject to numerous laws. The “Average Staff” listed for each bureau reflects the 2020 average of four reporting periods (from March 2020 to December 2020), with employment figures rounded to the nearest hundred, as reported to the Office of Personnel Management (OPM). DOI employee data are discussed in more detail in the section “DOI Employment Levels.”

<sup>41</sup> Calculation based on OPM Fedscope data.

For most agencies, the accompanying map shows an overlay of two different types of boundaries: the 12 newly designated unified regional boundaries denoted with numbers 1-12 (as shown in **Figure 3**) and the traditional individual agency boundaries denoted in different colors.<sup>42</sup> Boundaries for the BIA, BIE, and two agencies that administer offshore energy development (BOEM and BSEE) show individual agency boundaries only, because they were not included in the newly designated unified regional boundaries, as noted. Although applicable DOI agencies are operating with the unified regional boundaries, their individual boundaries may still reflect regional office jurisdictions and reporting structures for some agency purposes.

## Bureau of Indian Affairs

At a Glance: Bureau of Indian Affairs (BIA)	
<b>Established:</b> 1824	
<b>Key Statute:</b> Snyder Act of 1921 (42 Stat. 208)	
<b>Mission:</b> “To enhance the quality of life, to promote economic opportunity, and to carry out the responsibility to protect and improve the trust assets of American Indians, Indian Tribes, and Alaska Natives.”*	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Washington, DC	
<b>Average Staff:</b> 7,100 (including staff from the Bureau of Indian Education)**	
<b>Regions:</b>	
Unified Regions: N/A	
Agency Regions: 12 (colored)	
<b>Source:</b> *Bureau of Indian Affairs, “About Us,” at <a href="https://www.bia.gov/about-us">https://www.bia.gov/about-us</a> .	
<b>Notes:</b> **OPM Fedscope data. This figure includes employees of both BIA and BIE, as Fedscope does not distinguish between the two bureaus. The FY2021 budget justifications for BIA and BIE estimated roughly 4,000 and 2,500 full-time-equivalent staff, respectively, for FY2020, as distinct from the on-board employment as reported in Fedscope.	

Established in 1824, the Bureau of Indian Affairs (BIA) is the oldest bureau within DOI, predating the department by 25 years. Then-Secretary of War John C. Calhoun established the Office of Indian Affairs within the War Department to help centralize what was at the time a fractured administrative approach to Indian policy and relations in the United States.<sup>43</sup> It was not until 1832 that Congress officially recognized the Office of Indian Affairs as a bureau of the War Department by establishing a commissioner to oversee the agency.<sup>44</sup> The Office of Indian Affairs was transferred to DOI in 1849, when the department was created. DOI formally adopted the name *Bureau of Indian Affairs* in 1947.<sup>45</sup>

<sup>42</sup> Unless otherwise noted, the individual agency boundaries are shown as they existed prior to the August 2018 establishment of the unified regional boundaries.

<sup>43</sup> William S. Belko, “John C. Calhoun and the Creation of the Bureau of Indian Affairs: An Essay on Political Rivalry, Ideology, and Policymaking in the Early Republic,” *The South Carolina Historical Magazine* 105, no. 3 (2004), p. 194, at <http://www.jstor.org/stable/27570693>.

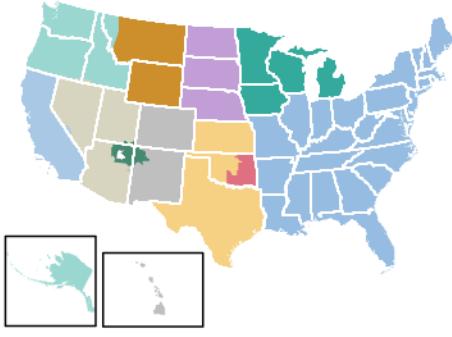
<sup>44</sup> From an act dated July 9, 1832, ch. 174, §1, 4 Stat. 564.

<sup>45</sup> The Office of Indian Affairs was redesignated the Bureau of Indian Affairs (BIA) by Secretarial Order No. 2362.

BIA provides services to federally recognized American Indian and Alaska Native tribes and their nearly 2 million members.<sup>46</sup> These services include disaster relief and road construction, as well as the operation and funding of law enforcement, tribal courts, and detention facilities, among others. The bureau is also responsible for protecting and administering assets on tribal lands, including the management of 55 million surface acres and 59 million acres of subsurface mineral estates held in trust by the United States.<sup>47</sup>

The BIA is administered by a director who oversees the agency's functions and reports to the Assistant Secretary—Indian Affairs. Similar to other DOI agencies, the BIA has a three-tiered organizational structure, with leadership and senior executives operating from headquarters in Washington, DC, and 12 regional offices that oversee 85 field offices (referred to as *agencies* by the BIA); these agencies deliver program services directly to tribal communities.<sup>48</sup>

### Bureau of Indian Education<sup>49</sup>

At a Glance: Bureau of Indian Education (BIE)	
<b>Established:</b> 2006	
<b>Key Statute:</b> Snyder Act of 1921 (42 Stat. 208)	
<b>Mission:</b> “To provide quality education opportunities from early childhood through life in accordance with a tribe’s needs for cultural and economic well-being, in keeping with the wide diversity of Indian tribes and Alaska Native villages as distinct cultural and governmental entities.”*	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Washington, DC	
<b>Average Staff:</b> 7,100 (including staff from the Bureau of Indian Affairs)**	
<b>Regions:</b>	
Unified Regions: N/A	
Agency Regions: 12 (colored)	
<b>Source:</b> *Bureau of Indian Education, “About Us,” at <a href="https://www.bia.gov/about-us">https://www.bia.gov/about-us</a> .	
<b>Notes:</b> **OPM Fedscope data. This figure includes employees of both BIA and BIE, as Fedscope does not distinguish between the two bureaus. The FY2021 budget justifications for BIA and BIE estimated roughly 4,000 and 2,500 full-time-equivalent staff (not on-board employment), respectively, for FY2020.	

BIA previously was responsible for managing the bureau's elementary, secondary, and postsecondary schools and for supporting additional Indian education activities through BIA's Office of Indian Education Programs. In 2006, the Secretary of the Interior separated the BIA education programs from the rest of BIA and placed them in a new Bureau of Indian Education (BIE).<sup>50</sup> However, both BIA and BIE were funded as part of DOI's broader Indian Affairs budget until FY2020, when the two bureaus were funded separately.

<sup>46</sup> Figures provided to CRS by DOI, Office of Congressional and Legislative Affairs, June 2021.

<sup>47</sup> BIA, “What We Do,” at <https://www.bia.gov/bia/ots/what-we-do>.

<sup>48</sup> DOI, Bureau of Indian Affairs, *Budget Justifications and Performance Information Fiscal Year 2021*, p. IA-RES-5, at [https://www.bia.gov/sites/bia.gov/files/assets/as-ia/obpm/BIA\\_FY2021\\_Greenbook-508.pdf](https://www.bia.gov/sites/bia.gov/files/assets/as-ia/obpm/BIA_FY2021_Greenbook-508.pdf).

<sup>49</sup> For a more complete discussion of BIE and its various duties, see CRS Report RL34205, *Indian Elementary Secondary Education: Programs, Background, and Issues*, by Cassandra Dorch.

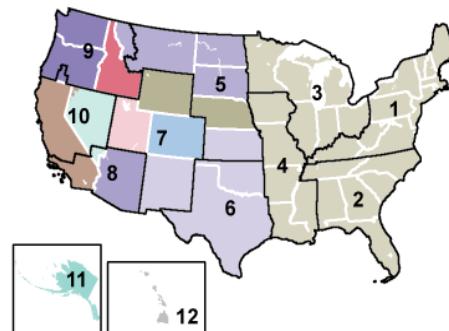
<sup>50</sup> DOI, Indian Affairs, *Budget Justifications Fiscal Year 2008*, pp. IA-EDUC-5 to -6.

For FY2020, the Trump Administration proposed funding BIE independently from BIA and submitted a separate budget justification for each bureau.<sup>51</sup> In proposing a separate budget structure for BIE, the Administration sought to “strengthen BIE as an independent bureau with a separate budget structure to advance ongoing BIE reforms to improve learning and student outcomes” and to reduce overlapping functions between BIA and BIE to “better deliver services to schools, maximize efficiency, and build capacity within BIE.”<sup>52</sup> In the explanatory language for the FY2020 Interior Appropriations law, Congress approved the establishment of BIE as an independent bureau with a separate budget structure from BIA.<sup>53</sup>

The BIE education system serves approximately 46,000 students through 169 elementary/secondary schools and 14 dormitories located in 23 states, as well as 1,500 students through 2 postsecondary institutions in 2 states.<sup>54</sup> BIE-funded elementary and secondary schools may be operated directly by the bureau, by tribes and tribal organizations, or through a cooperative agreement with a public school district. BIE also supports public school students, 29 tribally controlled colleges and universities, and two tribal technical colleges. BIE is administered by a director, who oversees the bureau’s functions and reports to the Assistant Secretary of Indian Affairs.

## Bureau of Land Management

At a Glance: Bureau of Land Management (BLM)	
<b>Established:</b> 1946	
<b>Key Statute:</b> Federal Land Policy and Management Act of 1976 (90 Stat. 2744)	
<b>Mission:</b> “To sustain the health, diversity and productivity of public lands for the use and enjoyment of present and future generations.”*	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Grand Junction, CO	
<b>Average Staff:</b> 9,700	
<b>Regions:</b>	
Unified Regions: 12 (numbered)	
Agency Regions: 12 (colored)	
<b>Source:</b> *BLM, “Our Mission,” at <a href="https://www.blm.gov/about/our-mission">https://www.blm.gov/about/our-mission</a> .	



The Bureau of Land Management (BLM) was created in 1946, following the merger of DOI’s General Land Office (GLO) and the U.S. Grazing Service, known previously as the Division of Grazing Control and subsequently as the Division of Grazing.<sup>55</sup> BLM manages 244 million acres

<sup>51</sup> The budget justifications for the Bureau of Indian Affairs and the Bureau of Indian Education are located on the DOI website at <https://www.doi.gov/budget/appropriations/2020>.

<sup>52</sup> DOI, *Fiscal Year 2020: The Interior Budget in Brief*, p. BH-95.

<sup>53</sup> U.S. Congress, House Committee on Appropriations, *Further Consolidated Appropriations Act, 2020*, committee print, 116<sup>th</sup> Cong., 2<sup>nd</sup> sess., January 2020 (Washington: GPO, 2020), p. 604.

<sup>54</sup> DOI, Bureau of Indian Education, *Budget Justifications and Performance Information Fiscal Year 2021*, p. BIE-ES-1 and BIE-OIEP-6, at <https://www.doi.gov/sites/doi.gov/files/uploads/fy2021-budget-justification-bie.pdf>. The three-year average daily student estimate (referred to as “Average Daily Membership”) is roughly 41,000.

<sup>55</sup> DOI, Secretary Harold L. Ickes, Secretarial Order 2225, July 15, 1946. Implemented as part of Reorganization Plan No. 3 of 1946 (11 *Federal Register* 7875, 60 Stat. 1097), effective July 16, 1946. The GLO, created by Congress in 1812, helped convey lands to pioneers settling western lands in the early 19<sup>th</sup> century. The U.S. Grazing Service (then

of public land—roughly 10% of the total U.S. land area. The vast majority of this land (more than 99%) is located in 12 western states, including Alaska.<sup>56</sup> The agency also is responsible for more than 700 million acres of the federal onshore subsurface mineral estate and provides technical supervision of mineral development on about 59 million acres of BIA mineral estate.<sup>57</sup> BLM manages public lands under the dual framework of multiple use and sustained yield, as required under the Federal Land Policy and Management Act of 1976.<sup>58</sup> These uses include a wide range of activities, such as energy and mineral development, livestock grazing, and recreation.

In 2020, BLM relocated its primary headquarters from Washington, DC, to a new office in Grand Junction, CO (see “Department-Wide Reorganization Plan” for more information). The new BLM headquarters is home to the agency’s leadership, which provides strategic direction and oversight of BLM’s national-level activities. BLM has indicated that about 60 positions from programs with “inherently DC-based responsibilities, like legislative, regulatory and public affairs, budget, and Freedom of Information Act compliance, as well as the Deputy Director for Policy and Programs” will remain in the Washington, DC, area.<sup>59</sup> In addition to the Grand Junction, CO, and Washington, DC, offices, 12 state offices—which are akin to the regional office structure of other agencies—carry out BLM’s mission within their respective geographical areas of jurisdiction.<sup>60</sup> Reporting to these 12 state offices are numerous district offices, which are further divided into localized field offices. Field offices oversee the day-to-day management of public land resources and the on-the-ground delivery of BLM programs and services. BLM also has several national-level support and service centers.

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known as the Division of Grazing Control) was established in 1934 to administer grazing on public rangelands. (Taylor Grazing Act, 48 Stat. 1269.)

<sup>56</sup> BLM, *Public Land Statistics 2019* (as of June 2020), Table 1-4, at <https://www.blm.gov/sites/blm.gov/files/PublicLandStatistics2019.pdf>. Hereinafter referred to as “BLM, *Public Land Statistics 2019*.”

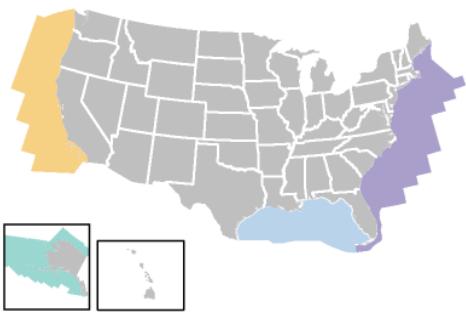
<sup>57</sup> BLM, *Public Land Statistics 2019*.

<sup>58</sup> Federal Land Policy and Management Act of 1976 (FLPMA), 43 U.S.C. §§1701, et seq. FLPMA defines *multiple use* as “...the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people ...” and *sustained yield* as “...the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use” (43 U.S.C. §1702(h)). Although BLM was established in 1946, FLPMA is considered the agency’s *organic act*, as it consolidated and articulated the agency’s responsibilities.

<sup>59</sup> BLM, “Headquarters Move West,” at <https://www.blm.gov/office/national-office/hq-move-west> (accessed on May 11, 2021).

<sup>60</sup> 43 C.F.R. §1821.10a.

## Bureau of Ocean Energy Management

At a Glance: Bureau of Ocean Energy Management (BOEM)	
<b>Established:</b> 2011	
<b>Key Statute:</b> Outer Continental Shelf Lands Act of 1953 (67 Stat. 462)	
<b>Mission:</b> “To manage development of U.S. outer continental shelf energy and mineral resources in an environmentally and economically responsible way.”*	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Washington, DC	
<b>Average Staff:</b> 600	
<b>Regions:</b>	
Unified Regions: N/A	
Agency Regions: 4 (colored)	
<b>Source:</b> *BOEM, “About BOEM,” at <a href="https://www.boem.gov/About-BOEM/">https://www.boem.gov/About-BOEM/</a> .	

Established in 2011, the Bureau of Ocean Energy Management (BOEM) manages development of the nation’s energy and mineral resources on nearly 2.5 billion acres of the U.S. outer continental shelf (OCS).<sup>61</sup> The Outer Continental Shelf Lands Act (OCSLA) of 1953 defines the OCS as all submerged lands lying seaward of state coastal waters that are subject to federal jurisdiction.<sup>62</sup> Under OCSLA, the Secretary of the Interior has the authority to manage the development of the OCS.<sup>63</sup>

Prior to BOEM’s establishment, the Secretary delegated the leasing and management authority granted by OCSLA to the DOI agency known as the Minerals Management Service (MMS).<sup>64</sup> During its existence, MMS had three primary responsibilities concerning offshore development: resource management, safety and environmental oversight and enforcement, and revenue collection. Following the *Deepwater Horizon* oil spill in 2010, concerns about perceived conflicts between these three missions prompted then-Secretary of the Interior Ken Salazar to reorganize the agency. MMS was formally dissolved, and three new units were established within DOI: BOEM, the Bureau of Safety and Environmental Enforcement (BSEE), and the Office of Natural Resource Revenue (ONRR).

The agency’s leadership—led by a director—is headquartered in Washington, DC, and divides itself among three programmatic offices covering strategic resource programs, offshore renewable energy programs, and environmental analysis and science. Meanwhile, regional offices oversee

<sup>61</sup> Although the order dividing the Minerals Management Service (MMS) into three separate entities was issued in 2010, the Bureau of Ocean Energy Management (BOEM) was not formally established until October 1, 2011. Prior to that, an interim agency known as the Bureau of Ocean Energy Management, Regulation and Enforcement was in place. For more information, see BOEM, “The Reorganization of the Former MMS,” at <https://www.boem.gov/about-boem/reorganization/reorganization-former-mms>.

<sup>62</sup> Outer Continental Shelf Lands Act of 1953, 42 U.S.C. §§1331-1356b. The definition of the outer continental shelf (OCS) is at 43 U.S.C. §1331(a).

<sup>63</sup> For a discussion of state and federal waters, see CRS Report RL33404, *Offshore Oil and Gas Development: Legal Framework*, by Adam Vann.

<sup>64</sup> Secretarial Order 3071, January 19, 1982, established the MMS following a number of hearings and investigations into allegations of fraud, lack of oversight, and inadequate collection of royalties from oil and gas production on federal lands and the OCS.

on-the-ground operations and policy implementation in the four OCS regions in the Atlantic, the Gulf of Mexico, the Pacific, and Alaska.<sup>65</sup>

## Bureau of Reclamation

At a Glance: Bureau of Reclamation (Reclamation)	
<b>Established:</b> 1902	
<b>Key Statute:</b> Reclamation Act of 1902 (32 Stat. 338)	
<b>Mission:</b> “To manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.”*	
<b>Leadership:</b> Commissioner	
<b>Headquarters:</b> Washington, DC	
Denver, CO (administrative)	
<b>Average Staff:</b> 5,300	
<b>Regions:</b>	
Unified Regions: 12 (numbered)	
Agency Regions: 6 (colored)	
<b>Source:</b> *Bureau of Reclamation, “About Us—Mission/Vision,” at <a href="https://www.usbr.gov/main/about/mission.html">https://www.usbr.gov/main/about/mission.html</a> .	
<b>Notes:</b> This map reflects the agency regional boundaries for the Bureau of Reclamation as of March 2021. Prior to 2018, Reclamation had five agency regions; however, the agency added a sixth region and revised regional boundaries to align with the new unified regional boundary structure.	

In 1902, Congress passed the Reclamation Act, which set aside federal dollars to fund irrigation projects and large-scale dam construction in the arid and rapidly expanding western United States.<sup>66</sup> Shortly thereafter, Congress established the U.S. Reclamation Service as a program within the U.S. Geological Survey (USGS). In its first five years, the service began work on more than 30 projects across the American West. In 1907, the Secretary of the Interior elevated the program to an independent bureau within DOI before renaming it the Bureau of Reclamation (Reclamation) in 1923.<sup>67</sup> Since its establishment, Reclamation has constructed or overseen the construction of more than 600 dams and reservoirs across the western United States.<sup>68</sup> Beneficiaries of reclamation projects generally repay the costs for construction and operations of

<sup>65</sup> BOEM, *Budget Justifications and Performance Information Fiscal Year 2021*, p. 83, at <https://www.boem.gov/sites/default/files/documents/about-boem/budget/FY%20202021%20Budget%20Justification.pdf>. The Gulf of Mexico, California, and Alaska regions are managed from offices in New Orleans, LA; Camarillo, CA; and Anchorage, AK, respectively. BOEM’s Office of Renewable Energy Programs based in Sterling, VA, oversees wind and water development in the Atlantic OCS region. The Gulf of Mexico Regional Office oversees oil and gas activities in the Atlantic OCS; however, no active OCS oil and gas leases exist in the region, nor are there any proposed lease sales under the proposed Five-Year Leasing Program 2017–2022.

<sup>66</sup> Newlands Reclamation Act, P.L. 57-161, 32 Stat. 388 (enacted June 17, 1902). Initially, the Reclamation Act set aside funding for projects across 13 western states. Over time, Reclamation expanded the number of states within which it worked. Reclamation now manages projects constructed by the agency in 17 states (referred to as *Reclamation states*): AZ, CO, CA, ID, KS, MT, NE, ND, NM, NV, OK, OR, SD, TX, UT, WA, WY.

<sup>67</sup> Mary C. Rabbitt, *A Brief History of the United States Geological Survey*, U.S. Department of the Interior, 1975, pp. 3–4, at <https://pubs.er.usgs.gov/publication/70039204>. Hereinafter referred to as Rabbitt, *United States Geological Survey*.

<sup>68</sup> Reclamation, “About Us,” at <https://www.usbr.gov/main/about/>.

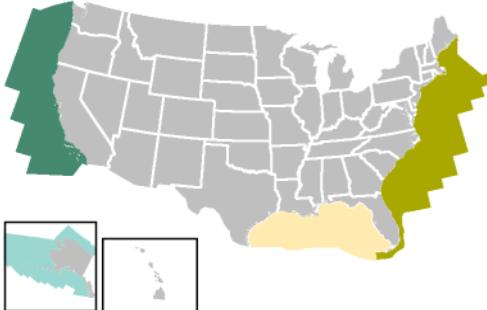
these facilities to the federal government over extended terms (in some cases without interest). The exception are costs deemed “federal” in nature, as federal costs are nonreimbursable.<sup>69</sup>

Although Reclamation originally focused almost entirely on building new water storage and diversion projects, the agency now largely focuses on the operation and maintenance of existing facilities.<sup>70</sup> Reclamation’s mission also has expanded to include support for other efforts to improve water supplies in the western United States, such as promoting water reuse and recycling efforts, desalination projects, and Indian water rights settlements.

A presidentially appointed commissioner oversees the work of Reclamation and, along with other senior-level executives, manages the overall operations of the agency from its headquarters in Washington, DC. Due to the number of projects and employees based in western states, Reclamation also maintains federal offices in Denver, CO, which administer many of Reclamation’s programs, initiatives, and activities. These programs include efforts that address dam safety, flood hydrology, fisheries and wildlife resources, and research programs that seek to improve management and increase water supplies. In addition, six regional offices manage Reclamation’s water projects and oversee various local area offices responsible for the day-to-day operations of the nearly 180 projects currently under the agency’s authority.<sup>71</sup>

## Bureau of Safety and Environmental Enforcement

<b>At a Glance: Bureau of Safety and Environmental Enforcement (BSEE)</b>	
<b>Established:</b>	2011
<b>Key Statute:</b>	Outer Continental Shelf Lands Act of 1953 (67 Stat. 462)
<b>Mission:</b>	“To promote safety, protect the environment, and conserve resources offshore through vigorous regulatory oversight and enforcement.”*
<b>Leadership:</b>	Director
<b>Headquarters:</b>	Washington, DC
<b>Average Staff:</b>	800
<b>Regions:</b>	Unified Regions: N/A Agency Regions: 4 (colored)
<b>Source:</b> *BSEE, “About Us,” at <a href="https://www.bsee.gov/about-bsee">https://www.bsee.gov/about-bsee</a> .	



Following the 2011 restructuring of MMS (see “Bureau of Ocean Energy Management”), the Bureau of Safety and Environmental Enforcement (BSEE) inherited the safety and environmental enforcement functions previously carried out by MMS.<sup>72</sup> These functions are primarily concerned with the offshore energy industry on the OCS—largely oil and natural gas production. BSEE’s

<sup>69</sup> Nonreimbursable costs include costs allocated to fish and wildlife enhancement and recreation, among other things. For more information on Reclamation project repayment, see CRS In Focus IF10806, *Bureau of Reclamation Project Authorization and Financing*, by Charles V. Stern.

<sup>70</sup> For a more comprehensive discussion of Reclamation’s functions and responsibilities, see CRS Report R46303, *Bureau of Reclamation: History, Authorities, and Issues for Congress*, by Charles V. Stern and Anna E. Normand.

<sup>71</sup> The regional offices are the Columbia-Pacific Northwest Region, Missouri Basin Region, Upper Colorado Basin Region, Lower Colorado Basin Region, California-Great Basin Region, and Arkansas-Rio Grande-Texas Gulf Region.

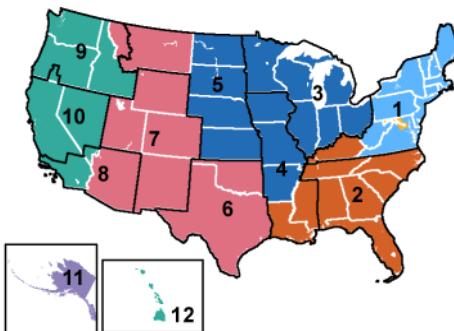
<sup>72</sup> See footnote 61.

responsibilities include regulation of worker safety, emergency preparedness, environmental compliance, and resource conservation.<sup>73</sup>

BSEE is administered by a director based out of the agency's headquarters in Washington, DC. The agency also has a second headquarters location in Sterling, VA, that oversees many of BSEE's national programs and provides technical and administrative support for the bureau.<sup>74</sup> To carry out the duties of the department, BSEE coordinates between leadership in these two locations and staff operating across three regional offices (serving Alaska, the Pacific, and the Gulf of Mexico OCS regions),<sup>75</sup> and five Gulf Coast district offices (Houma, Lafayette, Lake Charles, and New Orleans, LA, and Lake Jackson, TX).<sup>76</sup> Senior leadership sets the policies and performance goals implemented at these local offices across the agency's six national programs.<sup>77</sup>

## National Park Service

At a Glance: National Park Service (NPS)	
<b>Established:</b> 1916	
<b>Key Statute:</b> National Park Service Organic Act of 1916 (39 Stat. 535)	
<b>Mission:</b> "To preserve unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations." <sup>*</sup>	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Washington, DC	
<b>Average Staff:</b> 18,900	
<b>Regions:</b>	
	Unified Regions: 12 (numbered)
	Agency Regions: 7 (colored)
<b>Source:</b> *NPS, "About Us," at <a href="https://www.nps.gov/aboutus/index.htm">https://www.nps.gov/aboutus/index.htm</a> .	



In 1916, the National Park Service Organic Act (Organic Act) centralized administration of the nation's national parks and national monuments. With the Organic Act, Congress created the National Park Service (NPS) and established the agency's dual mandate—to protect the country's natural and cultural resources while providing for their public use and enjoyment.<sup>78</sup> In undertaking that mission, NPS administers approximately 80 million acres of federal land, including 423 units that comprise the National Park System across all 50 states and U.S. territories.

<sup>73</sup> Bureau of Safety and Environmental Enforcement (BSEE), "What We Do," at <https://www.bsee.gov/what-we-do>.

<sup>74</sup> BSEE, "Our Organization," at <https://www.bsee.gov/about-bsee/our-organization>.

<sup>75</sup> The Gulf of Mexico Regional Office oversees activities for the Atlantic OCS region.

<sup>76</sup> BSEE shares regional offices in New Orleans, LA, Camarillo, CA, and Anchorage, AK, with BOEM staff.

<sup>77</sup> BSEE, "National Programs," at <https://www.bsee.gov/about-bsee/our-organization/national-programs>. These programs are Oil Spill Preparedness Program, Environmental Compliance Program, National Investigations Program, Office of Offshore Regulatory Programs, National Enforcement Program, and Office of Administration.

<sup>78</sup> 39 Stat. 535.

A park superintendent oversees each NPS unit and manages day-to-day administration in accordance with both the agency's mission and any laws and regulations specific to the unit.<sup>79</sup> These units and their leadership report to seven regional directors, who oversee park management and program implementation across geographic regions. At the national level, NPS is led by a director and senior executives who manage national programs, policy, and budget from the agency's headquarters in Washington, DC.<sup>80</sup>

## Office of Surface Mining Reclamation and Enforcement

At a Glance: Office of Surface Mining Reclamation and Enforcement (OSMRE)	
<b>Established:</b> 1977	
<b>Key Statute:</b> Surface Mining Control and Reclamation Act of 1977 (91 Stat. 445)	
<b>Mission:</b> "To ensure that coal mines are operated in a manner that protects citizens and the environment during mining and assures that the land is restored to beneficial use following mining, and to mitigate the effects of past mining by aggressively pursuing reclamation of abandoned coal mines." <sup>*</sup>	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Washington, DC	
<b>Average Staff:</b> 400	
<b>Regions:</b>	
Unified Regions: 12 (numbered)	
Agency Regions: 3 (colored)	
<b>Source:</b> *OSMRE, "Our Mission and Vision," at <a href="https://www.osmre.gov/about/MissionVision.shtm">https://www.osmre.gov/about/MissionVision.shtm</a> . <b>Notes:</b> OSMRE Western Region works with three tribal partners to carry out the Surface Mining Control and Reclamation Act (SMCRA): the Crow Tribe, the Hopi Tribe, and the Navajo Nation. These partners are represented by the dark blue sections of the Regional Map above but do not together comprise a separate region. States colored in grey are non-primacy states with no ongoing coal mining operations.	

The Office of Surface Mining Reclamation and Enforcement (OSMRE) was established as a bureau within DOI following passage of the Surface Mining Control and Reclamation Act (SMCRA) in 1977.<sup>81</sup> The law authorized the new agency to carry out and administer a nationwide program to regulate coal mining in the United States. Under SMCRA, OSMRE provides grants to states and tribal communities to reclaim abandoned coal mines.<sup>82</sup> It also regulates active surface coal mining operations to minimize adverse impacts to the environment and local communities.<sup>83</sup>

<sup>79</sup> NPS park superintendents sometimes are responsible for managing multiple units based on size, capacity, and geographic proximity.

<sup>80</sup> NPS, "Organizational Structure of the National Park Service," at <https://www.nps.gov/aboutus/organizational-structure.htm>.

<sup>81</sup> Surface Mining Control and Reclamation Act (SMCRA), P.L. 95-87, 91 Stat. 507, 30 U.S.C. §§1201-1328 (enacted August, 3, 1977).

<sup>82</sup> For more information, see CRS Report R46266, *The Abandoned Mine Reclamation Fund: Reauthorization Issues in the 116th Congress*, by Lance N. Larson.

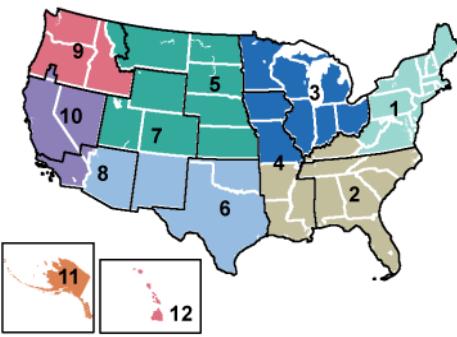
<sup>83</sup> For more information, see CRS Report R46610, *Reclamation of Coal Mining Operations: Select Issues and Legislation*, by Lance N. Larson.

In addition, SMCRA authorizes OSMRE to issue federal payments to the United Mine Workers of America coal mineworker health and pension benefits plans.<sup>84</sup>

OSMRE serves as the lead regulatory authority over surface coal mining and reclamation activities for states and tribal communities under the authority granted by Title V of SMCRA.<sup>85</sup> SMCRA does, however, allow OSMRE to delegate regulatory primacy to states and tribes upon demonstration that a given state or tribe has established regulatory requirements consistent with federal standards.<sup>86</sup> OSMRE operates in an oversight capacity for primacy states. To date, no tribe has attained this delegated authority.<sup>87</sup>

OSMRE fulfills its missions through a three-tiered organizational structure: headquarters in Washington, DC; three regional offices (Appalachian, Mid-continent, and Western); and multiple area and field offices that report directly to the regional offices.<sup>88</sup>

## U.S. Fish and Wildlife Service

At a Glance: U.S. Fish and Wildlife Service (FWS)	
<b>Established:</b> 1940 <b>Key Statute:</b> Fish and Wildlife Act of 1956 (70 Stat. 1120) <b>Mission:</b> “To conserve, protect and enhance fish, wildlife and plants and their habitats for the continuing benefit of the American people.”* <b>Leadership:</b> Director <b>Headquarters:</b> Washington, DC Falls Church, VA <b>Average Staff:</b> 8,300 <b>Regions:</b> Unified Regions: 12 (numbered) Agency Regions: 8 (colored)	

**Source:** \*FWS, “About the U.S. Fish and Wildlife Service,” at [https://www.fws.gov/help/about\\_us.html](https://www.fws.gov/help/about_us.html).

The U.S. Fish and Wildlife Service (FWS) is the principal federal agency tasked with the conservation, protection, and restoration of fish, wildlife, and natural habitats across the United States and its insular territories. The history of FWS can be traced back to the creation of two now-defunct agencies in the late 1800s: the U.S. Commission on Fish and Fisheries in the Department of Commerce and the Division of Economic Ornithology and Mammalogy in the Department of Agriculture.<sup>89</sup> The successors to these two agencies were subsequently transferred to DOI in 1939 and subsequently consolidated, creating a single agency known at the time as the

<sup>84</sup> 30 U.S.C. §1232. For more information, see CRS In Focus IF11370, *Health and Pension Benefits for United Mine Workers of America Retirees: Recent Legislation*, by John J. Topoleski.

<sup>85</sup> 30 U.S.C. §1254.

<sup>86</sup> 30 U.S.C. §1253.

<sup>87</sup> OSMRE, “Non-Primacy States and Tribes,” at <https://www.osmre.gov/programs/AMLIS/nonPrimacyST.shtm>.

<sup>88</sup> OSMRE, “Who We Are,” at <https://www.osmre.gov/about.shtm>.

<sup>89</sup> For a more complete discussion of the history of FWS, see CRS Report R45265, *U.S. Fish and Wildlife Service: An Overview*, by R. Eliot Crafton.

Fish and Wildlife Service.<sup>90</sup> In 1956, Congress passed the Fish and Wildlife Act of 1956, which established the U.S. Fish and Wildlife Service.<sup>91</sup>

The FWS has a primary-use mission “to conserve, protect and enhance fish, wildlife and plants and their habitats for the continuing benefit of the American people.”<sup>92</sup> Among its responsibilities, FWS manages the National Wildlife Refuge System (NWRS) pursuant to the National Wildlife Refuge System Administration Act of 1966 as well as other statutes.<sup>93</sup> The NWRS is a network of lands and waters set aside to conserve the nation’s fish, wildlife, and plants that has grown to include more than 560 refuges, 38 wetland management districts, and other protected areas. More than 836 million acres of lands and waters comprise the NWRS; of these lands and waters, 146 million acres are classified as National Wildlife Refuges.<sup>94</sup>

In addition, FWS, along with the National Oceanic and Atmospheric Administration (NOAA) in the Department of Commerce, is responsible for implementing the Endangered Species Act (ESA).<sup>95</sup> The purpose of the ESA is to protect species that are in danger of becoming extinct or could be in danger of becoming extinct in the near future.<sup>96</sup> FWS also assists in international conservation efforts, enforces federal wildlife laws, and administers grant funds to states and territories for fish and wildlife programs.

Similar to most DOI agencies, FWS has a three-tiered organizational structure composed of national, regional, and local field offices across the United States. The headquarters office—led by an agency director—is split between two locations in Washington, DC, and Falls Church, VA, which together have primary responsibility for policy formulation and budgeting across the agency’s program areas.<sup>97</sup> Eight regional offices oversee FWS field offices and science centers across the United States and U.S. territories, which implement these policies and programs at the local level.<sup>98</sup>

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<sup>90</sup> Reorganization Plan Number III of 1940, 5 U.S.C Appendix—Reorganization Plans.

<sup>91</sup> Fish and Wildlife Act of 1956, 70 Stat. 1119, 16 U.S.C. §742a.

<sup>92</sup> FWS, “About the U.S. Fish and Wildlife Service,” at [https://www.fws.gov/help/about\\_us.html](https://www.fws.gov/help/about_us.html).

<sup>93</sup> National Wildlife Refuge System Administration Act of 1966, P.L. 89-669, 16 U.S.C. §§668dd et seq. (Note: Congress later passed the National Wildlife Refuge System Improvement Act in 1997 [P.L. 105-57, 111 Stat. 1252], which amended the 1966 law by establishing the refuge system’s mission and providing what is considered to be the organic legislation for its management by FWS). While the Administration Act provided for consolidation of the system, other statutes also provide authority for certain system activities.

<sup>94</sup> The 836 million acres that comprise the National Wildlife Refuge System also include waterfowl production areas, coordination areas, and more than 685 million acres of national monument areas that are located outside National Wildlife Refuge boundaries. These national monument areas are National Wildlife Refuge System lands and submerged lands and waters within portions of four marine national monuments that are managed or co-managed by FWS pursuant to presidential proclamations. These national monuments were established under the authority granted by the Antiquities Act (54 U.S.C. §320301).

<sup>95</sup> Act of December 28, 1973, P.L. 93-205, 87 Stat. 884. 16 U.S.C. §§1531-1544.

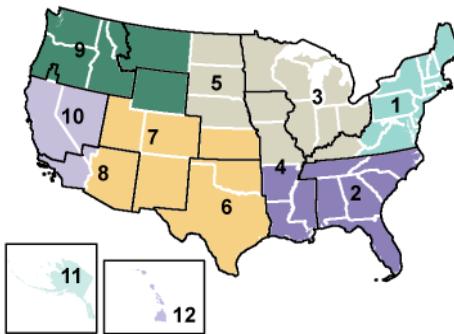
<sup>96</sup> 16 U.S.C. §1531(b). For a more complete discussion of the ESA, see CRS Report R46677, *The Endangered Species Act: Overview and Implementation*, by Pervaze A. Sheikh, Erin H. Ward, and R. Eliot Crafton.

<sup>97</sup> FWS, “About the U.S. Fish and Wildlife Services,” at [https://www.fws.gov/help/about\\_us.html](https://www.fws.gov/help/about_us.html).

<sup>98</sup> FWS, “Offices,” at <https://www.fws.gov/offices>.

## U.S. Geological Survey

At a Glance: U.S. Geological Survey (USGS)	
<b>Established:</b> 1879	
<b>Key Statute:</b> Organic Act of 1879 (20 Stat. 394)	
<b>Mission:</b> “To serve the Nation by providing reliable scientific information to describe and understand the Earth; minimize loss of life and property from natural disasters; manage water, biological, energy, and mineral resources; and enhance and protect our quality of life.”*	
<b>Leadership:</b> Director	
<b>Headquarters:</b> Reston, VA	
<b>Average Staff:</b> 7,900	
<b>Regions:</b>	
	Unified Regions: 12 (numbered)
	Agency Regions: 7 (colored)
<b>Source:</b> *USGS, “Who We Are,” at <a href="https://www.usgs.gov/about/about-us/who-we-are">https://www.usgs.gov/about/about-us/who-we-are</a> .	



In 1878, the National Academy of Sciences issued a report to Congress asking Congress to provide a plan for surveying and mapping the western territories of the United States.<sup>99</sup> In response, Congress passed an appropriations bill the following year that authorized the creation of the U.S. Geological Survey (USGS). Congress established the USGS for the express purpose of overseeing the “classification of the public lands, and examination of the geological structure, mineral resources, and products of the national domain.”<sup>100</sup> The authorities and responsibilities of USGS have shifted and evolved over time, with many of its prior activities leading to the formation of new governmental agencies.<sup>101</sup> Today, however, USGS serves as the science agency of DOI, providing physical and biological information across five mission areas: (1) water resources, (2) energy and mineral resources, (3) natural hazards, (4) core science systems, and (5) ecosystems.<sup>102</sup> Unlike other DOI bureaus, USGS has no regulatory or land management mandate.

A presidentially appointed director based out of the agency’s headquarters in Reston, VA, administers USGS and oversees seven regional directors across the country. In addition to regional offices, USGS operates science centers, laboratories, and field offices that monitor, assess, and conduct research on a wide range of topics.<sup>103</sup>

<sup>99</sup> Rabbitt, *United States Geological Survey*.

<sup>100</sup> Sundry Civil Expenses bill, passed on March 3, 1879, 43 U.S.C. §31.

<sup>101</sup> Rabbitt, *United States Geological Survey*. The Bureau of Reclamation, the Office of Surface Mining Reclamation and Enforcement, and the Federal Energy Regulatory Commission are among the modern-day agencies that can trace their roots to USGS and its prior work.

<sup>102</sup> For a more complete discussion of the history and programs of USGS, see CRS In Focus IF11433, *The U.S. Geological Survey (USGS): FY2021 Appropriations Process and Background*, by Anna E. Normand. The FY2021 budget request proposed restructuring mission areas and reorganizing programs under mission areas. In the FY2021 appropriations act, Congress reduced USGS mission areas from six to five by eliminating the Land Resources mission area and transferring its programs and funding to other mission areas.

<sup>103</sup> USGS, “About—Organization,” at <https://www.usgs.gov/about/organization>.

## Departmental Offices and Programs<sup>104</sup>

DOI has multiple departmental offices that provide leadership, coordination, and services to the department's various bureaus and programs. These offices coordinate department-wide activities and oversee specialized functions under DOI's jurisdiction not administered directly at the bureau level.

### Office of the Secretary

The Office of the Secretary provides leadership for the entire department through the development of policy and through executive oversight of the annual budget and appropriations process. The Office of the Secretary also manages the administrative operations of DOI, including (but not limited to) financial services, information technology and resources, acquisition, and human resources. In addition, the Office of the Secretary manages other department-wide programs, offices, and revolving funds, including the following:

- *Central Hazardous Materials Fund* provides remediation services to national parks, national wildlife refuges, and other DOI-managed lands impacted by hazardous substances. This remediation process follows the guidelines established under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)—also known as the Superfund statute.<sup>105</sup>
- *Natural Resource Damage Assessment and Restoration* program coordinates and oversees DOI's restoration efforts for DOI-managed lands impacted by oil spills or the release of hazardous substances. In partnership with federal, state, and tribal co-trustees, the program conducts damage assessments, planning, and restoration implementation on DOI lands.
- *Office of Natural Resources Revenue (ONRR)* is responsible for the collection, accounting, and verification of any natural resource and energy revenue generated from federal and Indian leases and royalty payments. (See “Bureau of Ocean Energy Management” section for the history behind ONRR’s creation.)
- *Payments in Lieu of Taxes (PILT)* program makes payments to approximately 1,900 local government units across the United States and its insular areas where certain federal lands are located. The PILT payments are intended to help offset the loss in property taxes to local governments caused by the presence of federal lands, which largely are exempt from taxation.<sup>106</sup>
- *Wildland Fire Management* program is responsible for addressing wildfires on public lands. The program comprises of the Office of Wildland Fire and the four

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<sup>104</sup> This section does not represent all DOI divisions and programs. Instead, it reflects the offices and programs included as discrete line items under the Departmental Offices and Department -Wide Programs account funded through the annual Interior, Environment, and Related Agencies appropriations bill (see “Overview of DOI Appropriations” section for more information). OST is discussed here; however, FY2021 appropriations were requested and provided as part of the Indian Affairs account. Prior to FY2021, appropriations for (OST typically were provided as part of the Departmental Offices account.

<sup>105</sup> Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) of 1980, P.L. 96-510, approved December 11, 1980. 42 U.S.C. §§9601 et seq. For a more complete discussion of CERCLA, see CRS Report R41039, *Comprehensive Environmental Response, Compensation, and Liability Act: A Summary of Superfund Cleanup Authorities and Related Provisions of the Act*, by David M. Bearden.

<sup>106</sup> For a more complete discussion of the Payments in Lieu of Taxes program, see CRS Report R46260, *The Payments in Lieu of Taxes (PILT) Program: An Overview*, by R. Eliot Crafton.

DOI land management bureaus with wildland fire management responsibilities (BIA, BLM, FWS, and NPS).<sup>107</sup>

- *Working Capital Fund (WCF)* is a revolving fund that finances centralized administrative services and systems to DOI bureaus and offices.<sup>108</sup> The WCF aims to reduce duplicative systems and staff across DOI; it provides financing for centralized functions that provide payroll, accounting, information technology, and other support services.

## Office of the Solicitor

In 1946, Congress established the Office of the Solicitor to provide advice, counsel, and legal representation to DOI.<sup>109</sup> To accomplish this work, the Office of the Solicitor employs more than 500 employees, 400 of whom are licensed attorneys.<sup>110</sup> The Office of the Solicitor is organized into the Immediate Office of the Solicitor, the Departmental Ethics Office, the Departmental FOIA (Freedom of Information Act) Office, the Indian Trust Litigation Office, six legal divisions, an administrative division, and eight regional offices.<sup>111</sup>

## Office of the Inspector General

In 1978, Congress established inspector general positions and offices in more than a dozen specific departments and agencies, including DOI.<sup>112</sup> The mission of the Office of the Inspector General (OIG) is to provide independent oversight and accountability to the department's programs, operations, and management. In addition to the Immediate Office of the Inspector General, the OIG has five offices: the Office of Management; the Office of Investigations; the Office of Audits, Inspections, and Evaluations; the Office of General Counsel; and the Office of Strategic Programs.<sup>113</sup> The OIG operates from a headquarters office in Washington, DC, and regional offices located in Herndon, VA; Atlanta, GA; Lakewood, CO; Billings, MT; and Sacramento, CA.<sup>114</sup>

## Bureau of Trust Funds Administration (Office of the Special Trustee for American Indians)

The status and operation of the Office of Special Trustee for American Indians (OST) has been an issue of congressional interest in recent years. According to DOI, the Bureau of Trust Funds Administration (BTFA) currently performs the functions of the OST.<sup>115</sup> The American Indian

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<sup>107</sup> Reclamation also has limited responsibility to manage land under its jurisdiction for wildfires. For a more complete discussion of federal wildfire programs, see CRS In Focus IF10732, *Federal Assistance for Wildfire Response and Recovery*, by Katie Hoover.

<sup>108</sup> 43 U.S.C. §1467 authorized the creation of the working capital fund in the Department of the Interior.

<sup>109</sup> 43 U.S.C. §1455, June 26, 1946, ch. 494, 60 Stat. 312.

<sup>110</sup> Statement taken from the Office of the Solicitor website at <https://www.doi.gov/solicitor> (accessed February 3, 2021).

<sup>111</sup> Office of the Solicitor, “About the Office of the Solicitor,” at <https://www.doi.gov/solicitor/about> (May 2021).

<sup>112</sup> Inspector General Act of 1978, 92 Stat. 1101, P.L. 95-452.

<sup>113</sup> DOI, Office of the Inspector General, “OIG Offices,” at <https://www.doiig.gov/about-us/oig-offices>.

<sup>114</sup> DOI, Office of the Inspector General, “Contact Us,” at <https://www.doiig.gov/contact-us>.

<sup>115</sup> Personal communication between CRS and DOI Office of Legislative Affairs, April 27, 2021.

Trust Fund Management Reform Act established the OST in 1994.<sup>116</sup> The OST provided fiduciary oversight and management of the more than 55 million surface acres and 59 million subsurface mineral acres of tribal assets held in trust by the federal government.<sup>117</sup> The office carried out its mission from a national office in Washington, DC, and through five regional offices across the nation.<sup>118</sup> On October 1, 2020, DOI transferred many of the trust responsibilities performed by the OST to a newly established BTFA, pursuant to S.O. 3384. DOI considers the BTFA operational; however, Congress has expressed concerns regarding the creation of the BTFA (see “Recent DOI Reorganization Plans, Proposals, and Issues for Congress” for more information). For the purposes of this report, CRS has treated the establishment of the BTFA as operational.

## Office of Insular Affairs

The United States acquired its first insular territories in 1898 with the annexation of the Hawaiian Islands and the acquisition of Puerto Rico, Guam, and the Philippines from Spain following the Spanish-American War.<sup>119</sup> For much of the early 20<sup>th</sup> century, territorial oversight of these new possessions fell largely to the War Department. In 1934, President Franklin D. Roosevelt created the Division of Territories and Island Possessions to centralize responsibility for coordinating oversight of the nation’s insular regions.<sup>120</sup> The division—now known as the Office of Insular Affairs—currently administers federal oversight of American Samoa, Guam, the U.S. Virgin Islands, and the Commonwealth of the Northern Mariana Islands, with the goal of promoting their economic, social, and political development.<sup>121</sup> The office also administers federal assistance and U.S. economic commitments to the Freely Associated States: the Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau.<sup>122</sup>

## DOI Employment Levels

In 2020, the average number of employees working for DOI was 63,175, according to OPM. (See **Table 1**).<sup>123</sup> The data reflect *on-board employment* figures, which are based on the number of employees in pay status at the end of the quarter. Data are published on a quarterly basis (March, June, September, and December). Data in this report reflect December 2020 figures, unless

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<sup>116</sup> P.L. 103-412, 108 Stat 4239.

<sup>117</sup> Bureau of Trust Funds Administration (BT FA), “About Us,” at [https://www.doi.gov/ost/about\\_us](https://www.doi.gov/ost/about_us) (accessed on February 4, 2021). The DOI website refers to the OST as the BTFA.

<sup>118</sup> OST, “OST Organization Chart” at [https://www.doi.gov/sites/doi.gov/files/uploads/ost\\_org\\_chart\\_08-03-17\\_revised.pdf](https://www.doi.gov/sites/doi.gov/files/uploads/ost_org_chart_08-03-17_revised.pdf).

<sup>119</sup> Utley and Mackintosh, *Department of Everything Else*.

<sup>120</sup> Executive Order 6726, “Establishing the Division of Territories and Island Possessions in the Department of the Interior and Transferring Thereto the Functions of the Bureau of Insular Affairs, War Department, Pertaining to the Administration of the Government of Puerto Rico,” May 29, 1934.

<sup>121</sup> Office of Insular Affairs, *Budget Justifications and Performance Information Fiscal Year 2021*, at <https://www.doi.gov/sites/doi.gov/files/uploads/oiia-2021-greenbook-final.pdf>.

<sup>122</sup> Under the Compacts of Free Association, the Freely Associated States (FAS) are considered sovereign nations whose citizens are eligible for various U.S. federal programs and services in exchange for full international defense authority by the United States. For a more complete discussion of FAS policies, see CRS Report R44753, *The Pacific Islands: Policy Issues*, by Thomas Lum and Bruce Vaughn.

<sup>123</sup> OPM is an independent agency that functions as the central human resources department of the executive branch and is a primary source for data and information regarding DOI employment figures—as well as the entire federal workforce. For a more complete discussion of OPM data, see CRS Report R43590, *Federal Workforce Statistics Sources: OPM and OMB*, by Julie Jennings and Jared C. Nagel.

otherwise specified. Because OPM data include full-time, part-time, and seasonal staff, employment totals tend to spike during the summer months, when agencies such as NPS and BLM increase their seasonal workforce.

OPM figures differ from DOI Budget Office data. The DOI Budget Office calculates employment by full-time equivalents, defined as the total number of regular straight-time hours (not including overtime or holiday hours) worked by employees, divided by the number of compensable hours applicable to each fiscal year.<sup>124</sup>

**Table I. DOI Employment Trends, by Agency**  
(on-board employment totals)

Agency	Mar. 2020	June 2020	Sep. 2020	Dec. 2020	Average 2020
Bureau of Land Management	8,838	10,713	10,540	8,887	9,745
Bureau of Ocean Energy Management	562	563	571	574	568
Bureau of Reclamation	5,319	5,339	5,350	5,306	5,329
Bureau of Safety & Environmental Enforcement	758	768	768	777	768
Indian Affairs	7,115	7,180	7,138	7,040	7,118
National Park Service	16,744	20,971	20,785	17,069	18,892
Office of the Inspector General	259	261	268	265	263
Office of the Secretary of the Interior	3,393	3,418	3,411	3,446	3,417
Office of the Solicitor	493	494	516	529	508
Office of Surface Mining Reclamation & Enforcement	348	351	356	353	352
U.S. Fish & Wildlife Service	8,103	8,291	8,414	8,399	8,302
U.S. Geological Survey	7,802	7,868	7,996	7,989	7,914
<b>Total—Department of the Interior</b>	<b>59,734</b>	<b>66,217</b>	<b>66,113</b>	<b>60,634</b>	<b>63,175</b>

**Source:** U.S. Office of Personnel Management (OPM), FedScope database, Employment cubes, Cabinet-Level Agencies parameter set to Department of the Interior, at <https://www.fedscope.opm.gov/>. Data accessed from FedScope on April 14, 2021.

**Notes:** Numbers reflect employees on board (in a pay status). Figures may not add up to totals shown due to rounding. “Indian Affairs” includes the Bureau of Indian Affairs (BIA) and the Bureau of Indian Education (BIE). Per information provided to CRS from DOI, “Office of the Secretary of the Interior” includes employees from the Office of Insular Affairs, Office of the Special Trustee for American Indians, and the various Assistant Secretary Offices that oversee DOI bureaus and agencies.

The OPM Fedscope data presented in **Table 1** are available by location of employment for each bureau and office reflected. **Table 2** shows DOI employment figures both within and outside of the “District of Columbia” location parameter. OPM defines “Location” as the

<sup>124</sup> For comparison, the FY2021 *Interior Budget in Brief* (Appendix H) estimated employment of 60,939 full-time equivalents (FTEs) for FY2021 and 61,593 FTEs in FY2019.

official duty station of an employee,<sup>125</sup> this does not capture the number of employees who may work in the greater Washington, DC, metropolitan area or at DOI agency headquarters locations in the surrounding region.<sup>126</sup> For example, FWS staff working from the agency's headquarters in Falls Church, VA, are not counted under the District of Columbia "Location" parameter.

**Table 2. DOI Employment: Inside vs. Outside Washington, DC**  
(as of December 2020)

Agency	Inside DC	Outside DC	Total Employment	% Inside DC
Bureau of Land Management	85	8,802	8,887	1%
Bureau of Ocean Energy Management	35	539	574	6%
Bureau of Reclamation	46	5,260	5,306	1%
Bureau of Safety & Environmental Enforcement	34	743	777	4%
Indian Affairs	64	6,976	7,040	1%
National Park Service	1,017	16,052	17,069	6%
Office of the Inspector General	32	233	265	12%
Office of the Secretary of the Interior	754	2,692	3,446	22%
Office of the Solicitor	242	287	529	46%
Office of Surface Mining Reclamation & Enforcement	75	278	353	21%
U.S. Fish & Wildlife Service	23	8,376	8,399	<1%
U.S. Geological Survey	6	7,983	7,989	<1%
<b>Total—Department of the Interior</b>	<b>2,413</b>	<b>58,219</b>	<b>60,634</b>	<b>4%</b>

**Source:** OPM, FedScope database, Employment Trend cubes, Cabinet-Level Agencies parameter set to Department of the Interior, at <https://www.fedscope.opm.gov/>. Data accessed from FedScope on April 14, 2021.

**Notes:** Data reflect places of employment for DOI staff, not places of residence. "Indian Affairs" includes the Bureau of Indian Affairs (BIA) and the Bureau of Indian Education (BIE). Per information provided to CRS from DOI, "Office of the Secretary of the Interior" includes employees from the Office of Insular Affairs, Office of the Special Trustee for American Indians, and the various Assistant Secretary Offices that oversee DOI bureaus and agencies.

<sup>125</sup> OPM, Fedscope, "Data Definitions," at <https://www.fedscope.opm.gov/datadefn/index.asp>, accessed on December 8, 2020.

<sup>126</sup> A 2019 version of this CRS report included DOI employment figures in what OPM referred to as the "DC core-based statistical area (CBSA)." OPM defined a CBSA as "a geographic area having at least one urban area of population, plus adjacent territory that has a high degree of social and economic integration with the core as measured by commuting ties."<sup>126</sup> OPM no longer reports on employment figures within the DC CBSA. Largely as a result of this change, figures in this report for "Inside DC" are lower than those for "Inside DC CBSA" published in the 2019 report.

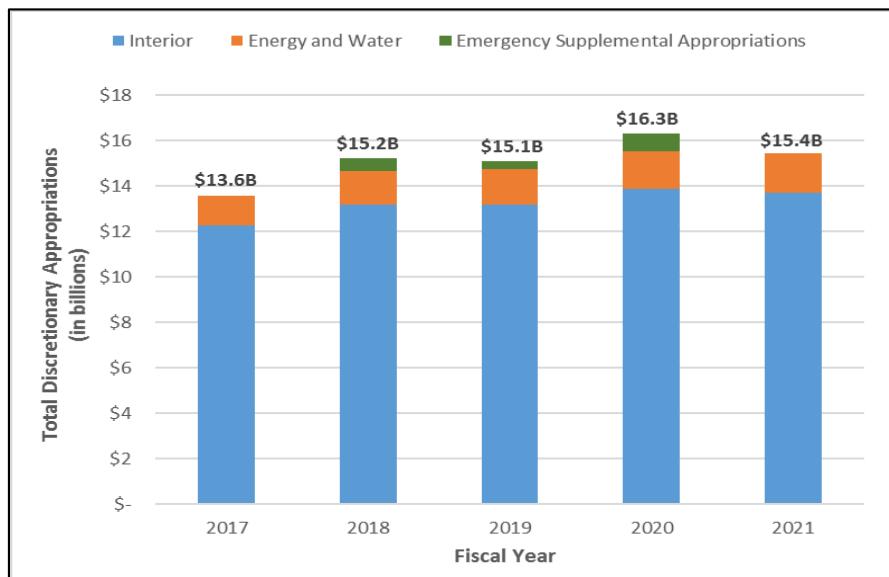
## Overview of DOI Appropriations

Discretionary funding for DOI is provided primarily through Title I of the annual Interior, Environment, and Related Agencies appropriations bill.<sup>127</sup> The Bureau of Reclamation (Reclamation) and the Central Utah Project, however, receive funding through the Energy and Water Development appropriations bill.<sup>128</sup> Several of the agencies that receive discretionary funds through these two appropriations bills also receive mandatory funding under various authorizing statutes.

### DOI Discretionary Appropriations: FY2017-FY2021<sup>129</sup>

**Figure 4** shows the budget trends for both the Interior and the Energy and Water appropriations bills over the past five fiscal years (FY2017-FY2021). From FY2017 to FY2021, total DOI appropriations increased 13% in current dollars.<sup>130</sup> Total appropriations including supplemental appropriations fluctuated from FY2017 to FY2021. If supplemental appropriations are not considered, DOI discretionary appropriations increased each year from FY2017 to FY2020. Regular discretionary appropriations decreased by roughly 1% from FY2020 to FY2021 and by more than 5% including supplemental appropriations.

**Figure 4. DOI Discretionary Appropriations: FY2017-FY2021**  
(in current dollars)



**Source:** CRS, with data from the annual *Interior Budget in Brief* for FY2019-FY2021. Figures for each of FY2017-FY2019 were taken from the volume published two years following the fiscal year in question (e.g., for FY2017,

<sup>127</sup> Hereinafter, the annual Interior, Environment, and Related Agencies appropriations bill is referred to as the Interior appropriations bill.

<sup>128</sup> The Central Utah Project (CUP) is a federal water storage project originally authorized under the management of Reclamation, although it is now overseen and administered by a separate office within DOI.

<sup>129</sup> For more in-depth information on DOI appropriations, see CRS Report R46519, *Interior, Environment, and Related Agencies: Overview of FY2021 Appropriations*, by Carol Hardy Vincent and CRS Report R46384, *Energy and Water Development: FY2021 Appropriations*, by Mark Holt and Corrie E. Clark.

<sup>130</sup> Amounts in this section reflect current dollars. Using inflation-adjusted (constant) dollars would result in different amounts of change during this five-year period.

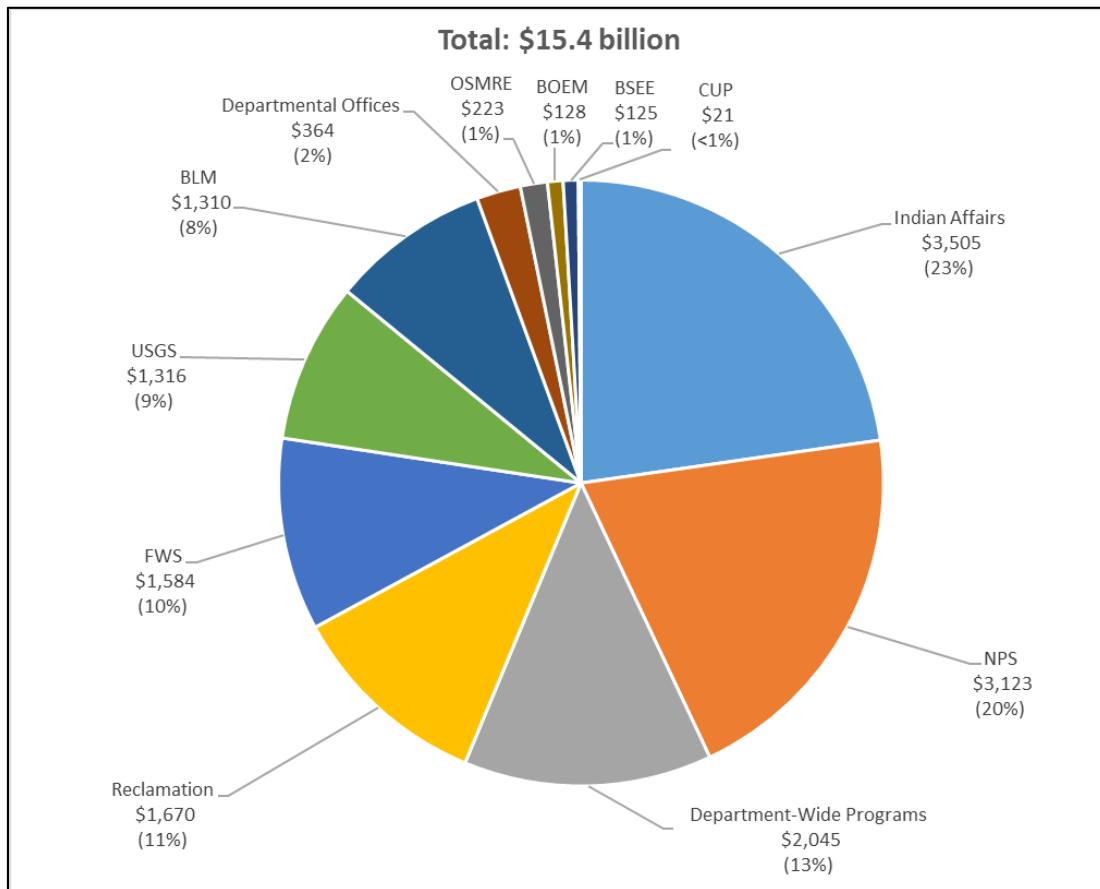
figures are from FY2019 document). FY2020 figures reflect enacted totals taken from H.Rept. 116-449 and H.Rept. 116-448. Supplemental figures taken from P.L. 116-136 and P.L. 116-113. FY2021 figures reflect enacted totals taken from P.L. 116-260.

**Notes:** Actual totals include rescissions and transfers authorized by the Interior, Environment, and Related Agencies and the Energy and Water Development appropriations bills. Figures reflect Emergency Supplemental Appropriations for FY2018 and FY2019. For FY2018 this includes \$50 million enacted as part of the Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2017 (P.L. 115-72), and \$516 million enacted as part of the Further Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2018 (P.L. 115-123, Division B, Subdivision I). For FY2019, this reflects \$327.8 million in funding provided as part of the Additional Supplemental Appropriations for Disaster Relief Act, 2019 (P.L. 116-20). For FY2020, this reflects \$4 million in funding provided to the U.S. Fish and Wildlife Service as part of the U.S.-Mexico-Canada Agreement Implementation Act (P.L. 116-113) and funding provided as part of the Coronavirus Aid, Relief, and Economic Security Act or the “CARES Act” (P.L. 116-136). The CARES Act contained \$756 million for various activities of the Bureau of Indian Affairs (\$453 million); the Bureau of Indian Education (\$69 million); the Office of the Secretary (\$158.4); the Office of Insular Affairs (\$55 million); and the Bureau of Reclamation (\$20.6 million).

## DOI Discretionary Appropriations: FY2021, by Agency

**Figure 5** shows the breakdown of enacted FY2021 appropriations for DOI bureaus, offices, and programs funded through the Interior and the Energy and Water appropriations bills. Figures are presented in total dollars (in millions) and as percentages of the department’s \$15.4 billion in enacted appropriations for FY2021.

**Figure 5. DOI Discretionary Appropriations for FY2021, by Agency**  
(in millions)



**Source:** FY2021 figures reflect enacted totals taken from the Joint Explanatory Text of P.L. 116-260.

**Notes:** Figures may not add to total shown due to rounding. “Indian Affairs” includes funding for the Bureau of Indian Affairs (BIA), the Bureau of Indian Education (BIE), and the Office of the Special Trustee (OST); “Departmental Offices” includes funding for the Office of the Secretary, Insular Affairs, Office of the Solicitor, and the Office of Inspector General; “Department-Wide Programs” includes funding for Wildlife Fire Management, Central Hazardous Materials Fund, Natural Resource Damage Assessment Fund, Working Capital Fund, and Payments in Lieu of Taxes (PILT; which was funded in the General Provisions of Title I of the FY2021 appropriations law). Additional abbreviations are (clockwise): Bureau of Ocean Energy Management (BOEM), Bureau of Safety and Environmental Enforcement (BSEE), National Park Service (NPS), Bureau of Reclamation (Reclamation), U.S. Fish and Wildlife Service (FWS), U.S. Geological Survey (USGS), Bureau of Land Management (BLM), and Office of Surface Mining Reclamation and Enforcement (OSMRE).

## Author Information

Mark K. DeSantis  
Analyst in Natural Resources Policy

## Key Policy Staff

<b>Area of Expertise</b>	<b>Name</b>
Bureau of Land Management	Carol Hardy-Vincent
Bureau of Ocean Energy Management	Laura B. Comay
Bureau of Reclamation	Charles V. Stern
Bureau of Safety and Environmental Enforcement	Laura B. Comay
Bureau of Indian Affairs	Tana Fitzpatrick
Bureau of Indian Education	Cassandra Dorch
National Park Service	Laura B. Comay / Mark K. DeSantis
Office of Surface Mining Reclamation and Enforcement	Lance N. Larson
U.S. Fish and Wildlife Service	R. Eliot Crafton
U.S. Geological Survey	Anna E. Normand

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