



EESI

Environmental and
Energy Study Institute

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Congressional Climate Camp:

Budget and Appropriations

Thursday, January 26, 2023

About EESI



Non-partisan Educational Resources for Policymakers

A bipartisan Congressional caucus founded EESI in 1984 to provide non-partisan information on environmental, energy, and climate policies



Direct Assistance for Equitable and Inclusive Financing Program

In addition to a full portfolio of federal policy work, EESI provides direct assistance to utilities to develop “on-bill financing” programs



Commitment to Diversity, Equity, Inclusion, and Justice

We recognize that systemic barriers impede fair environmental, energy, and climate policies and limit the full participation of Black, Indigenous, people of color, and legacy and frontline communities in decision-making



Sustainable Solutions

Our mission is to advance science-based solutions for climate change, energy, and environmental challenges in order to achieve *our vision of a sustainable, resilient, and equitable world.*

Polycymaker Education

Briefings and Webcasts



Live, in-person and online public briefings, archived webcasts, and written summaries

Climate Change Solutions



Bi-weekly newsletter with everything policymakers and concerned citizens need to know, including a legislation and hearings tracker

Fact Sheets and Issue Briefs



Timely, objective coverage of environmental, clean energy, and climate change topics

Social Media (@EESIOnline)



Active engagement on Twitter, Facebook, LinkedIn, and YouTube



Upcoming Briefings in this Series



Congressional Climate Camp

4

Budget and Appropriations | Thursday, January 26, 2-3:30 PM

Public Polling on Climate Change | Thursday, February 9, 2-3:30 PM

Non-CO2 Greenhouse Gases | Thursday, February 23, 2-3:30 PM

Implementing the *Inflation Reduction Act* and *Infrastructure Investment and Jobs Act* | Thursday, March 9, 2-3:30 PM

Signup for our COP newsletter here: eesi.org/signup
Briefing RSVP here: eesi.org/2023cc



Congressional Research Service
Informing the legislative debate since 1914

Appropriations Process for the U.S. Environmental Protection Agency

Angela Jones, Analyst in Environmental Policy

January 26, 2023

Annual Appropriations Cycle

1. President submits budget to Congress.



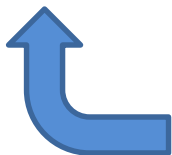
2. Congress adopts budget resolution.



3. Congress considers appropriations measures.



5. President may sign or veto measure.



4. House and Senate confer to resolve differences.

For more information, see CRS R42388, *The Congressional Appropriations Process: An Introduction*.



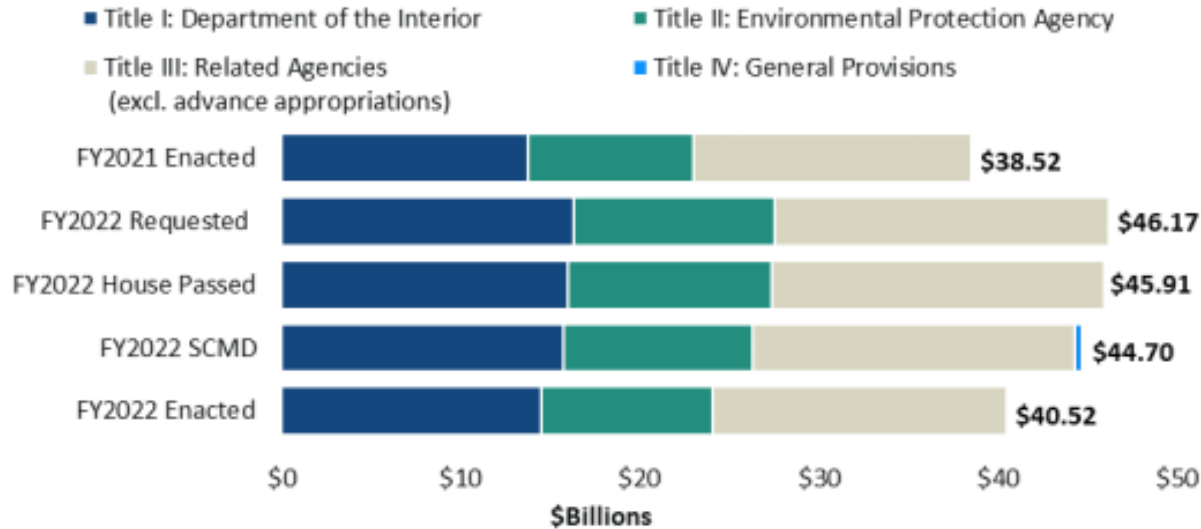
Appropriations Subcommittee Structure

- The current structure includes the following 12 subcommittees:
 - Agriculture, Rural Development, Food and Drug Administration
 - Commerce, Justice, Science, and Related Agencies;
 - Defense;
 - Energy and Water Development, and Related Agencies;
 - Financial Services and General Government;
 - Homeland Security;
 - Interior, Environment, and Related Agencies;
 - Labor, Health and Human Services, Education;
 - Legislative Branch;
 - Military Construction, Veterans Affairs, and Related Agencies;
 - State, Foreign Operations, and Related Programs; and
 - Transportation, Housing and Urban Development, and Related Agencies.



Interior, Environment and Related Agencies: Example of Appropriations Allocations

Appropriations for Interior, Environmental and Related Agencies by Major Title, FY2021-FY2022 (excluding supplemental appropriations)



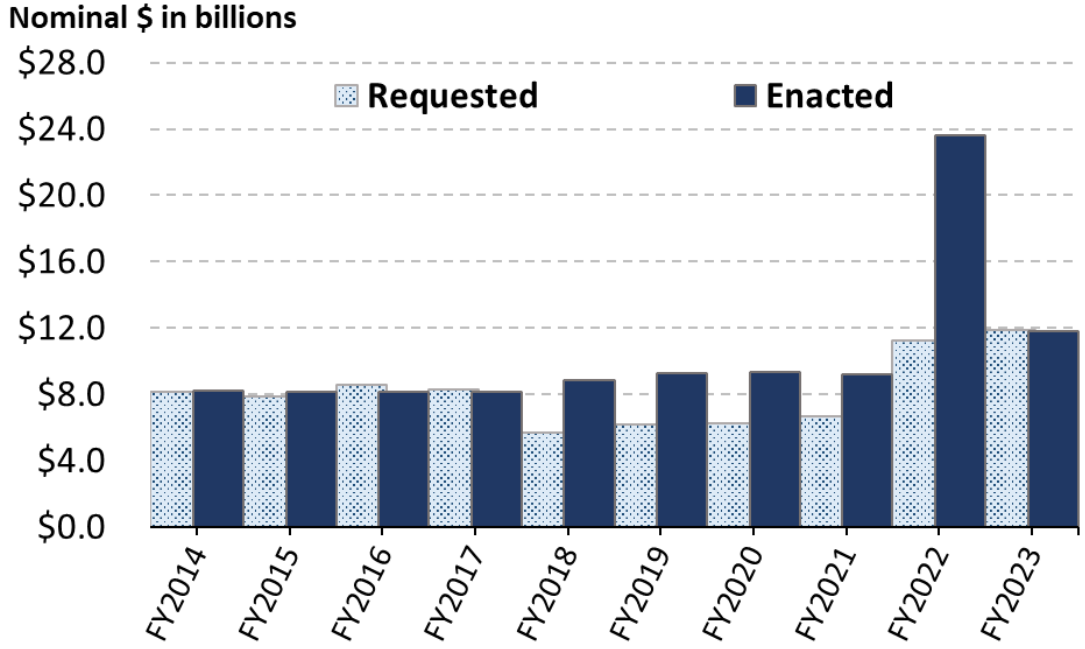
Source: Prepared by CRS with data from the House and Senate Appropriations Committees.

Notes: SCMD = Senate Committee Majority Draft. The FY2021 enacted appropriation was contained in [P.L. 116-260](#), Division G. The FY2022 enacted appropriation was contained in [P.L. 117-103](#), Division G.



EPA: Appropriations Overview

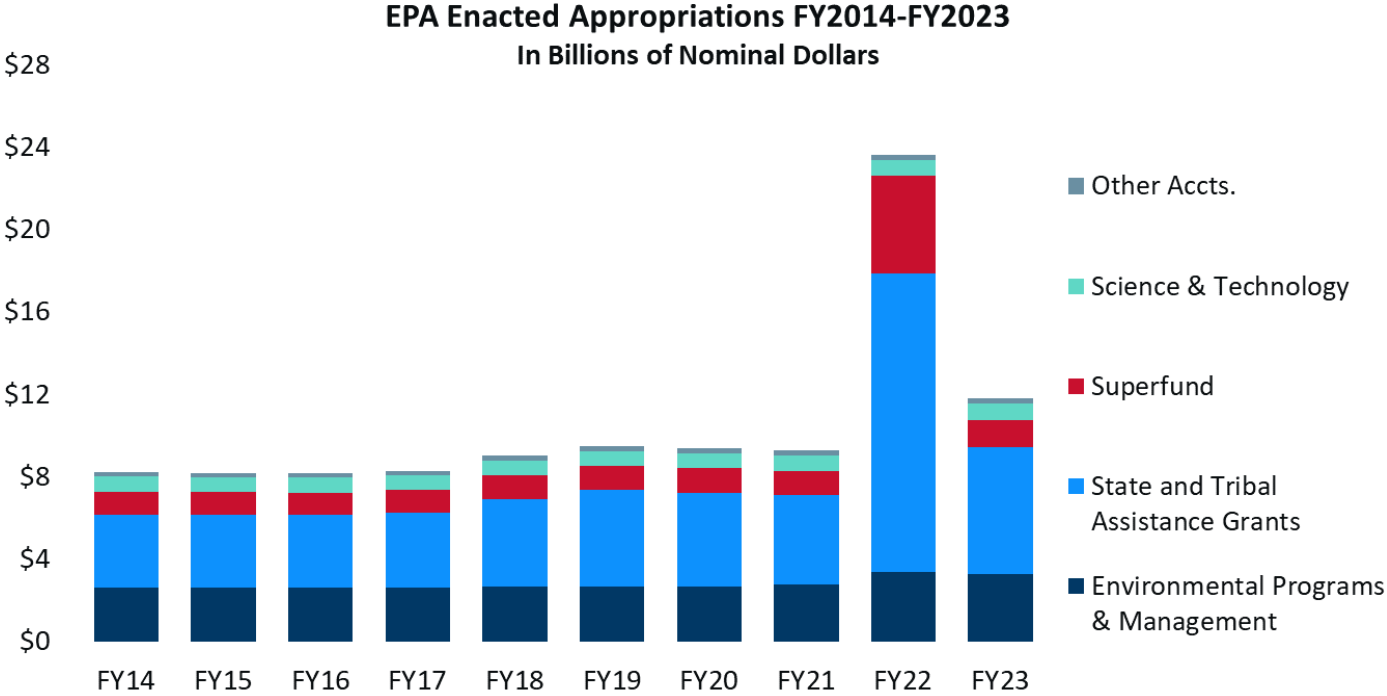
Comparison of EPA appropriations, FY2014 through FY2023



Source: CRS, using information from the *Congressional Record*; House, Senate, and conference reports; and EPA's FY2023 *Congressional Budget Justification*. Enacted amounts reflect rescissions and supplemental appropriations.



EPA Appropriations Accounts: Enacted FY2014-FY2023



Source: CRS, using information from the *Congressional Record*; House, Senate, and conference reports. Enacted amounts reflect rescissions and supplemental appropriations.



Select EPA Funding Issues for Congress

Selected examples of potential funding issues that have been of continuing interest to Congress include:

- Financial and Technical Assistance to States, Tribes, and Local Entities
- PFAS and Emerging Contaminants of Concerns
- Site Remediation and “Cleanup”
- Air Quality and Climate Change
- Environmental Justice
- Agency Staffing



More Information

- CRS Reports: crsreports.congress.gov



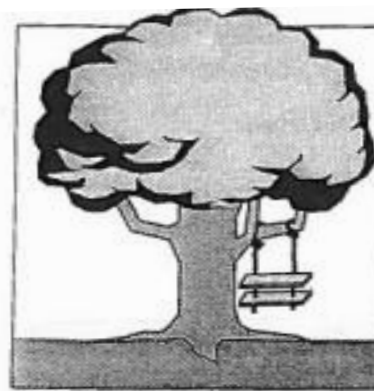


Bipartisan Policy Center

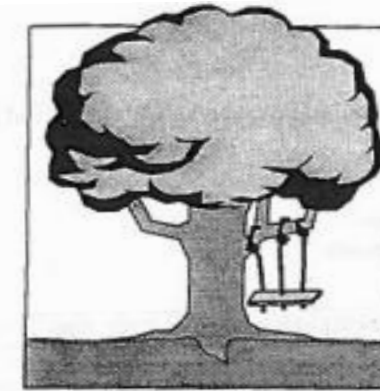
**- Appropriations 101 – Staffer
Perspective for Understanding
— the Process**

January 26, 2023

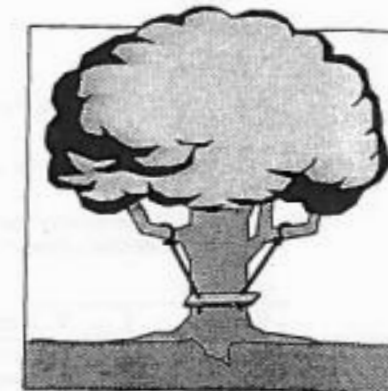
How to navigate through a complex process



As Introduced



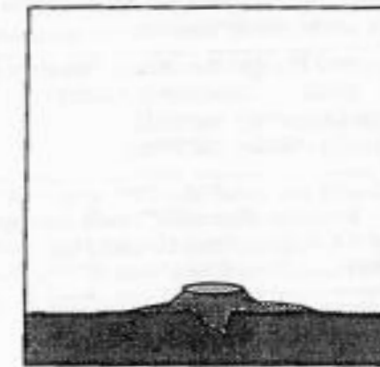
As Amended In
Committee



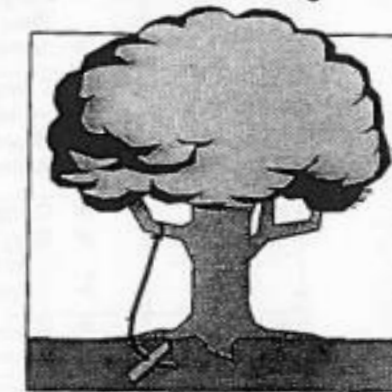
As Amended On
Second Reading



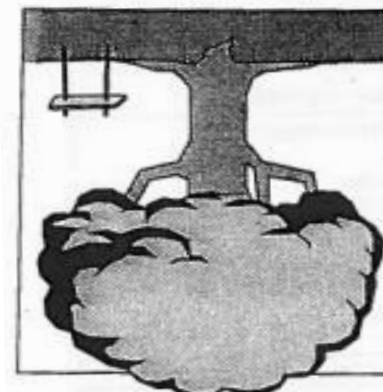
As Enacted



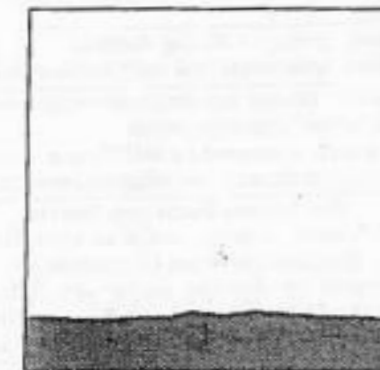
As Funded By Joint
Budget Committee



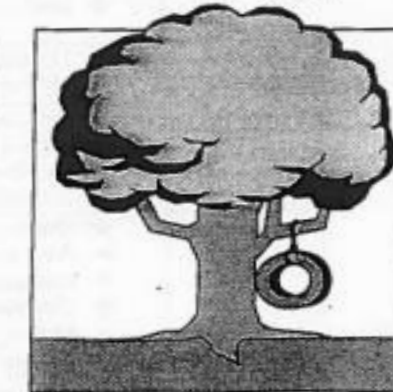
As Implemented By
The State Agency



As Reported By
The Media

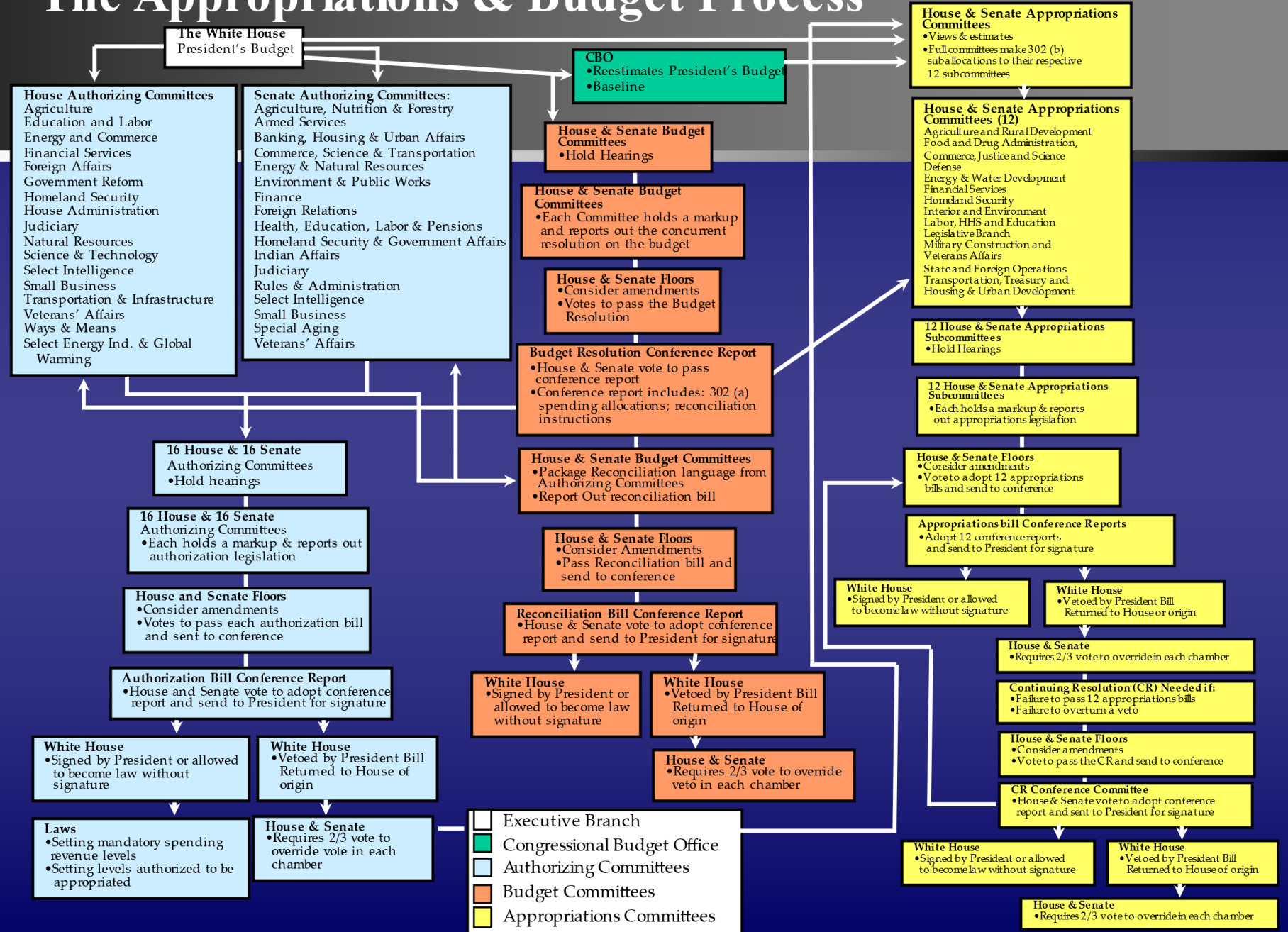


As Understood By
The Public



What Was Actually
Needed

The Appropriations & Budget Process



The Federal Budget Framework – 1974 Budget and Impoundment Control Act

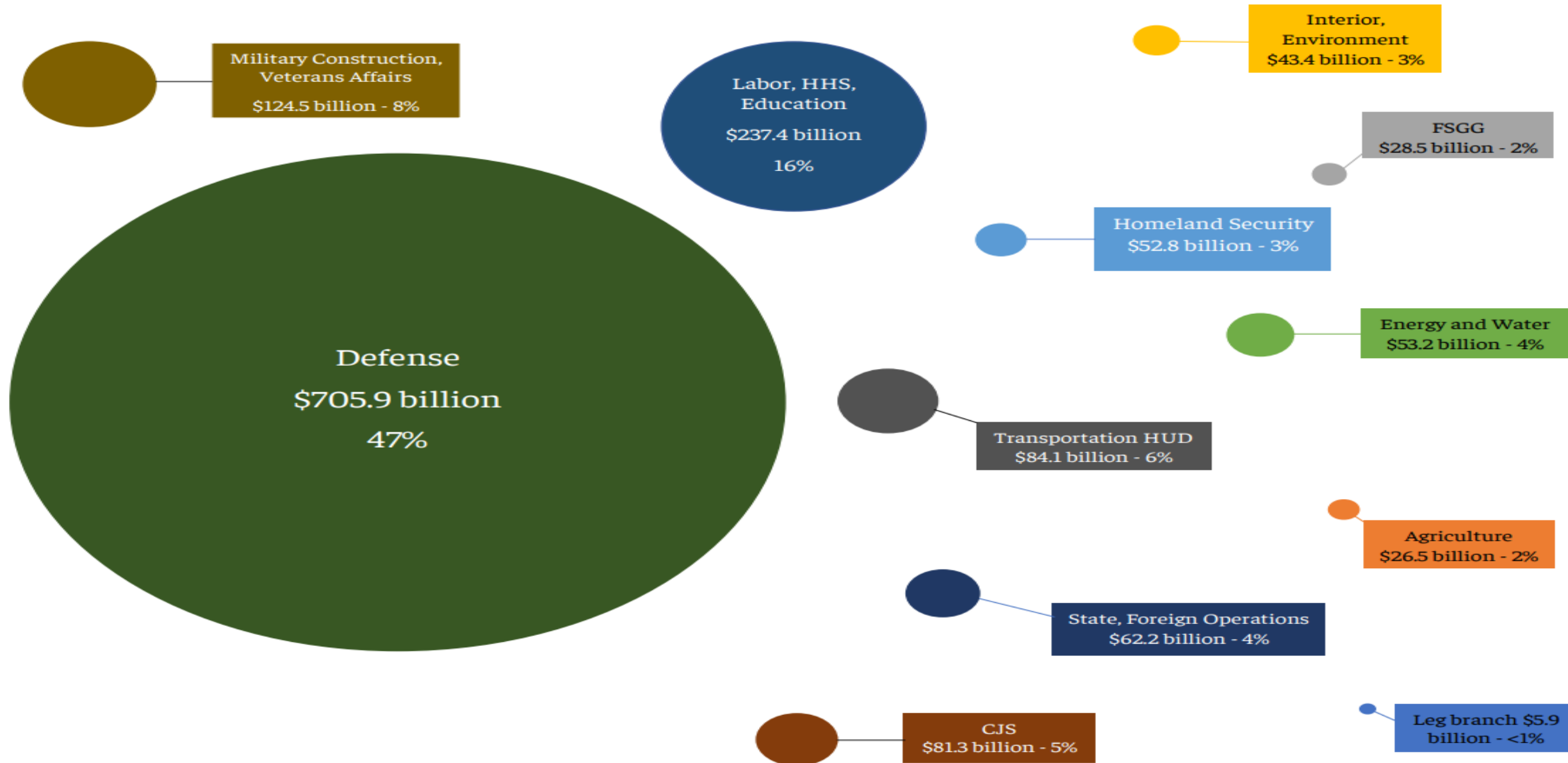
White House
• Signed by President or allowed to become law without signature

Laws
• Setting mandatory spending revenue levels
• Setting levels authorized to be appropriated

White House
• Vetoed by President Bill Returned to House of origin

House & Senate
• Requires 2/3 vote to override vote in each chamber

Discretionary Spending – 302(a) & 302(b) Allocations (FY22 funding \$1.5 trillion)



Federal Budget and Appropriations Process



JANUARY

- ❖ Office of Management and Budget (OMB) finalizes the new budget request.
- ❖ President speaks to Congress signaling his priorities in the State of the Union.

MARCH

- Appropriations and authorizing committee hearings begin on the budget request.
- Budget Committees draft annual resolution.
- Possible House and Senate floor action taken on their versions of the Congressional Budget Resolution
- Members send priority requests to appropriators on Appropriations subcommittees

FEBRUARY

- ❖ The President's budget request is sent to Congress for its consideration.
- Budget Committees start hearings on a Congressional Budget Resolution

APRIL

- Congressional Budget Resolution debate continues.
- April 15th – Statutory deadline for completion of Congressional Budget Resolution (frequently missed)



MAY

- Congressional Budget Resolution debate concludes.
- May 15 – Statutory date after which appropriators may begin to consider bills even if a Congressional Budget Resolution is not finalized.
- House/Senate Appropriations issue 302(b) allocations to their respective subcommittees.

JULY

- Senate Appropriations subcommittees/full committee markups are underway.
- Senate floor consideration of appropriations bills begin.
- ❖ Federal agencies begin to formulate the next fiscal year's budget proposal.

JUNE

- House Appropriations subcommittee/full committee markups are underway.
- House floor debate on appropriations bills begin.

AUGUST

- House/Senate stand in recess during August (dates vary).
- House/Senate appropriations staff begin conference negotiations.



SEPTEMBER

- Appropriations House/Senate conference negotiations begin.
- House and Senate conferees meet to finalize bills.
- Conference bills are approved by the full House and then the full Senate.
- ❖ President signs bills into law after conference bills are approved by Congress.

NOVEMBER

- ❖ OMB and federal agencies negotiate the next fiscal year's budget request with rounds of feedback and input.

OCTOBER

- October 1st – New federal fiscal year begins.
- Continuing resolutions begin remaining bills.
- Any appropriations negotiations not resolved in September continue.
- ❖ Federal agencies send proposals for next fiscal year's budget to OMB.

DECEMBER

- ❖ OMB and federal agencies resolve differences on next fiscal year's budget request





Opportunities to Engage in the Appropriations Process



Ways to be Actively Engaged in the Appropriations Process

Submit appropriations requests or submit congressional support letters.

- Timeframe – typically February and March after the budget request is released to Congress
- Requests include three primary ways related to a policy or programs:
 - Funding request levels
 - Report language requests
 - Bill language requests

Engage in the appropriations or authorizing committee oversight process

- Timeframe – typically March - July
- Hearing process by:
 - Asking questions at budget and appropriations hearings
 - Providing questions for the record



Ways to be Actively Engaged in the Appropriations Process

Engage on the Senate and House floor debates

- Timeframe – typically June, July, September rest of year?
- If an appropriations bill or minibus package of bills is on the floor, this may be a chance to offer amendments.

Indicate member priorities to federal agencies

- Timeframe – throughout the entire year, but often later in the year
- In terms of the federal agency budget development process, it is best to be in contact with the federal agencies early fall as they are formulating their future budget requests to Congress for the next fiscal cycle.



Key Elements for Engagement

- Office - Have a good internal organizational system set up
- Fly-in season –Meet with constituents in Washington or the district
- Deadlines and requirements (sorting requests, selecting priorities, getting member approval, making submissions)
- Programmatic and individual member requests – Be aware of both options
- Subcommittee engagement - Highlight requests and provide insight on member priorities
- Constituent updates– Stay in touch in a timely manner on where things stand
- Highlight wins – Focus on the provisions enacted that were member priorities



Key Documents and Links

- Administration Budget Request – White House / Office of Management and Budget (plus background documents)
- Congressional Justifications (CJs) – Specific request from each agency – [DOE example](#)
- Budget Committee resolution – 302(a) and Appropriations Committee - 302(b)
- House and Senate offices have online portals for submitting information
- Appropriations Subcommittee ‘marks’ – summary, bill and report
- Appropriations Full Committee ‘mark’ – summary, bill and report
- Conference report – in the form of an individual bill, a minibus, or an omnibus – [FY21 omnibus example](#) along with the summary and joint explanatory statement (report)



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IDEAS. ACTION. RESULTS.

Forces Shaping This Year's Budget and Appropriations Process

- Divided government
- The debt limit
- Changes in Congress over time

Divided Government

- Small majorities + polarized parties in the Senate = difficult to adopt individual spending bills in the Senate
- House controlled by GOP + Senate controlled by Democrats + Democratic president = conflict over spending priorities
- Recent experiences with this configuration: 2011-2014

The Debt Limit

- Why does it matter?
- How is it (not) linked to other fiscal decision-making?

Changes in Congress Over Time

- Turnover since:
 - » 2011 debt limit fight
 - » 2014 midterms
- Means fewer “old guard” members and fewer members who experienced previous crises



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