



FY2011 Appropriations: A Side-by-Side Comparison of Key Proposals and Enacted Legislation

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Summary

FY2011 funding levels were not enacted in the 111th Congress. Thus, the debate over FY2011 appropriations continued into the 112th Congress and FY2011 spending proposals became a key focal point in the budget debates between the now-Republican-controlled House of Representatives and the Obama Administration.

This report was originally intended to facilitate comparison of three key spending proposals for FY2011—the Administration’s budget request, H.R. 1, and S.Amdt. 149 to H.R. 1—to FY2010 enacted funding levels. It has been updated to include the enacted FY2011 appropriations in P.L. 112-10. The report begins with a brief analysis of how each proposal could be expected to impact the federal budget deficit. The bulk of the report consists of a funding table that details the recommended discretionary appropriations in these proposals, by subcommittee and bill title, and compares the enacted FY2010 and enacted FY2011 appropriations. More detailed analysis of individual appropriations measures can be found at CRS.gov.

This is the final update of this report.

Contents

Introduction.....	1
FY2011 Funding Proposals and the Budget Deficit	1
Title-by-Title Comparison of Discretionary FY2011 Proposals with FY2010 Appropriations.....	2

Tables

Table 1. FY2010 Enacted and FY2011 Proposed and Enacted Discretionary Appropriations by Subcommittee and Bill Title	3
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Contacts

Author Contact Information.....	8
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Introduction

The extended appropriations process for FY2011 began with the Obama Administration's FY2011 budget requested in February 2010 and culminated with the enactment of P.L. 112-10 on April 15, 2011. During that time, Congressional debate centered around two proposals, H.R. 1, which was approved by the House on February 19, 2011, and S.Amdt. 149, offered as a substitute proposal during Senate consideration of H.R. 1. Although both proposals were rejected by the Senate on March 9, they were viewed by some as the starting point of final negotiations between House and Senate leaders that eventually led to the compromise embodied by P.L. 112-10.¹ Between the start of FY2011 on October 1, 2010, and the enactment of P.L. 112-10 on April 15, 2011, the federal government was funded through a series of resolutions continuing funding at FY2010 levels, with adjustments and exceptions.

This report is intended to facilitate comparative analysis of the key proposals in the now completed FY2011 appropriations process. The report begins with a brief analysis of how each proposal could be expected to impact the federal budget deficit, which was a consideration of great importance to many lawmakers. This is followed by a table depicting discretionary funding levels provided in each of the three proposals by appropriations subcommittee and bill title, and comparing the FY2010 and FY2011 enacted appropriations. The table reflects the most recent estimates of FY2011 appropriations, which remain subject to change. This will be the final update of this report.

FY2011 Funding Proposals and the Budget Deficit²

A key issue in the FY2011 appropriations debate was the impact of discretionary federal spending on the nation's budget deficit. The budget deficit represents the level of spending, as measured by outlays, in excess of revenues. Appropriations acts, like those detailed in this report, provide budget authority. The outlays for a fiscal year result from the budget authority provided in that fiscal year as well as some budget authority provided in previous fiscal years. Included in the outlay level are all types of spending (i.e., emergency, non-emergency, overseas contingency operations) occurring during the fiscal year.

Under the Congressional Budget Office (CBO) March 2011 baseline, the last CBO baseline estimate published prior to the enactment of P.L. 112-10, the budget deficit for FY2011 was estimated at \$1,399 billion.³ In that baseline, CBO assumes a full-year continuation of funding in

¹ Referring to these proposals, President Obama stated on March 11 that "both sides are going to have to sit down and compromise on prudent cuts somewhere between what the Republicans were seeking that's now been rejected and what the Democrats had agreed to that has also been rejected." The White House, Office of the Press Secretary, News Conference by the President, press release, March 11, 2011, at <http://www.whitehouse.gov/the-press-office/2011/03/11/news-conference-president>.

² This section was written by Mindy Levit, analyst in Public Finance.

³ At the time this report was originally published, the proposed appropriations measures discussed here were compared to the level of discretionary spending included in the January 2011 CBO baseline. Subsequently, CBO released its March 2011 baseline and those discretionary spending figures are now being included in this report. The recently released August 2011 CBO baseline reflects the levels of FY2011 discretionary spending that were actually enacted (P.L. 112-10).

FY2011 at roughly FY2010 levels.⁴ The proposals analyzed in this report provide annualized discretionary outlay levels as follows:

- FY2011 President's Budget (February 2010)—\$1,415 billion⁵
- CBO Baseline—\$1,361 billion⁶
- H.R. 1—\$1,356 billion⁷
- S.Amdt. 149—\$1,372 billion⁸
- P.L. 112-10—\$1,365 billion⁹

H.R. 1, the proposal which proposed the greatest reduction to budget authority relative to current levels, would result in a discretionary outlay level that is \$5 billion under the CBO March 2011 baseline level of discretionary outlays. This reduction in discretionary outlays comprises 0.4% of the deficit estimated under the CBO baseline. Savings from other proposals that would produce smaller reductions in discretionary outlays would correspondingly represent a smaller fraction of the CBO March 2011 baseline deficit. The proposal that was ultimately enacted, P.L. 112-10, is expected to result in a discretionary outlay level that is \$4 billion above the CBO March 2011 baseline level of discretionary outlays. Some reductions in discretionary spending could also affect the level of mandatory or net interest spending or the amount of revenue collected, potentially impacting the ultimate deficit level for FY2011. For a more detailed look at the broad budgetary impact on FY2011 spending proposals, see CRS Report R41771, *FY2011 Appropriations in Budgetary Context*, by (name redacted) and (name redacted).

Title-by-Title Comparison of Discretionary FY2011 Proposals with FY2010 Appropriations

The table below is intended to provide a sense of how funding for federal departments and agencies would be impacted by the different proposals, rather than the impact of each proposal on overall budget numbers. The data represent discretionary appropriations as provided in the respective proposals, by bill title. The final column compares the FY2010 and FY2011 enacted funding levels. The title and bill totals do not include scorekeeping adjustments. Rescissions of prior year funding are noted as separate line items and are not deducted from the title totals.

⁴ U.S. Congressional Budget Office, *An Analysis of the President's Budgetary Proposals for Fiscal Year 2012*, Table 1-5 and p.13, available at <http://www.cbo.gov/ftpdocs/120xx/doc12130/04-15-AnalysisPresidentsBudget.pdf>.

⁵ U.S. Office of Management and Budget, *Budget for Fiscal Year 2011, The Budget*, Table S-4, available at <http://www.gpoaccess.gov/usbudget/fy11/pdf/budget.pdf>.

⁶ U.S. Congressional Budget Office, *An Analysis of the President's Budgetary Proposals for Fiscal Year 2012*, Table 1-5.

⁷ U.S. Congressional Budget Office, CBO Estimate of H.R. 1, the Full Year Continuing Appropriations Act, 2011 as Passed by the House of Representatives on February 19, 2011 Corrected, available at <http://www.cbo.gov/ftpdocs/120xx/doc12075/hr1corrected.pdf>.

⁸ U.S. Congressional Budget Office, *CBO Estimate of Mr. Inouye's Amendment #149 to H.R. 1, the Full Year Continuing Appropriations Act, 2011*, available at <http://www.cbo.gov/ftpdocs/120xx/doc12091/Amendment149toHR1.pdf>.

⁹ U.S. Congressional Budget Office, CBO Estimate of H.R. 1473, the Department of Defense and Full Year Continuing Appropriations Act, 2011, as posted on the House Rules Committee website on April 12, 2011, available at <http://www.cbo.gov/ftpdocs/121xx/doc12140/hr1473.pdf>.

Table I. FY2010 Enacted and FY2011 Proposed and Enacted Discretionary Appropriations by Subcommittee and Bill Title
(in billions of U.S.\$)

	FY2010 Enacted	FY2011 Admin. Request	H.R. 1	S.Amdt. 149	FY2011 Enacted	FY2010 Enacted v. FY2011 Enacted
AGRICULTURE^a						
Title I: Agricultural Programs	7.34	7.43	6.44	7.08	6.89	-6%
Title II: Conservation	1.01	0.97	0.86	0.88	0.89	-12%
Title III: Rural Development	2.98	2.68	2.28	2.7	2.64	-11%
Title IV: Nutrition	7.66	8.03	6.89	7.26	7.13	-7%
Title V: Foreign Assistance	2.09	2.17	1.28	2.1	1.89	-10%
Title VI: Related Agencies	2.53	2.52	2.23	2.52 ^b	2.46	-3%
Title VII: General Provisions	0.38	0.01	0.01	0.01	0.01	-97%
TOTAL	23.99	23.81	19.99	22.55	21.91	-9%
<i>Rescissions</i>	-0.63	-0.91	-1.89	-0.85	-1.98	-
Total, Net of Rescissions	23.36	22.90	18.1	21.7	19.93	-15%
COMMERCE-JUSTICE-SCIENCE^c						
Title I: Dept. of Commerce	14.26	8.97	7.38	7.67	7.58	-47%
Title II: Dept. of Justice	28.05	29.74	27.12	27.42	27.06	-4%
Title III: Science Agencies	25.66	26.43	24.7	25.39	25.31	-1%
Title IV: Related Agencies	0.93	0.97	0.86	0.93	0.92	-1%
TOTAL	68.9	66.11	60.06	61.41	60.87	-12%
<i>Rescissions</i>	-2.59	-0.69	-1.84	-2.38	-2.42	
Total, Net of Rescissions	66.31	65.42	58.22	59.03	58.45	-12%
DEFENSE^d						
Title I: Military Personnel	124.17	127.67	126.38	126.38	126.74	2%
Title II: Operation and Maintenance	154.25	167.88	164.13	163.66	163.64	6%
Title III: Procurement	104.4	111.19	102.12	101.63	101.56	-3%
Title IV: Research, Development, Test and Evaluation	80.54	76.13	74.96	74.62	74.58	-7%
Title V: Revolving and Management Funds	3.13	2.38	2.91	2.91	2.91	-7%
Title VI: Other Department of Defense Programs	32.37	34.03	34.31	34.31	34.31	6%
Title VII: Related Agencies ^e	0.71	0.71	0.65	0.65	0.65	-8%

	FY2010 Enacted	FY2011 Admin. Request	H.R. 1	S.Amdt. 149	FY2011 Enacted	FY2010 Enacted v. FY2011 Enacted
Title VIII: General Provisions	-0.94	0.01	0.5	-0.21	-0.22	-77%
Medicare Eligible Retiree Health Care Accrual ^f	10.8	10.87	11.02	11.02	11.02	2%
<i>Subtotal, Base Budget</i>	509.43	530.87	516.98	514.97	515.19	1%
Overseas Contingency Operations	161.03	158.08	157.68	157.68	157.68	-2%
TOTAL	670.46	688.95	674.66	672.65	672.87	0%
<i>Rescissions</i>	<i>-1.24</i>	<i>-</i>	<i>-1.11</i>	<i>-1.21</i>	<i>-2.01</i>	
Total, Net of Rescissions	669.22	688.95	673.55	671.44	670.86	0%
ENERGY & WATER ^g						
Title I: Corps of Engineers	5.45	4.88	4.9	5.23	4.86	-11%
Title II: CUP & Reclamation	1.13	1.11	1.09	1.11	1.09	-4%
Title III: Department of Energy	27.11	29.61	24.6	26.33	25.59	-6%
Title IV: Independent Agencies	0.29	0.28	0.28	0.26	0.25	-14%
TOTAL	33.98	35.88	30.87	32.93	31.79	-6%
<i>Rescissions</i>	<i>-</i>	<i>-</i>	<i>-0.42</i>	<i>-0.35</i>	<i>-</i>	
Total, Net of Rescissions	33.98	35.88	30.45	32.58	31.79	-6%
FINANCIAL SERVICES – GENERAL GOVERNMENT ^h						
Title I: Department of the Treasury	13.56	14.03	12.73	13.84	13.5	0%
Title II: Executive Office of the President	0.77	0.76	0.65	0.73	0.71	-8%
Title III: The Judiciary	6.43	6.90	6.29	6.49	6.48	1%
Title IV: The District of Columbia	0.75	0.73	0.67	0.71	0.70	-7%
Title V: Independent Agencies	4.45	4.84	2.8	4.08	2.69	-40%
TOTAL	25.96	27.26	23.14	25.85	24.07	-7%
<i>Rescissions</i>	<i>-0.09</i>	<i>-0.06</i>	<i>-0.43</i>	<i>-0.43</i>	<i>-0.44</i>	
Total, Net of Rescissions	25.87	27.20	22.71	25.42	23.64	-9%
HOMELAND SECURITY ⁱ						
Title I: Management and Operations ^j	1.26	1.75	1.22	1.34	1.29	2%
Title II: Security, Enforcement and Investigations ^k	31.83	31.05	30.65	31.18	31.04	-2%

	FY2010 Enacted	FY2011 Admin. Request	H.R. 1	S.Amdt. 149	FY2011 Enacted	FY2010 Enacted v. FY2011 Enacted
Title III: Protection, Preparedness, Response and Recovery	13.68	8.75	8.95	8.60	8.56	-37%
Title IV: Research, Development, Training Assessments and Services	1.92	1.99	1.31	1.68	1.59	-17%
TOTAL	48.69	43.54	42.13	42.8	42.48	-13%
<i>Rescissions</i>	-0.15	-	-0.4	-0.59	-0.56	
Total, Net of Rescissions	48.54	43.54	41.73	42.21	41.92	-14%
INTERIOR-ENVIRONMENT ⁱ						
Title I: Department of the Interior	11.00 ^o	11.02	10.29	11.03	10.86	-1%
Title II: Environmental Protection Agency	10.33 ^o	10.03	7.54	9.90	8.82	-15%
Title III: Related Agencies	11.00 ^o	11.39	10.58	10.82	10.70	-3%
Title IV: General Provisions ^m	0.01 ^o	0	0	0	0	-100%
TOTALⁿ	32.34^o	32.44	28.41	31.75	30.38	-6%
<i>Rescissions</i>	-0.10	-0.07	-0.61	-0.66	-0.83	
Total, Net of Rescissions	32.24^o	32.37	27.80	31.09	29.56	-8%
LABOR-HHS-EDUCATION ^p						
Title I: Department of Labor	13.55	13.97	8.57	13.16	12.67	-7%
Title II: Department of Health and Human Services	74.18	74.90	64.67	72.93	70.44	-5%
Title III: Department of Education	64.13 ^q	67.79 ^r	59.35 ^s	70.10	68.34	7%
Title IV: Related Agencies	14.08	15.23	12.32	14.39	13.85	-2%
TOTAL	165.94	171.90	144.92	170.58	165.30	0%
<i>Rescissions</i>	-0.05 ^t	-0.60 ^u	-3.63 ^v	-2.35	-2.35	
Total, Net of Rescissions	165.89	171.29	141.29	168.24	162.95	-2%
LEGISLATIVE BRANCH ^w						
Title I: Legislative Branch	4.67	5.13	4.46	4.5	4.56	-2%
TOTAL	4.67	5.13	4.46	4.5	4.56	-2%
<i>Rescissions</i>				-0.05	-0.01	
Total, Net of Rescissions	4.67	5.13	4.46	4.45	4.54	-3%
MILITARY CONSTRUCTION- VETERANS ^x						

	FY2010 Enacted	FY2011 Admin. Request	H.R. 1	S.Amdt. 149	FY2011 Enacted	FY2010 Enacted v. FY2011 Enacted
Title I: Military Construction	23.5	18.75	17.98	17.48	17.45	-26%
Title II: Department of Veterans Affairs ^y	53.04	56.94	56.73	57.51	56.34	6%
Title III: Related Agencies	0.28	0.28	0.22	0.2	0.23	-18%
Title IV: Military Construction, Overseas Contingency Operations	1.4	1.26	1.26	1.22	1.22	-13%
TOTAL	78.22	77.23	76.19	76.41	75.24	-4%
<i>Rescissions</i>	-0.22	-	-0.75	-2.34	-0.83	
Total, Net of Rescissions	78.00	77.23	75.44	74.07	74.41	-5%
STATE-FOREIGN OPERATIONS ^z						
Title I: State Department & Related ^{aa}	17.46	17.25	15.13	16.22	15.79	-10%
Title II: USAID Admin.	1.66	1.70	1.44	1.61	1.53	-8%
Title III: Bilateral Economic Assistance	25.03	24.58	18.05	21.65	21.21	-15%
Title IV: Military/Security Assistance	8.27	9.96	9.17	8.78	8.12	-2%
Title V: Multilateral Assistance	2.65	3.31	1.46	2.57	2.3	-13%
Title VI: Export Aid	-0.11	-0.14	-0.03	0.07	-0.13	18%
TOTAL	54.96	56.66	45.22	50.9	48.82	-11%
<i>Rescissions</i>	-	-	-0.19	-0.4	-0.65	
Total, Net of Rescissions	54.96	56.66	45.03	50.5	48.17	-12%
TRANSPORTATION-HUD ^{bb}						
Title I: Dept. of Transportation	21.95	23.14	16.81	19.41	17.65	-20%
Title II: Dept. of Housing and Urban Development	46.23	45.61	38.99	44.91	41.15	-11%
Title III: Related Agencies	0.38	0.30	0.52 ^{cc}	0.52 ^{cc}	0.52 ^{cc}	37%
TOTAL	68.56	69.14	56.32	64.84	59.32	-13%
<i>Rescissions^{dd}</i>	-0.56	-0.30	-3.95	-0.75	-3.93	
Total, Net of Rescissions	68.00	68.84	52.37	64.08	55.39	-19%

Sources: FY2012 Congressional Budget Justifications; CRS analysis of H.R. 1, as passed by the House; S.Amdt. 149 to H.R. 1, with accompanying Explanatory Statement for Division A (*Congressional Record*, March 9, 2011); P.L. 111-68; P.L. 111-80; P.L. 111-83; P.L. 111-85; P.L. 111-117; P.L. 111-118; P.L. 111-212; P.L. 111-224; P.L. 111-230; P.L. 112-10; reports accompanying FY2012 appropriations legislation, Appropriations Committee tables (both official and unofficial), and CBO estimates. FY2011 data may be estimates based on draft committee tables.

Notes: Numbers may not add due to rounding. Totals do not include scorekeeping adjustments. FY2010 Enacted includes supplemental funds. Advance appropriations, offsetting receipts, and anomalous features of various agency budgets are treated on a case-by-case basis, as described below.

- a. This section prepared by (name redacted), Specialist in Agriculture Policy.
- b. Does not include Commodity Futures Trading Commission (CFTC), which in the Senate falls under the jurisdiction of the Financial Services subcommittee. CFTC funding is included in the other columns.
- c. This section prepared by (name redacted), Analyst in Crime Policy.
- d. This section prepared by (name redacted), Specialist in U.S. Defense and Budget, and (name redacted), Specialist in Defense Policy and Budgets.
- e. Excludes mandatory funding for related agencies that is subject to appropriation.
- f. Amount shown for Medicare Eligible Retiree Health Care Accrual is a permanent appropriation.
- g. This section prepared by Carl Behrens, Specialist in Energy Policy, and (name redacted), Specialist in Energy Policy.
- h. This section prepared by (name redacted), Analyst in American National Government.
- i. This section prepared by William Painter, Analyst in Emergency Management and Homeland Security policy. Totals include contingency funds and funds marked for defense functions.
- j. Amounts are net of offsetting receipts.
- k. Does not include mandatory appropriation for the Coast Guard Military Retirement Fund.
- l. This section prepared by (name redacted), Specialist in Natural Resources Policy.
- m. H.R. 1, S.Amdt. 149 and FY2011 enacted each include \$2 million for General Provisions, which rounds to \$0.
- n. Amounts are net of offsetting receipts.
- o. FY2010 figures do not reflect \$31.0 million in emergency appropriations.
- p. This section prepared by Karen Lynch, Analyst in Social Policy. Figures include advance appropriations for subsequent years (but not prior year advances). That is, figures represent total funding provided in the bill, regardless of the year in which it becomes available. Except as noted, these figures have not been adjusted for scorekeeping or comparability. FY2011 President's Budget figures reflect changes made to the President's initial request via budget amendments. FY2011 enacted figures are not yet final; they are estimates only.
- q. This figure reflects rescissions of FY2010 funding from three Department of Education accounts, totaling \$142.7 million, required by P.L. 111-226.
- r. For comparability purposes, this estimate treats the Pell Grant program as discretionary, although the President's Budget proposed converting it to a mandatory program in FY2011. For information, see CRS Report R41437, *Federal Pell Grant Program of the Higher Education Act: Background, Recent Changes, and Current Legislative Issues*, by (name redacted).
- s. This estimate reflects a technical adjustment to the Pell Grant maximum award.
- t. The FY2010 rescission of prior year funding comes from the Department of Labor's H-1B revenue.
- u. The FY2011 President's Budget requested rescissions of unobligated prior year funds for Academic Competitiveness and SMART Grants at the Department of Education and the Investment in Reinvention Fund (part of the Working Capital Fund) at the Department of Labor.
- v. H.R. 1 prior year rescissions reflect figures included in the bill, not scorekeeping of rescissions completed by the Congressional Budget Office. In addition to amounts shown here, H.R. 1 also called for a rescission of unobligated advance appropriations for FY2011 that were appropriated to the Corporation for Public Broadcasting in the FY2009 Labor-HHS-Education appropriation; no amount was specified in the bill and thus these funds are not accounted for in this table.
- w. This section prepared by Ida Brudnick, Analyst on the Congress.
- x. Titles I and IV prepared by Daniel Else, Specialist in National Defense. Titles II and III prepared by (name redacted), Specialist in Social Policy.

- y. Does not include advance funding.
- z. This section prepared by Marian Lawson, Analyst in Foreign Assistance.
- aa. Does not include mandatory appropriation for the Foreign Service Retirement Fund.
- bb. This section prepared by Randy Peterman, Analyst in Transportation Policy and (name redacted), Specialist in Housing Policy. Advance appropriations, offsetting collections and receipts are included in the title totals. FY2011 figures are estimates.
- cc. This figure includes the cost of a policy change made by Section 146 of the original FY2011 CR (P.L. 111-242), so is therefore not comparable to FY2010 or FY2011 request.
- dd. Rescission of contract authority under DOT is included.

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