

# CRS Report for Congress

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## Everglades Restoration: The Federal Role in Funding

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### Summary

In 2000, Congress approved a 30-year, \$7.8 billion restoration plan, termed the Comprehensive Everglades Restoration Plan (CERP), for the Everglades ecosystem in southern Florida, and authorized an initial set of projects at a cost of \$1.4 billion. The federal government is expected to pay half the plan's costs, and an array of state, tribal, and local agencies the other half. In addition to the activities under CERP, other federal and state efforts also are contributing to Everglades restoration. To date, all of these efforts combined represent an investment of approximately \$3.6 billion in state funds and \$2.3 billion in federal funds since FY1993. Everglades funding receives attention not only from those interested in Everglades restoration, but also from stakeholders of other restoration initiatives such as those in coastal Louisiana, the Great Lakes, and Chesapeake Bay. The debate and resolution of issues surrounding the authorization and appropriations for Everglades restoration projects could have implications for large-scale restoration initiatives elsewhere. This report provides information on federal appropriations for Everglades restoration, and discusses some issues related to the authorization and appropriations for restoration projects. It will be updated biannually.

### Introduction

The Florida Everglades are a unique network of subtropical wetlands that is now half its original size. The federal government has had a long history of involvement in the Everglades, with the U.S. Army Corps of Engineers (Corps) constructing flood control projects beginning in the 1940s that shunted water away from the Everglades. Many factors, including these flood control projects and agricultural and urban development, have contributed the shrinking and altering of the wetlands ecosystem. Federal agencies began ecosystem restoration activities in the Everglades 15 years ago, but it was not until 2000 that the majority of restoration activities became coordinated under an integrated

plan. With the Water Resources Development Act of 2000 (WRDA 2000; P.L. 106-541), Congress approved the Comprehensive Everglades Restoration Plan (CERP) as a framework for restoration of the Everglades and authorized \$700 million for the federal share of appropriations for initial projects. According to the process established in WRDA 2000, additional Everglades projects are to be presented to Congress for authorization as their planning is completed. Once authorized, the projects will be eligible to receive appropriations from the federal government.

Restoring the Everglades is the largest financial investment in ecosystem restoration authorized by Congress to date. Thus, stakeholders in other large-scale restoration initiatives look to the Everglades as a model and a test case. Some believe the types of activities funded and the level and conditions of funding for the Everglades may set a precedent for other restoration initiatives. This report summarizes the process, history, and current funding of Everglades restoration.

## **CERP Authorizations**

CERP focuses on increasing storage of excess water in the rainy season to provide more water during the dry season for the ecosystem, and for urban and agricultural users. (For more information on CERP, see CRS Report RS20702, *South Florida Ecosystem Restoration and the Comprehensive Everglades Restoration Plan*, by Pervaze A. Sheikh and Nicole T. Carter.) CERP will take an estimated 30 years and \$7.8 billion (\$3.9 billion in federal funds) to complete. WRDA 2000 authorized initial projects and established cost-sharing ratios for Everglades restoration. The federal government is expected to pay half of CERP's costs, and an array of state, tribal, and local agencies (i.e., nonfederal sponsors) the other half. This cost share also applies to all project operation and maintenance costs. No additional Everglades restoration projects have been authorized since 2000. Two projects were considered for authorization as part of WRDA 2004 and other legislation in the 108<sup>th</sup> Congress — Indian River Lagoon-South (IRL-S) wetlands and estuarine restoration (\$1.2 billion), and the Picayune Strand ecosystem restoration (\$363 million, also known as Southern Golden Gates Estates ecosystem restoration). No WRDA was enacted in the 108<sup>th</sup> Congress; however, consideration of a WRDA is likely in the 109<sup>th</sup> Congress. (See CRS Issue Brief IB10133, *Water Resources Development Act (WRDA): Army Corps of Engineers Authorization Issues in the 109<sup>th</sup> Congress*, coordinated by Nicole Carter.)

## **Restoration Appropriations**

Although authorizations for CERP construction are expected to occur primarily through WRDA, which is predominantly a legislative vehicle for Corps authorization, federal appropriations for the activities coordinated under CERP and non-CERP<sup>1</sup> programs are spread out across several federal agencies. The South Florida Ecosystem Restoration Task Force organizes information on past and current appropriations, and

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<sup>1</sup> Restoration not conducted under the authority of CERP is referred to as non-CERP activities or programs. For example, non-CERP activities would include the Everglades National Park maintenance and critical ecosystem studies done by the National Park Service, among other things.

requests for future Everglades appropriations, in an annual cross-cut budget.<sup>2</sup> Federal funding for Everglades restoration is largely concentrated in two appropriations bills — the Interior and Related Agencies appropriations bill and the Energy and Water Development appropriations bill. The Interior and Related Agencies appropriations laws have provided funds for restoration projects to several Department of the Interior (DOI) agencies, including the National Park Service (NPS), Fish and Wildlife Service (FWS), U.S. Geological Survey, and Bureau of Indian Affairs. Everglades restoration appropriations in the Energy and Water Development appropriations bill are for the Corps. Smaller amounts of restoration funding have been spread across other appropriations bills for use by a diverse set of agencies, including the National Oceanic and Atmospheric Administration (Commerce, Justice, and State, the Judiciary, and Related Agencies appropriations), U.S. Environmental Protection Agency (VA, HUD, and Related Agencies appropriations), and U.S. Department of Agriculture (U.S. Department of Agriculture and Related Agencies appropriations).

**DOI Appropriations for FY2005.** Interior and Related Agencies appropriations laws and conference reports typically do not specify the level of appropriations for many Everglades restoration activities. Rather, the Administration's budget request identifies restoration funding totals for the previous year. For FY2005, appropriations for Interior and Related Agencies were included in the FY2005 Consolidated Appropriations Act (P.L. 108-447). The DOI was appropriated \$65.5 million for CERP and non-CERP restoration activities for FY2005, over \$40 million less than the requested amount of \$105.9 million. This is also \$3.6 million less than the enacted level in FY2004.<sup>3</sup> For FY2006, the Administration is requesting \$83.5 million for DOI. (See **Table 1** for details.) The primary increase is a request for \$25 million to construct the Modified Water Deliveries project.

FY2005 appropriations law contains a provision that conditions funding for some restoration activities on a report of phosphorus concentrations in waters entering the Everglades.<sup>4</sup> The provision states that funds appropriated in the FY2005 Consolidated Appropriations Act and any prior acts for the Modified Water Deliveries restoration project (Mod Waters) will be provided *unless* administrators of four federal departments/agencies (Secretary of the Interior, Secretary of the Army, Administrator of the EPA, and the Attorney General) indicate in a joint annual report that water entering the Arthur R. Marshall Loxahatchee National Wildlife Refuge and Everglades National Park does not meet state water quality standards, and the House and Senate Committees on Appropriations respond in writing disapproving the further expenditure of funds.<sup>5</sup>

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<sup>2</sup> See [<http://www.sfrestore.org/documents/index.html>], accessed Jan. 11, 2005, for a list of Everglades crosscut budgets from FY1993 to FY2005.

<sup>3</sup> For detailed program information under DOI appropriations for the Everglades, see CRS Report RL32306, *Appropriations for FY2005: Interior and Related Agencies*, coordinated by Carol Hardy-Vincent and Susan Boren.

<sup>4</sup> This provision was initially enacted in the FY2004 Interior appropriations law (P.L. 108-108).

<sup>5</sup> These provisions stem from concerns regarding a Florida state law, enacted on May 20, 2003, that amended the Everglades Forever Act of 1994 (Florida Statutes §373.4592) that authorizes a new plan to mitigate phosphorus pollution in the Everglades. High levels of phosphorus are  
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**Table 1. DOI Everglades Appropriations, FY2004-FY2005**  
(\$ in thousands)

Agencies Requesting Funding for Everglades Restoration	FY2004 Enacted	FY2005 Enacted	FY2006 Request
National Park Service	44,329	45,116	67,702
Fish and Wildlife Service	16,342	12,075	12,531
U.S. Geological Survey	7,847	7,738	7,888
Bureau of Indian Affairs	539	536	388
CERP Funding <sup>a</sup>	[8,772]	[8,517]	[8,596]
<b>Total Appropriations</b>	<b>69,057</b>	<b>65,465</b>	<b>83,509</b>

Source: DOI, *FY2006, The Interior Budget in Brief* (Washington, Feb. 2005) and P.L. 108-447 (under Interior and Related Agencies appropriations for FY2005).

<sup>a</sup>This CERP funding was appropriated to NPS and FWS, so it is only accounted for once in calculating the total DOI Everglades appropriation.

**Corps Funding for FY2005.** For the Corps, the enacted FY2005 appropriations (P.L. 108-447) are \$115.3 million for Everglades restoration activities. This is \$22.2 million below the FY2004 level of \$137.5 million. The requested amount for FY2006 is \$137 million, which includes funds for CERP. (See **Table 2.**)<sup>6</sup>

**Table 2. Corps Everglades Appropriations, FY2004-FY2005**  
(\$ in thousands)

Activities for Everglades Restoration	FY2004 Enacted	FY2005 Enacted	FY2006 Request
Central and South Florida Project	105,000	69,400	[14,213] <sup>a</sup>
Everglades and South Florida Ecosystem Restoration	14,800	25,792	137,000
Kissimmee River Restoration	17,700	17,856	n/a <sup>b</sup>
Florida Keys Water Quality Improvement	0	2,232	0
CERP funding <sup>c</sup>	[39,063]	[67,000]	[68,000]
<b>Total</b>	<b>137,500</b>	<b>115,280</b>	<b>137,000</b>

Source: P.L. 108-137 (FY2004 Energy and Water Appropriations Act) and P.L. 108-447 (FY2005 Consolidated Appropriations Act). Civil Works Budget for the Army Corps of Engineers FY2006 accessed on Feb. 8, 2006, at [<http://www.usace.army.mil/civilworks/cecwb/budget/budget.pdf>].

<sup>a</sup>This funding is proposed for flood control and therefore not included in the restoration total for FY2006.

<sup>b</sup>This line item is under Everglades and South Florida Ecosystem Restoration for FY2006 request.

<sup>c</sup>CERP funding is included in the Everglades and South Florida Ecosystem Restoration line item.

**Funding History: FY1993-FY2005.** Federal and state funding for restoration activities in the Everglades ecosystem was provided for several years before CERP's congressional approval. Funding (CERP and non-CERP activities) for Everglades restoration activities by the state of Florida has exceeded federal funding every year since 1994. That is, from FY1993 to FY2005, federal appropriations for restoration activities

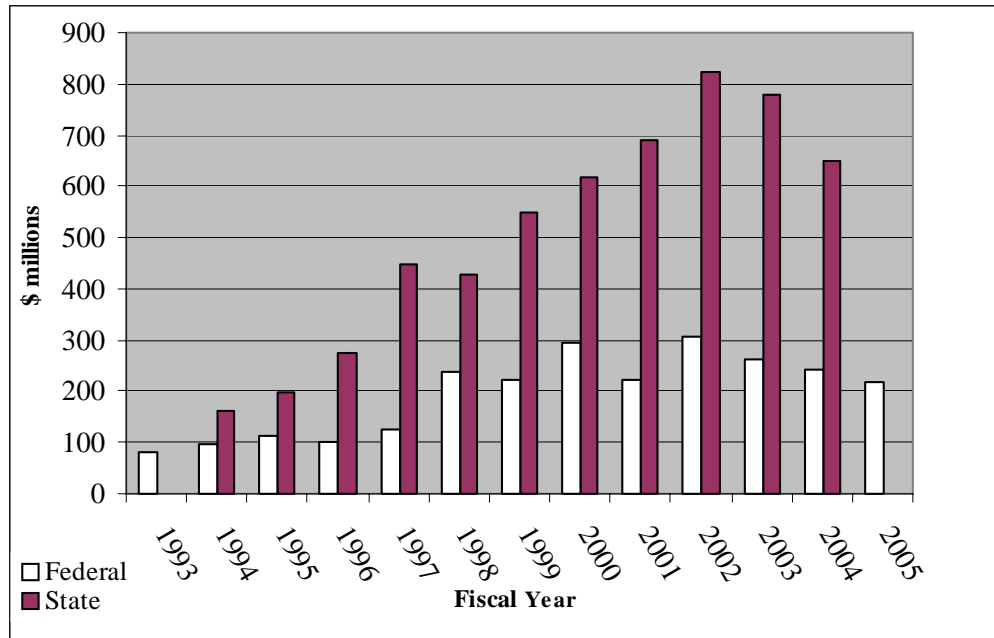
<sup>5</sup> (...continued)

a primary cause of ecosystem alteration in the Everglades. (For more information see CRS Report RL32131, *Phosphorus Mitigation in the Everglades*, by Pervaze Sheikh and Barbara Johnson.)

<sup>6</sup> For detailed program information, see CRS Report RL32307, *Appropriations for FY2005: Energy and Water Development*, by Carl Behrens.

in the Everglades ecosystem were about \$2.3 billion dollars, while state funding topped \$3.6 billion. (See **Figure 1**.)

**Figure 1. Federal and State Funding for Everglades Restoration, FY1993-FY2005 (CERP and Non-CERP Activities)**  
(in \$ millions)



**Source:** Data from The South Florida Ecosystem Restoration Program, *Fiscal Year 2000 and 2005 Crosscut Budget* (Miami, FL: 2000 and 2005). For FY1993 and FY2005, state funding is not available.

From FY1993 to FY2000, average federal funding for restoration activities was about \$159 million annually. After the enactment of WRDA 2000, both federal and state funding increased, peaking in FY2002 at over \$800 million. From FY2001 to FY2005, average annual federal funding was about \$258 million, an increase of approximately \$100 million from earlier funding levels.

As previously noted, CERP funding is a subset of all Everglades funding. Florida has primarily invested its CERP funds to acquire land and to plan and design restoration projects. Because the federal government is not responsible for land acquisition under CERP, much of the federal funding appropriated under CERP has been for planning and feasibility studies for restoration projects. From FY2001 to FY2004, Florida has provided approximately \$803 million for CERP activities, while the federal government has provided about \$155 million. Although some argue that this disparity in funding violates the 50-50 cost share, the cost share agreement in WRDA 2000 is interpreted by others to apply to the overall CERP effort, not annually or for each project. This allows for disparities among some projects and for a given project during its various phases.

## Implementation Issues Related to Funding

Key Everglades funding issues during the 109<sup>th</sup> Congress likely will include the level of funding for restoration activities, the authorization of new CERP projects, and the role of the state and federal government in setting restoration priorities. Funding issues in the

Everglades are of interest to stakeholders representing large-scale ecosystem restoration initiatives throughout the country. The expense of other large-scale restoration initiatives, such as in the Great Lakes (estimated \$6.0 billion) and Chesapeake Bay (estimated \$15.0 billion), is often compared to the cost of Everglades restoration. These comparisons, however, often do not distinguish among the differences in federal roles, responsibilities, and cost shares for each of these efforts.

A funding issue receiving broad attention is the level of commitment by the federal government in the Everglades. Some observers measure commitment by the frequency and number of projects authorized under CERP, and the appropriations they receive. Because no restoration projects have been authorized since WRDA 2000, these observers are concerned that federal commitment to CERP implementation is waning. Others are waiting to gauge federal commitment by the provision of construction funding as the first projects break ground in the next few years. Some state and federal officials argue that federal funding will increase as CERP projects move beyond design, into construction.<sup>7</sup>

Another issue is the role of the state in prioritizing restoration projects. The current dominance of state funds has generated some concern that the state of Florida is defining which Everglades projects proceed.<sup>8</sup> Some contend that state priorities may not be in the federal interest; others argue that these concerns are unfounded because state funding is a reflection of the state's financial responsibility for acquiring land early in the restoration process. This concern was heightened when the state announced a program, *Acceler8*, that aims to accelerate the state's portion of funding, design, and construction of eight CERP projects.<sup>9</sup> Most of the projects are for constructing reservoirs to collect excess water and maintain flood control; others are for restoring habitat. By fast-tracking these projects, the state contends that Everglades restoration benefits will be realized sooner and flood control and water conservation will function better. These projects require congressional authorization before they can receive federal construction funding.

Implementation of Everglades restoration continues to evolve as some of the initial projects move into construction and a second set of projects seek congressional authorization. Supporters of the Everglades restoration effort and of other large-scale restoration efforts in other parts of the country are watching to see if the federal financial commitment keeps pace with congressional authorization, the timeline outlined in CERP, and the financial investments by the State of Florida.

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<sup>7</sup> Curtis Morgan, "Money Gap in Everglades Restoration Plan Raises Concerns," *Miami Herald*, Jan. 14, 2005.

<sup>8</sup> Editorial, "Two Bushes and the Everglades," *New York Times*, Nov. 10, 2004.

<sup>9</sup> *Ibid.*