

# **Critical Minerals on the U.S. Outer Continental Shelf: The Bureau of Ocean Energy Management's Role and Issues for Congress**

Updated May 14, 2025

**Congressional Research Service**

<https://crsreports.congress.gov>

R48302



**R48302**

May 14, 2025

**Caitlin Keating-Bitonti**  
Specialist in Natural  
Resources Policy

**Laura B. Comay**  
Specialist in Natural  
Resources Policy

# Critical Minerals on the U.S. Outer Continental Shelf: The Bureau of Ocean Energy Management's Role and Issues for Congress

The first and second Trump Administrations and the Biden Administration have issued executive orders announcing U.S. policies to build and strengthen the resiliency of domestic critical mineral supply chains. On April 24, 2025, as part of a broader national effort to secure reliable supplies for critical minerals, the Trump Administration issued Executive Order 14285, “Unleashing America’s Offshore Critical Minerals and Resources.” *Critical minerals* include any minerals, elements, substances, or materials that are determined to be essential to the economic and national security of the United States, have a supply chain vulnerable to disruption, and play an essential role in manufacturing a product whose absence would significantly affect U.S. economic or national security. One potential source of critical minerals is the U.S. outer continental shelf (OCS), the federally managed ocean area extending from the outer boundaries of state-controlled waters (generally 3 nautical miles [nmi] from shore) to 200 nmi from shore, with some exceptions. Experts estimate that 37 of the U.S. Geological Survey’s (USGS’s) 2022 list of 50 critical minerals occur on the OCS. Seabed deposits with critical mineral resources may occur across the OCS, but not all deposits on the OCS may be economically viable.

The Bureau of Ocean Energy Management (BOEM), within the Department of the Interior (DOI), administers offshore energy and mineral leasing on the OCS, pursuant to the Outer Continental Shelf Lands Act (OCSLA, as amended; 43 U.S.C. §§1331-1356c). BOEM’s two primary roles related to critical minerals consist of (1) evaluating the OCS for these resources and (2) leasing submerged lands for critical mineral development. Within BOEM, the Marine Minerals Program seeks to facilitate access to and manage marine minerals on the OCS. To date, the Marine Minerals Program has supported work to evaluate critical mineral resources on the OCS, but BOEM has not issued any leases for critical mineral exploration and development. On February 3, 2025, the Secretary of the Interior, in Secretarial Order 3417, directed all DOI bureaus and offices to identify authorities to facilitate identification, permitting, and leasing of critical minerals on federal lands and the OCS, among other directives. On April 15, 2025, Impossible Metals, a U.S. deep-sea mining company, announced that it had submitted a request to BOEM to commence a leasing process for exploration and potential development of critical minerals on the OCS offshore of American Samoa.

BOEM works with the National Oceanic and Atmospheric Administration (NOAA) and USGS to determine which areas of the OCS have potential for critical minerals. For example, these three agencies contributed to the *National Strategy for Ocean Mapping, Exploring, and Characterizing the United States Exclusive Economic Zone* (NOMECS Strategy). The Implementation Plan for the NOMECS Strategy was issued in 2021. A goal of the NOMECS Strategy is to “explore and characterize priority areas,” such as areas with potential for critical minerals. In addition to the NOMECS Strategy, BOEM is developing the National Offshore Critical Minerals Inventory (NOCMI), a conceptual framework to organize its resource evaluation and environmental research related to critical minerals on the OCS. BOEM collaborates with NOAA and USGS to fund, plan, and conduct research relevant to the NOCMI. These agencies have studied or plan to study multiple areas of the OCS, including OCS areas in the western Aleutian Islands (offshore of Alaska), the Escanaba Trough (offshore of California), north of Puerto Rico, around Hawaii and the U.S. Pacific Island territories (e.g., American Samoa, Guam, Northern Mariana Islands), and in the Gulf of America for sites with potential for critical minerals.

As the federal government works to strengthen the United States’ domestic critical mineral supply chain, Congress may consider BOEM’s role related to the evaluation and assessment of the OCS for these resources as well as the agency’s role in leasing for critical minerals. For example, Congress may evaluate the structure, staffing, and funding of BOEM’s Marine Minerals Program. Congress also could address whether BOEM should pursue critical mineral leasing in areas offshore of U.S. territories that are anticipated to have critical mineral resource potential, following an amendment to the OCSLA (in P.L. 117-169) that redefined the OCS to include these territorial areas. Other considerations may include whether BOEM’s regulations for marine minerals pose economic burdens for the mining industry. Congress may consider how the Jones Act (Section 27 of the Merchant Marine Act of 1920; P.L. 66-261), which requires that waterborne transportation between “U.S. points” be conducted only by vessels built in the United States and owned and crewed by U.S. citizens, might impact critical mineral activities on the OCS. Congress also may weigh potential environmental impacts of mining on the OCS and options for mitigating such impacts.

## **Contents**

Potential OCS Critical Mineral Deposits .....	5
National Offshore Critical Minerals Inventory .....	8
Outer Continental Shelf Areas with Potential for Critical Minerals.....	9
Critical Minerals Environmental Assessment Framework .....	11
Mineral Leasing on the U.S. Outer Continental Shelf.....	11
Selected Previous Federal Lease Sales and Unsolicited Requests for Marine Minerals.....	13
Issues for Congress.....	14
Funding and Program Structure for BOEM's Critical Mineral Activities.....	15
Preferential Rights to Lease the Prospecting Area for Critical Minerals .....	17
Critical Mineral Leasing Offshore of U.S. Territories.....	18
Jones Act and Dredge Act Applicability to Critical Mineral Leasing .....	19
Potential Marine Environmental Impacts of Seabed Mining .....	20

## **Figures**

Figure 1. U.S. Outer Continental Shelf, Including Extended Continental Shelf .....	3
Figure 2. Critical Minerals Occurring Offshore .....	5

## **Tables**

Table 1. Mineral Deposits on the U.S. Outer Continental Shelf.....	6
--	---

## **Contacts**

Author Information.....	22
-------------------------	----

Critical minerals are defined in federal statute to include any minerals, elements, substances, or materials that are determined to be essential to the economic and national security of the United States, have a supply chain vulnerable to disruption, and play an essential role in manufacturing a product whose absence would significantly affect U.S. economic or national security.<sup>1</sup> The first and second Trump Administrations and the Biden Administration each issued executive orders announcing U.S. policies to build and strengthen the resiliency of domestic critical mineral supply chains.<sup>2</sup> For example, in December 2017, President Trump issued Executive Order (E.O.) 13817, “A Federal Strategy to Ensure Secure and Reliable Supplies of Critical Minerals,” which made it the “policy of the Federal Government to reduce the Nation’s vulnerability to disruptions in the supply of critical minerals” and stated that the U.S. government will further this policy by “identifying new sources of critical minerals,” among other activities.<sup>3</sup> At the start of his second term, President Trump issued E.O. 14154, “Unleashing American Energy,” which, among other provisions, encourages energy exploration on the OCS and aims to establish the United States as the leading producer and processor of non-fuel minerals, including rare earth minerals.<sup>4</sup> President Trump also issued E.O. 14156, “Declaring a National Energy Emergency,” which directs agencies to use emergency authorities and other authorities to facilitate, among other things, identification, permitting, and leasing of energy resources including critical minerals.<sup>5</sup> The Energy Act of 2020 (Division Z of P.L. 116-260) directed the President to coordinate the work of departments and agencies to “facilitate the availability, development, and environmentally responsible production of domestic resources to meet national material or critical mineral needs.”<sup>6</sup> Most recently, on April 24, 2025, President Trump issued Executive Order 14285, “Unleashing America’s Offshore Critical Minerals and Resources,” which made it the priority of the United States to “rapidly develop ... domestic capabilities for the exploration, characterization, collection, and processing of seabed mineral resources.”<sup>7</sup>

One potential source of critical minerals is the U.S. outer continental shelf (OCS), the federally managed ocean area extending from the outer boundaries of state-controlled waters (generally 3 nautical miles [nmi] from shore) to at least 200 nmi from shore, with some exceptions (**Figure 1**).<sup>8</sup> Critical minerals may occur on the OCS at the surface of the seabed and marine geologic

<sup>1</sup> 30 U.S.C. §1606(a)(3); 30 U.S.C. §1606(c)(4)(A)-(C). 30 U.S.C. §1606(c)(4)(A) gives the Secretary of the Interior responsibility for identifying and maintaining a list of critical minerals. For more information, see CRS Report R47982, *Critical Mineral Resources: National Policy and Critical Minerals List*, by Linda R. Rowan.

<sup>2</sup> Executive Order (E.O.) 13817, “A Federal Strategy to Ensure Secure and Reliable Supplies of Critical Minerals,” 82 *Federal Register* 60835, December 20, 2017; E.O. 13953, “Addressing the Threat to the Domestic Supply Chain from Reliance on Critical Minerals from Foreign Adversaries and Supporting the Domestic Mining and Processing Industries,” 85 *Federal Register* 62539, September 30, 2020; E.O. 14017, “America’s Supply Chains,” 86 *Federal Register* 11849, February 24, 2021; and E.O. 14154, “Unleashing American Energy,” 90 *Federal Register* 8353, January 29, 2025.

<sup>3</sup> E.O. 13817.

<sup>4</sup> E.O. 14154, “Unleashing American Energy,” 90 *Federal Register* 8353, January 29, 2025.

<sup>5</sup> E.O. 14156, “Declaring a National Energy Emergency,” 90 *Federal Register* 8433, January 29, 2025.

<sup>6</sup> Energy Act of 2020, P.L. 116-260, Division Z, see especially Section 7002(b)(1)(C); 30 U.S.C. §1602(7).

<sup>7</sup> E.O. 14285, “Unleashing America’s Offshore Critical Minerals and Resources,” 90 *Federal Register* 17735, April 29, 2025. Hereinafter E.O. 14285.

<sup>8</sup> Most U.S. states have jurisdiction over an area extending 3 nautical miles (nmi) from their officially recognized coasts, under the Submerged Lands Act (43 U.S.C. §§1301 et seq.). Two states (Florida, along its Gulf coast, and Texas) have been held by the Supreme Court to have boundaries extending 9 nmi from shore. The Commonwealth of Puerto Rico also has jurisdiction over an area of 9 nmi from its coast, whereas other U.S. territories have jurisdiction over areas 3 nmi from their coasts. Beyond state and territorially controlled waters, the federally managed outer continental shelf (OCS) generally extends 200 nmi from shore, but in some areas the United States has claimed *extended continental shelf* beyond this 200-nmi limit. In cases where the OCS abuts a neighboring country’s (continued...)

features (e.g., seamounts), as well as inside some geologic features, such as hydrothermal vents (see “Potential OCS Critical Mineral Deposits,” below). The Bureau of Ocean Energy Management (BOEM), within the Department of the Interior (DOI), administers offshore energy and mineral leasing on the OCS. According to BOEM, the United States is “lagging other nations in domestic [critical mineral] planning and investments, including scientific research” on critical minerals on the OCS (see textbox below, “Countries Pursuing Seabed Mineral Resources on Their Continental Shelves”).<sup>9</sup> On February 3, 2025, the Secretary of the Interior directed all DOI bureaus and offices to identify authorities to facilitate critical mineral activities, as well as activities related to the development of other domestic energy resources, on federal lands and the OCS.<sup>10</sup> E.O. 14285 directed the Secretary of the Interior to “establish an expedited process for reviewing and approving permits for prospecting and granting leases for the exploration, development and production of seabed minerals resources” within the OCS.<sup>11</sup> The executive order also directed the Secretary of the Interior to identify which critical minerals may be derived from the seabed, among other actions.

BOEM’s two primary roles related to critical minerals consist of (1) evaluating the OCS for these resources and (2) leasing submerged lands for critical mineral development. Within BOEM, the Marine Minerals Program seeks to facilitate access to and manage non-energy marine minerals on the OCS.<sup>12</sup> The Marine Minerals Program has supported work to evaluate critical mineral resources on the OCS. To date, BOEM has not issued any leases for critical mineral exploration and development.<sup>13</sup> With regard to evaluation, BOEM has produced prospective maps, based on models and expert knowledge, of where critical minerals could be present on the OCS.<sup>14</sup> This report addresses BOEM’s research on the occurrence of critical minerals on the OCS, BOEM’s work to collect data on baseline environmental conditions, its regulations for critical mineral leasing, and issues for congressional consideration.

---

continental shelf, the OCS may measure less than 200 nmi from the U.S. shoreline. For more information, see CRS Report RL33404, *Offshore Oil and Gas Development: Legal Framework*, by Adam Vann.

<sup>9</sup> Bureau of Ocean Energy Management (BOEM), Marine Minerals Program, *Developing a Critical Minerals Environmental Assessment Framework (CMEAF) for Critical Mineral Activities*, February 10, 2023, pp. 1-4, see p. 2. Hereinafter referred to as BOEM, *Developing a CMEAF for Critical Mineral Activities*.

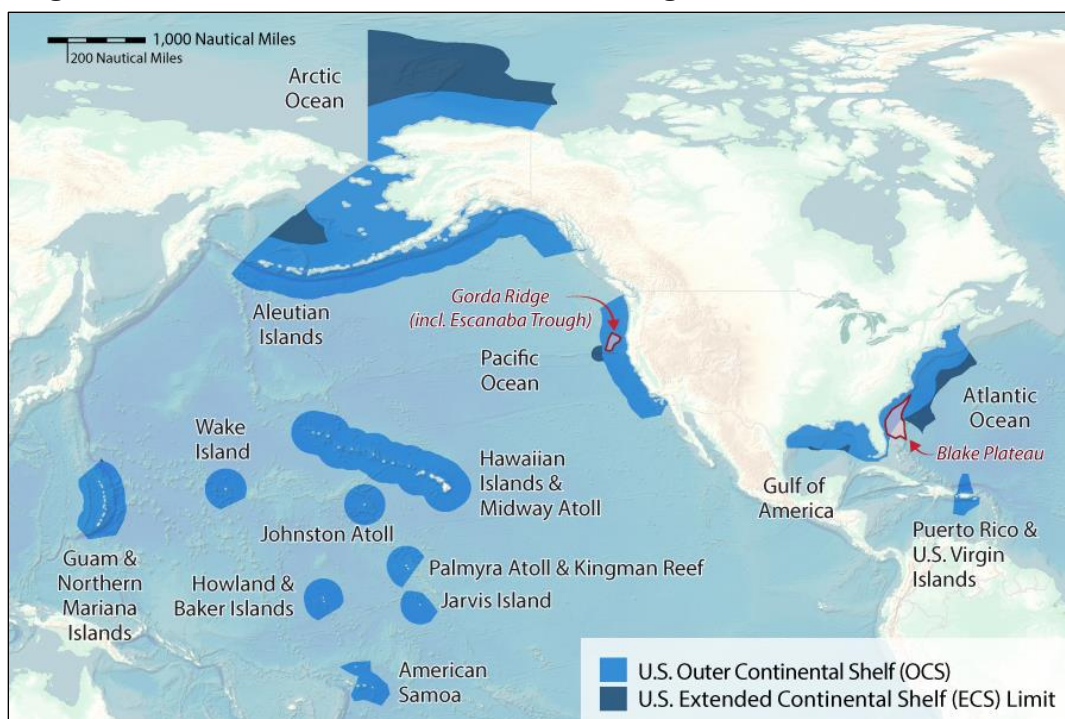
<sup>10</sup> U.S. Department of the Interior (DOI), Secretarial Order (S.O.) 3417, “Addressing the National Energy Emergency,” February 3, 2025. More specifically, the order directed DOI bureaus and offices to “identify the emergency authorities available to them, as well as all other legal authorities, to facilitate the identification, permitting, leasing, development, production, transportation, refining, distribution, exporting, and generation of domestic energy resources and critical minerals including, but not limited to, on Federal lands and the Outer Continental Shelf.”

<sup>11</sup> E.O. 14285.

<sup>12</sup> BOEM, “Marine Minerals Program,” [https://www.boem.gov/sites/default/files/documents/about-boem/MMP-Mission-Vision\\_2.pdf](https://www.boem.gov/sites/default/files/documents/about-boem/MMP-Mission-Vision_2.pdf).

<sup>13</sup> BOEM, “Current Statistics on Leases,” <https://www.boem.gov/marine-minerals/current-statistics/current-statistics-leases>. BOEM’s Marine Minerals Program also manages sand and gravel leasing for coastal restoration, among other activities.

<sup>14</sup> See slide 6 of BOEM’s presentation, “Not Just Nodules—Critical Minerals on the Federal Seabed,” at the National Academies Sciences, Engineering, and Medicine (NASEM) Standing Committee on Environmental Science and Assessment for Ocean Energy Management: April Meeting (April 2-3, 2024). The presentation is available at [https://www.nationalacademies.org/event/42335\\_04-2024\\_standing-committee-on-environmental-science-and-assessment-for-ocean-energy-management-april-meeting](https://www.nationalacademies.org/event/42335_04-2024_standing-committee-on-environmental-science-and-assessment-for-ocean-energy-management-april-meeting). Hereinafter BOEM, “Not Just Nodules.”

**Figure 1. U.S. Outer Continental Shelf, Including Extended Continental Shelf**

**Source:** CRS, modified from Bureau of Ocean Energy Management, “Outer Continental Shelf,” <https://www.boem.gov/oil-gas-energy/leasing/outer-continental-shelf>, and using Stephen R. Hartwell et al., *Polygons of Global Undersea Features for Geographic Searches*, U.S. Geological Survey Open-File Report 2014–1040, ver. 1.1, June 2018, <https://doi.org/10.3133/ofr20141040>.

**Notes:** The OCS generally extends to 200 nautical miles (nmi) from shore. In some areas, the United States has claimed *extended continental shelf* (ECS) beyond this 200-nmi limit based on geological and geophysical data, thereby extending the outer limits of the OCS. In cases where the OCS abuts a neighboring country’s continental shelf, the OCS may measure less than 200 nmi from the U.S. shoreline.

BOEM’s program for the OCS is separate from federal activities related to critical mineral exploration in international waters. For critical minerals occurring in areas beyond national jurisdiction, the National Oceanic and Atmospheric Administration (NOAA) has authority to issue exploration licenses and commercial recovery permits for hard mineral resources (i.e., seabed minerals).<sup>15</sup> For more information on critical mineral exploration in international waters, see CRS In Focus IF12608, *U.S. Interest in Seabed Mining in Areas Beyond National Jurisdiction: Brief Background and Recent Developments*; and CRS Report R47324, *Seabed Mining in Areas Beyond National Jurisdiction: Issues for Congress*.

### **Countries Pursuing Seabed Mineral Resources on Their Continental Shelves**

Several countries have taken steps to mine for seabed minerals on their continental shelves. For example, the Cook Islands, India, Japan, and Norway have passed domestic laws related to seabed mining activities in their national waters, invested in the exploration of their continental shelves for marine minerals, and/or developed technology for the purpose of commercial recovery.

The Cook Islands Seabed Mineral Authority estimates that 6.7 billion metric tons of polymetallic nodules—potato-shaped rocks lying on the deep seafloor that may contain cobalt, copper, manganese, nickel, and rare earth elements (REEs)—occur on the country’s continental shelf. The Cook Islands Seabed Minerals Authority estimates

<sup>15</sup> 30 U.S.C. §§1401-1473.

these nodules contain 20 million metric tons of cobalt. In 2022, the Authority issued three five-year licenses to explore for polymetallic nodules on the Cook Islands continental shelf. As of April 25, 2025, the Cook Islands government has allowed only for exploration of its seabed for polymetallic nodules, not resource extraction. For more information about seabed mining in the Pacific Islands region, see CRS In Focus IFI2974, *Seabed Mining Interests Across the Pacific Islands*, by Caitlin Keating-Bitonti and Jared G. Tupuola.

India's domestic legislation for offshore seabed mining, the Offshore Areas Mineral (Development and Regulation) Act, was amended in 2023 to include an auction method for allocating operating rights within Indian waters. In November 2024, the Ministry of Mines identified 13 offshore mineral blocks for auction in three regions across India's continental shelf. Seven of these blocks, all located off Great Nicobar Island in the eastern Indian Ocean, will be auctioned for polymetallic nodules and crusts, which are expected to contain cobalt, iron, lead manganese, nickel, and REEs. Some opponents of seabed mining have reported that the Geological Survey of India conducted limited observational studies off Great Nicobar Island.

In 2010, Japan experienced REE supply disruptions from China, which controls more than 70% of the global market share in REEs. Japan has since explored its continental shelf for seabed mineral deposits, in accordance with a domestic 2007 ocean policy law. In 2017, a Japanese government-owned mining company reportedly mined zinc and other minerals from an inactive hydrothermal vent on Japan's continental shelf. Japan's government also has invested in pumping machinery to extract deep-sea muds for REEs; researchers estimate these muds could meet annual global demands for some REEs, such as yttrium, europium, terbium, and dysprosium, for 30-60 years. Some experts speculate that seabed mining within Japan's national waters could shift it from being import dependent to being a mineral resources-producing country.

In 2008, Norwegian geologists discovered a hydrothermal vent system located on Norway's continental shelf that occurs along the Arctic Mid-Ocean Ridge. Some geologists have speculated that economic quantities of minerals (e.g., copper, zinc) occur in the deposits surrounding the vent system. On January 9, 2024, the Norwegian Parliament opened an area of its continental shelf for commercial-scale mining activities. Following the Norwegian Parliament's decision, the European Parliament passed a resolution expressing its concerns about Norway opening an area of its continental shelf for mining. On December 1, 2024, Norway's Socialist Left Party blocked the government's plans to offer the country's first deep-sea mining exploration permits in early 2025 due to environmental concerns. Norway's Ministry of Energy plans to hold the first licensing round in 2026, according to reporting.

**Sources:** Rosanna Carver et al., "A Critical Social Perspective on Deep Sea Mining: Lessons from the Emergent Industry in Japan," *Ocean & Coastal Management*, vol. 193 (2020), pp. 1-10; Maia Davies, "Norway Suspends Controversial Deep-Sea Mining Plan," BBC, December 2, 2024, <https://www.bbc.com/news/articles/c9wlj8l8kr7o>; Cook Islands Seabed Mineral Authority (SMA), "Frequently Asked Questions: Exploration Phase," updated September 6, 2022, <https://www.sbma.gov.ck/faqs1>; Cook Islands SMA, "Seven Hundred Trillion Reasons: The Unseen Scale of Cook Islands' Seabed Resources," August 24, 2024, <https://www.sbma.gov.ck/news-3/article-148>; Cook Islands SMA, "Register of Titles," <https://www.sbma.gov.ck/rot>; CRS In Focus IFI2517, *U.S.-Japan Critical Minerals Agreement*, by Kyla H. Kitamura; European Parliament, "Motion for a Resolution on Norway's Recent Decision to Advance Seabed Mining in the Arctic," 2024/2520(RSP), January 31, 2024; India Ministry of Mines, *Tranche I Auction – Offshore Areas Mineral Blocks: Roadshow – Cochin, Kerala*, January 11, 2025, <https://mines.gov.in/admin/download/677fa04bb9edc1736417355.pdf>; Annelise Giseburt, "Japan Prepares to Mine Its Deep Seabed by Decade's End," *Mongabay*, March 21, 2024, <https://news.mongabay.com/2024/03/japan-prepares-to-mine-its-deep-seabed-by-decades-end/>; *Japan Times*, "Japan Successfully Undertakes Large-Scale Deep-Sea Mineral Extraction," September 26, 2017, <https://www.japantimes.co.jp/news/2017/09/26/national/japan-successfully-undertakes-large-scale-deep-sea-mineral-extraction/>; Government of Japan, *Basic Act on Ocean Policy*, Act No. 33 of April 27, 2007, [https://www8.cao.go.jp/ocean/english/act/pdf/law\\_e.pdf](https://www8.cao.go.jp/ocean/english/act/pdf/law_e.pdf); Government of Norway, "Norway Gives Green Light for Seabed Minerals," January 10, 2024, <https://www.regjeringen.no/en/aktuelt/norway-gives-green-light-for-seabed-minerals/id3021433/>; Rolf B. Pedersen et al., "Discovery of a Black Smoker Vent Field and Vent Fauna at the Arctic Mid-Ocean Ridge," *Nature Communications*, vol. 1, no. 126 (2010); Ben Snook et al., "Characterisation of Mineralised Material from the Loki's Castle Hydrothermal Vent on Mohn's Ridge," *Minerals*, vol. 8, no. 12 (2018), pp. 1-22; and Yutaro Takaya et al., "The Tremendous Potential of Deep-Sea Mud as a Source of Rare-Earth Elements," *Scientific Reports*, vol. 8, no. 5763 (2018).

## Potential OCS Critical Mineral Deposits

In 2022, the Secretary of the Interior, acting through the Director of the U.S. Geological Survey (USGS), published a list of 50 critical minerals, of which 37 occur on the OCS (**Figure 2**).<sup>16</sup> In 2023, the United States was 100% net import reliant for five of the critical minerals that occur on the OCS—gallium, manganese, niobium, scandium, and yttrium.<sup>17</sup> E.O. 14285, among other things, directed the Secretary of the Interior to “identify which critical minerals may be derived from seabed resources and coordinate with the Secretary of Defense and the Secretary of Energy to indicate which critical minerals are essential for applications such as defense infrastructure, manufacturing, and energy.”<sup>18</sup>

**Figure 2. Critical Minerals Occurring Offshore**  
(with subset of minerals occurring on the U.S. outer continental shelf)



**Source:** Bureau of Ocean Energy Management, “National Offshore Critical Minerals Inventory: Critical Minerals Occurring Offshore,” <https://www.boem.gov/marine-minerals/offshore-critical-mineral-resources>.

<sup>16</sup> U.S. Geological Survey (USGS), “U.S. Geological Survey Releases 2022 List of Critical Minerals,” February 22, 2022, <https://www.usgs.gov/news/national-news-release/us-geological-survey-releases-2022-list-critical-minerals> (hereinafter referred to as USGS, “2022 List of Critical Minerals”). For more information about USGS research on critical minerals, see CRS Report R48005, *Critical Mineral Resources: The U.S. Geological Survey (USGS) Role in Research and Analysis*, by Linda R. Rowan.

<sup>17</sup> USGS, *Mineral Commodity Summaries 2024*, January 31, 2024, p. 7.

<sup>18</sup> E.O. 14285.

BOEM has identified five main categories of mineral deposits on the OCS that may contain critical minerals: nearshore minerals (known as placers), phosphorites, hydrothermal deposits, ferromanganese crusts, and polymetallic nodules (**Table 1**).<sup>19</sup> Each deposit type is described below, generally in order from deposits occurring nearshore to farthest offshore.

**Table 1. Mineral Deposits on the U.S. Outer Continental Shelf**

Deposit	Description	Depth (meters)	Potential Critical Minerals
Placers (heavy mineral sands)	Heavy minerals mixed with other mud- and sand-sized grains deposited by a river or glacier in a marine nearshore environment	< 200	Platinum, tin, titanium, and some REEs
Phosphorites	Sedimentary rocks containing a high concentration of calcium phosphate that generally occur along continental shelves, slopes, and seamounts	< 1,000	Some REEs
Hydrothermal deposits (seafloor massive sulfide deposits)	Mineral accumulations that form from hot waters emitted at seafloor spreading ridges and areas of undersea volcanic activity	100 to 7,000	Antimony, bismuth, gallium, germanium, tellurium, and zinc
Ferromanganese crusts	Mineral encrustations that form on hard surfaces from seawater rich in dissolved metals occurring in volcanically active regions such as seamounts	600 to 7,000	Cobalt, manganese, nickel, platinum, tellurium, and some REEs, such as scandium
Polymetallic nodules	Potato-shaped rocks composed of concentric layers that form over millions of years as minerals from the seawater and sediment pore water accrete around a hard nucleus (e.g., shark tooth, whale ear bone, rock fragment) lying on the deep seafloor	4,000 to 7,000	Cobalt, lithium, manganese, nickel, tellurium, titanium, and some REEs

**Sources:** Bureau of Ocean Energy Management (BOEM), “National Offshore Critical Minerals Inventory: Types of Relevant Marine Mineral Deposits,” <https://www.boem.gov/marine-minerals/offshore-critical-mineral-resources>; BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 94.

**Notes:** REEs = rare earth elements. The REEs that may be found within marine deposits include scandium, yttrium, lanthanum, cerium, praseodymium, neodymium, samarium, europium, gadolinium, terbium, dysprosium, holmium, erbium, thulium, ytterbium, and lutetium.

Of the five types of deposits, the nearest to shore are *placers*—sedimentary deposits concentrated with heavy minerals that formed by surface weathering and erosion of primary rocks (e.g., bedrock) that are transported and redeposited by gravity, water, glacial activity, or wind.<sup>20</sup> Marine

<sup>19</sup> BOEM, “National Offshore Critical Minerals Inventory: Types of Relevant Marine Mineral Deposits,” <https://www.boem.gov/marine-minerals/offshore-critical-mineral-resources>. Hereinafter referred to as BOEM, “National Offshore Critical Minerals Inventory: Types of Deposits.”

<sup>20</sup> “Placer Deposit,” *Encyclopedia of Geology* (Second Edition), 2021, <https://www.sciencedirect.com/topics/earth-and-planetary-sciences/placer-deposit>.

placers occur in coastal nearshore environments and may contain critical minerals, such as platinum, tin, titanium, and some rare earth elements (REEs).<sup>21</sup>

*Phosphorites* are sedimentary rocks containing a high concentration of calcium phosphate. These rocks generally occur in water depths less than 1,000 meters (m) along continental shelves and slopes, as well as on seamounts. Depending on the location, these deposits may contain one or more REEs.

*Hydrothermal deposits* (also known as *seafloor massive sulfide deposits*) can precipitate from hot waters emitted at seafloor spreading ridges and areas of undersea volcanic activity, such as the Juan de Fuca Ridge located off the Pacific Northwest coast of North America. These deposits generally occur in water depths ranging from 100 to 7,000 m. Hydrothermal deposits may contain critical minerals, such as antimony, bismuth, gallium, germanium, tellurium, and zinc.

*Ferromanganese crusts* are layers (typically less than 25 centimeters thick) of mineral encrustations that form on hard surfaces (e.g., rocks) from seawater rich in dissolved metals occurring in volcanically active regions, such as seamounts and ridges, at water depths of 600 to 7,000 m. These crusts generally form on the tops and flanks of seamounts, precipitating at a growth rate of less than 1 to 4 millimeters per million years. Ferromanganese crusts may contain critical minerals such as cobalt, manganese, nickel, platinum, tellurium, and some REEs, such as scandium.

*Polymetallic nodules* are potato-shaped rocks lying on the deep seafloor, typically at water depths of 4,000 to 7,000 m. The nodules are formed over millions of years as minerals from the seawater and sediment pore water accrete around a hard nucleus (e.g., shark tooth, whale ear bone, rock fragment), forming concentric layers. Critical minerals contained in polymetallic nodules may include cobalt, lithium, manganese, nickel, tellurium, titanium, and REEs.

Three of these five types of marine deposits—hydrothermal deposits, ferromanganese crusts, and polymetallic nodules—also occur beyond the OCS in international waters.<sup>22</sup> Some countries are actively exploring areas of the international seabed with potential for high concentrations of certain critical minerals.<sup>23</sup> The United States is not currently pursuing exploration of the international seabed for the purpose of commercial recovery of critical minerals.<sup>24</sup>

Two types of deposits—placers and phosphorites—tend to occur in shallow water environments, potentially including U.S. state waters. However, the quantities and types of critical minerals and REEs found nearest to shore may not be of commercial interest. Seabed minerals of commercial interest tend to occur in deeper waters beyond state jurisdiction (see **Table 1**).

<sup>21</sup> BOEM, “National Offshore Critical Minerals Inventory: Types of Deposits.” Unless otherwise noted, information in the remainder of this section is drawn from BOEM, “National Offshore Critical Minerals Inventory: Types of Deposits.”

<sup>22</sup> For example, see International Seabed Authority, “Exploration Contracts,” <https://www.isa.org.jm/exploration-contracts/>.

<sup>23</sup> International Seabed Authority, “Exploration Contracts.”

<sup>24</sup> For information about U.S. involvement in international seabed mining activities, see CRS Report R47324, *Seabed Mining in Areas Beyond National Jurisdiction: Issues for Congress*, by Caitlin Keating-Bitonti; and CRS In Focus IF12608, *U.S. Interest in Seabed Mining in Areas Beyond National Jurisdiction: Brief Background and Recent Developments*, by Caitlin Keating-Bitonti.

Oregon, Washington, California, Hawaii and America Samoa prohibit mining in the waters under their jurisdiction (i.e., the first 3 nmi seaward of the coastline).<sup>25</sup> These U.S. states and territories may allow for certain mining exceptions (e.g., beach replenishment, scientific research).

## National Offshore Critical Minerals Inventory

BOEM's Marine Minerals Program is developing a National Offshore Critical Minerals Inventory (NOCMI). The NOCMI aims to "locate, identify, and understand the potential offshore critical minerals essential for national security and economic resilience."<sup>26</sup> BOEM collaborates with NOAA and USGS to fund, plan, and conduct research relevant to the NOCMI, including collecting data about habitats, environmental conditions, and offshore geology.<sup>27</sup> BOEM identifies five strategic priorities under the NOCMI.<sup>28</sup>

1. Advance resource evaluation and environmental assessment standards and information assets
2. Advance assessment of offshore critical minerals
3. Advance understanding of baseline environmental conditions
4. Advance technologies that efficiently and cost-effectively assess offshore critical minerals
5. Provide accessible information on OCS critical minerals

Additionally, several federal agencies, including BOEM, NOAA, and USGS, are coordinating research efforts and resources to achieve the goals outlined in the *National Strategy for Ocean Mapping, Exploring, and Characterizing the United States Exclusive Economic Zone* (NOMECS Strategy).<sup>29</sup> The interagency National Ocean Mapping, Exploration, and Characterization (NOMECS) Council released the Implementation Plan for the NOMECS Strategy in 2021 pursuant to a 2019 presidential memorandum.<sup>30</sup> Among the NOMECS Strategy's goals are to completely

---

<sup>25</sup> Or. Rev. Stat. §196.405 (1991); S.B. 5145, 67<sup>th</sup> Leg., Reg. Sess. (Wash. 2021); A.B. 1832, 2021–2022 State Leg., Reg. Sess. (Cal. 2022); S.B. 2575, 32<sup>nd</sup> Leg., Reg. Sess. (Haw. 2024); and Office of Governor Lemanu P.S. Mauga, Exec. Order No. 006-2024: An Order Implementing a Moratorium on Deep Seabed Mining Exploration and Exploitation Activities (Am. Sam. July 24, 2024).

<sup>26</sup> BOEM, "National Offshore Critical Minerals Inventory," <https://www.boem.gov/marine-minerals/offshore-critical-mineral-resources>.

<sup>27</sup> BOEM, "National Offshore Critical Minerals Inventory: Looking Ahead," <https://www.boem.gov/marine-minerals/offshore-critical-mineral-resources>; BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 93; and BOEM and USGS, "America's Offshore Critical Mineral Resources," fact sheet, pp. 1-2, <https://www.boem.gov/sites/default/files/documents/marine-minerals/Critical%20Mineral%20State.pdf> (hereinafter referred to as BOEM and USGS, "America's Offshore Critical Mineral Resources").

<sup>28</sup> BOEM, "Not Just Nodules," slide 15.

<sup>29</sup> Ocean Policy Committee (OPC), Ocean Science and Technology Subcommittee, *National Strategy for Mapping, Exploring, and Characterizing the United States Exclusive Economic Zone*, June 9, 2020. The U.S. exclusive economic zone is the ocean area located generally between 3 and 200 nmi from the shoreline (White House, "Proclamation 5030: Exclusive Economic Zone of the United States of America," 48 *Federal Register* 10605, March 10, 1983). For more information about U.S. ocean and coastal mapping efforts, see CRS Report R47623, *Frequently Asked Questions: Mapping of U.S. Ocean and Coastal Waters*, coordinated by Caitlin Keating-Bitonti.

<sup>30</sup> OPC, Ocean Science and Technology Subcommittee, National Ocean Mapping, Exploration, and Characterization (NOMECS) Council, *Implementation Plan for the National Strategy for Ocean Mapping, Exploring, and Characterizing the United States Exclusive Economic Zone*, January 2021 (hereinafter referred to as NOMECS Council, *Implementation Plan*); and Executive Office of the President, "Ocean Mapping of the United States Exclusive Economic Zone and the Shoreline and Nearshore of Alaska," 84 *Federal Register* 64699, November 22, 2019. The NOMECS Council reports to the Ocean Science and Technology Subcommittee of the Ocean Policy Committee, an interagency body that helps (continued...)

map the U.S. seafloor and to “explore and characterize priority areas,” such as areas with potential for critical minerals.<sup>31</sup>

## Outer Continental Shelf Areas with Potential for Critical Minerals

Seabed deposits with critical mineral resources likely occur throughout the OCS, but not all deposits will be economically viable.<sup>32</sup> The types and quantities of critical minerals within seabed deposits vary geographically based on local seawater chemistry, porewater chemistry with seafloor sediments, or the resulting seawater chemistry from hot hydrothermal fluids interacting with seafloor crustal rocks.<sup>33</sup> Volcanic activity at ocean ridges or hydrothermal vents often increases the concentration of dissolved metals in the surrounding seawater.<sup>34</sup> In these areas, minerals can precipitate from the seawater onto the seabed, forming mineral deposits of potential economic value.<sup>35</sup>

BOEM, NOAA, and USGS work together to determine which areas of the OCS have potential for critical minerals.<sup>36</sup> BOEM has funded several offshore critical mineral assessment projects on the OCS.<sup>37</sup> In the Pacific, these projects included sites located off the western Aleutian Islands, offshore of Alaska, and in the Escanaba Trough, offshore of California (**Figure 1**).<sup>38</sup> BOEM, NOAA, and USGS first explored seafloor massive sulfide deposits in the Escanaba Trough in the early 1980s.<sup>39</sup> These three agencies also have an ongoing study through FY2027 to investigate the western Aleutian Islands for hydrothermal deposits with potential for critical minerals.<sup>40</sup>

BOEM and USGS are collaborating to assess the offshore areas around Hawaii and the U.S. Pacific Island territories for critical minerals. BOEM anticipates that U.S. Pacific Island territorial areas (e.g., American Samoa, Guam, Northern Mariana Islands) may have seamounts with ferromanganese crusts and polymetallic nodule deposits on the surrounding abyssal plains within U.S. national jurisdiction.<sup>41</sup> In FY2022, BOEM, NOAA, and USGS used seafloor mapping technologies to investigate polymetallic nodule potential offshore of Hawaii in areas adjacent to

---

guide federal ocean policy. The Ocean Policy Committee was established in 2018 through Executive Order 13840, “Ocean Policy to Advance the Economic, Security, and Environmental Interests of the United States,” and codified by the William M. (Mac) Thornberry National Defense Authorization Act for Fiscal Year 2021 (P.L. 116-283), Title X, Subtitle E.

<sup>31</sup> NOME Council, *Implementation Plan*, pp. 15-16.

<sup>32</sup> BOEM and USGS, “America’s Offshore Critical Mineral Resources,” p. 5.

<sup>33</sup> USGS, “Global Marine Mineral Resources,” June 15, 2022, <https://www.usgs.gov/centers/pcmsc/science/global-marine-mineral-resources>.

<sup>34</sup> For example, see National Oceanic and Atmospheric Administration (NOAA), “Hydrothermal Systems in Escanaba Trough,” <https://oceanexplorer.noaa.gov/explorations/22escanaba/features/hydrothermal-systems/hydrothermal-systems.html>.

<sup>35</sup> For example, see USGS, “Critical Minerals in the EEZ,” June 5, 2020, <https://www.usgs.gov/news/featured-story/critical-minerals-eez>.

<sup>36</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 92.

<sup>37</sup> For example, see BOEM, “Marine Mineral Resource Evaluation Studies,” <https://www.boem.gov/marine-minerals/marine-mineral-research-studies/marine-mineral-resource-evaluation-studies>.

<sup>38</sup> BOEM, “Not Just Nodules,” slide 16.

<sup>39</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 93.

<sup>40</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 93; and BOEM, “Seamount Benthic Mapping and Characterization for Deep-Sea Corals, Benthic Ecosystems, and Critical Minerals of the Aleutian Islands,” MM-21-04, [https://www.boem.gov/sites/default/files/documents/environment/environmental-studies/MM-21-04\\_3.pdf](https://www.boem.gov/sites/default/files/documents/environment/environmental-studies/MM-21-04_3.pdf).

<sup>41</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 92.

the Clarion-Clipperton Zone, a 1.7 million-square-mile area of the international seafloor with high commercial interest.<sup>42</sup> BOEM stated in its FY2025 budget justification that it planned to work with USGS and academic researchers to collect bottom samples from specific sites located off Hawaii.<sup>43</sup>

In the Atlantic, BOEM and USGS have stated plans to investigate critical mineral resources north of Puerto Rico within U.S. jurisdiction.<sup>44</sup> Previous seafloor mapping and sediment core data indicate the presence of polymetallic nodules in the region north of the Puerto Rico Trench.<sup>45</sup> BOEM also has participated in federally funded studies to investigate a nodule field located on the Blake Plateau off the state of Georgia (**Figure 1**).<sup>46</sup> However, federal studies of the Blake Plateau nodule field have focused on ecosystem recovery post-seabed disturbance, not the potential for critical minerals within the nodule field.<sup>47</sup> In the 1970s, a private company conducted an experimental seabed mining pilot project on the Blake Plateau to test the nodule collecting capability of its mining machinery.<sup>48</sup> In 1982, USGS visited the pilot project's site to mark the area for future studies.<sup>49</sup> BOEM, NOAA, and USGS have returned to this site several times over the past five years to study the potential long-term environmental impacts of seabed mining.<sup>50</sup>

BOEM also stated in its FY2025 budget justification that “[i]n the Gulf of Mexico, BOEM will kick-start a multi-year study to examine the critical mineral potential of submerged salt brine pools that will extend into 2025 and beyond.”<sup>51</sup> (BOEM’s FY2025 budget justification was prepared prior to the change in presidential administrations, and BOEM had not published its budget justification for FY2026 as of the date of this report.) More recently, Secretary of the Interior Doug Burgum issued DOI Secretarial Order 3418, which aims to “improve energy and critical minerals identification,” among other goals, and directs DOI officials to “prioritize efforts to accelerate the ongoing, detailed geologic mapping of the United States, with a focus on locating previously unknown deposits of critical minerals.”<sup>52</sup>

<sup>42</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 94. For more information about the Clarion-Clipperton Zone, see CRS Infographic IG10053, *Seabed Mining in the Clarion-Clipperton Zone*, by Caitlin Keating-Bitonti, Corrie E. Clark, and Emma Kaboli.

<sup>43</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, pp. 93-94.

<sup>44</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 93.

<sup>45</sup> Kathryn M. Scanlon and Douglas G. Masson, “Fe-Mn Nodule Field Indicated by GLORIA, North of the Puerto Rico Trench,” *Geo-Marine Letters*, vol. 12 (1992), pp. 208-213.

<sup>46</sup> BOEM, “Scientists Explore Site of Historic Seabed Mining Equipment Testing Offshore Georgia,” December 20, 2022, <https://www.boem.gov/newsroom/ocean-science-news/scientists-explore-site-historic-seabed-mining-equipment-testing>. Hereinafter referred to as BOEM, “Scientists Explore Site of Historic Seabed Mining.”

<sup>47</sup> NOAA, “Investigation of a Historic Seabed Mining Equipment Test Site on the Blake Plateau,” <https://oceanexplorer.noaa.gov/explorations/22seabed-mining/welcome.html>. Hereinafter referred to as, NOAA, “Investigation of a Historic Seabed Mining Equipment Test Site on the Blake Plateau.”

<sup>48</sup> NOAA, “Investigation of a Historic Seabed Mining Equipment Test Site on the Blake Plateau.”

<sup>49</sup> NOAA, “Searching for Historic Deep-Sea Mining Impacts on the Blake Plateau,” November 7, 2019, <https://oceanexplorer.noaa.gov/oceanos/explorations/ex1907/logs/nov7/nov7.html>. Hereinafter referred to as, NOAA, “Searching for Historic Deep-Sea Mining Impacts on the Blake Plateau.”

<sup>50</sup> BOEM, “Scientists Explore Site of Historic Seabed Mining.”

<sup>51</sup> BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 93. In February 2025, the U.S. Board on Geographic Names changed the name of the Gulf of Mexico to the Gulf of America, pursuant to E.O. 14172, “Restoring Names that Honor American Greatness,” 90 *Federal Register* 8629, January 31, 2025.

<sup>52</sup> DOI Secretarial Order 3418, “Unleashing American Energy,” February 3, 2025, at <https://www.doi.gov/document-library/secretary-order/so-3418-unleashing-american-energy>.

## Critical Minerals Environmental Assessment Framework

BOEM identified that information about baseline conditions of offshore environments with potential for critical minerals is “sparse.”<sup>53</sup> BOEM, in collaboration with the National Academies of Sciences, Engineering, and Medicine (NASEM), has been developing *environmental baseline* information acquisition and assessment standards for critical mineral-related activities on the OCS.<sup>54</sup> Such baseline data could facilitate BOEM’s evaluation of future requests for lease sales (see further discussion below under “Mineral Leasing on the U.S. Outer Continental Shelf”). Specific research questions to be addressed by BOEM and NASEM include the following:

1. What is the baseline environment associated with deep sea critical mineral resources?
2. What are the potential impacts associated with deep sea critical mineral prospecting and operations activities?
3. What are potential mitigations that can be applied to deep sea critical mineral prospecting and operations activities?<sup>55</sup>

BOEM and NASEM have stated they will engage with affiliated academic partners to develop environmental recommendations and solicit information from stakeholders related to environmental assessment of offshore critical mineral activities.<sup>56</sup>

## Mineral Leasing on the U.S. Outer Continental Shelf

BOEM has authority under the Outer Continental Shelf Lands Act of 1953 (OCSLA; 43 U.S.C. §§1331-1356c) to lease areas of the OCS for critical mineral exploration and development.<sup>57</sup> Pursuant to this authority, BOEM has issued regulations addressing leasing for non-oil and gas minerals, including critical minerals.<sup>58</sup> To date, BOEM has not held any lease sales for critical

---

<sup>53</sup> BOEM, *Developing a CMEAF for Critical Mineral Activities*, p. 1.

<sup>54</sup> Knowledge of the environmental baseline condition of a proposed site for seabed mining can be used to forecast the effects of mining activities or evaluate impacts to the marine environment. BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 93. In 2015, BOEM and NASEM established a committee to assist BOEM in “its efforts to manage development of the nation’s offshore energy resources in an environmental and economically responsible way” (NASEM, “Standing Committee on Environmental Science and Assessment for Ocean Energy Management,” <https://www.nationalacademies.org/our-work/standing-committee-on-environmental-science-and-assessment-for-ocean-energy-management>).

<sup>55</sup> BOEM, *Developing a CMEAF for Critical Mineral Activities*, p. 3.

<sup>56</sup> BOEM, *Developing a CMEAF for Critical Mineral Activities*, p. 3. Stakeholder groups would include nongovernmental organizations, environmental groups, industry, tribes, and other Indigenous groups.

<sup>57</sup> Provisions of the Outer Continental Shelf Lands Act of 1953 (OCSLA) at 43 U.S.C. §1337(k)(1) authorize the Secretary of the Interior to grant leases “of any mineral other than oil, gas, and sulphur in any area of the outer Continental Shelf not then under lease for such mineral.” In 2022, P.L. 117-169, commonly known as the Inflation Reduction Act of 2022 (IRA), expanded the definition of the OCS in the OCSLA to include submerged lands offshore of U.S. territories. As of April 25, 2025, BOEM’s regulations for critical mineral leasing continue to reflect the previous definition of the OCS, prior to the IRA amendment. For further discussion, see the section of this report on “Critical Mineral Leasing Offshore of U.S. Territories.”

<sup>58</sup> BOEM regulations pertaining to leasing for minerals other than oil, gas, and sulfur are at 30 C.F.R. Parts 580-582. Regulations elsewhere in Title 30, Subchapter B, cover leasing for oil, gas, and sulfur.

minerals on the OCS or issued any critical mineral leases.<sup>59</sup> In 1991, BOEM's predecessor agency planned a lease sale for offshore Alaska for gold (which is not considered a critical mineral) and associated minerals but received no bids. Earlier, in the 1960s, the federal government had issued several leases for marine phosphate mining off the California coast; these leases were later terminated. See the section entitled "Selected Previous Federal Lease Sales and Unsolicited Requests for Marine Minerals," below, for further discussion.

The leasing regulations that pertain to non-oil and gas minerals, including critical minerals, cover *prospecting* (pre-lease exploration for marine minerals, including geological and geophysical [G&G] explorations), *leasing* of rights for mineral development, and *operations* under a lease.<sup>60</sup> Commercial prospecting for marine minerals, such as through G&G surveys, requires a BOEM-issued permit unless conducted by an existing leaseholder in that entity's lease area.<sup>61</sup> Data acquired through prospecting must be shared with BOEM.<sup>62</sup> A prospecting permit is separate from a lease to develop minerals in an area, and the prospecting permit does not convey any preferential right to a lease.<sup>63</sup> President Trump's April 24, 2025, executive order on critical minerals directs the Secretary of the Interior to develop an "expedited" process for reviewing and approving OCS critical mineral prospecting permits, as well as for granting leases.<sup>64</sup>

The leasing process may start with an unsolicited request for a lease sale or by BOEM's own initiative.<sup>65</sup> In either case, BOEM would publish in the *Federal Register* a request for interest, which could specify particular areas or minerals to be considered.<sup>66</sup> BOEM selects the areas to be offered at a lease sale based on industry interest, resource information, environmental data, and the recommendations of any joint state-federal task force.<sup>67</sup> Leases are awarded through a competitive cash auction.<sup>68</sup> Unless otherwise specified in the leasing notice, the lease would include rights to all minerals within the leased area except for oil, gas, sulfur, and certain other reserved commodities.<sup>69</sup> Agreements for the use of OCS sand, gravel, and shell resources may be negotiated noncompetitively, outside of the lease sale process.<sup>70</sup>

To conduct operations once a lease is secured, a lessee must obtain BOEM's approval of multiple plans (along with any permits or approvals that may be required from other agencies under various laws).<sup>71</sup> A *delineation plan* describes activities the lessee will take to locate and

<sup>59</sup> BOEM briefing to CRS, March 7, 2024.

<sup>60</sup> 30 C.F.R. Parts 580-582.

<sup>61</sup> Separate rules apply for activities undertaken for purposes of scientific research (30 C.F.R. §580.11).

<sup>62</sup> 30 C.F.R. §§580.24, 580.40-580.52. The data generally are protected from public disclosure for specified lengths of time under BOEM regulations at 30 C.F.R. §§580.70-580.73.

<sup>63</sup> BOEM and USGS, "America's Offshore Critical Mineral Resources," p. 5. For further discussion of this point, see the section below on "Preferential Rights to Lease the Prospecting Area for Critical Minerals."

<sup>64</sup> E.O. 14285. The E.O. states that the expedited process, "consistent with applicable law, should ensure efficiency, predictability, and competitiveness for American companies."

<sup>65</sup> 30 C.F.R. §§581.11-581.12.

<sup>66</sup> 30 C.F.R. §581.12.

<sup>67</sup> 30 C.F.R. §581.14.

<sup>68</sup> 30 C.F.R. §§581.18-581.21.

<sup>69</sup> 30 C.F.R. §581.8.

<sup>70</sup> 30 C.F.R. Part 583.

<sup>71</sup> For example, some offshore mineral exploration and development activities could require authorizations from NOAA under Section 101(a) of the Marine Mammal Protection Act (16 U.S.C. §1371(a)(5)(A)-(E)) and Section 7 of the Endangered Species Act (16 U.S.C. §1536), or from the U.S. Army Corps of Engineers under Section 404 of the Clean Water Act (33 U.S.C. §1344) and Section 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. §403).

characterize the minerals; it also generates information needed for subsequent plans.<sup>72</sup> Among other information, this includes the mineral(s) of primary interest and how they will be located and evaluated, what types of equipment will be used, where test mining will occur, anticipated impacts to the marine environment and how they will be addressed, and potential conflicts with other ocean users. A *testing plan* governs the lessee's program for pilot mining and testing activities, including information on testing locations and methods, equipment to be used, anticipated environmental impacts and how they will be addressed, and other information.<sup>73</sup> For subsequent development and production, the lessee must obtain approval of a *mining plan* that includes "comprehensive detailed descriptions, illustrations, and explanations of the proposed OCS mineral development, production, and processing activities," as well as plans to address environmental impacts and plans to clear the lease area when mining activities end.<sup>74</sup>

BOEM's sister agency, the Bureau of Safety and Environmental Enforcement (BSEE), enforces a lessee's compliance with its BOEM-approved plans. BSEE has promulgated regulations that apply to mineral exploration and development,<sup>75</sup> but to date these activities have not occurred on the OCS. Among other things, the BSEE regulations include provisions for inspections of mining operations, environmental protection measures, penalties for violating requirements and plans, and circumstances under which BSEE would suspend operations and production.

## Selected Previous Federal Lease Sales and Unsolicited Requests for Marine Minerals

In 1961, the Department of the Interior issued six leases for marine phosphate mining on the California OCS.<sup>76</sup> These six leases were terminated, however, following the "discovery of unexploded naval missiles on the ocean floor."<sup>77</sup>

In 1991, the Minerals Management Service, BOEM's predecessor agency, offered a marine mineral lease sale for gold and associated minerals in placer deposits in Alaska's Norton Sound, offshore of Nome (between 3 and 14 miles offshore in water depths from 66 to 99 feet).<sup>78</sup> This offshore area, encompassing approximately 147,000 acres, was adjacent to a mined area in Alaska state waters and upland mining areas.<sup>79</sup> No bids were received by the bid deadline, and no sale occurred.<sup>80</sup> According to one analysis, industry indicated that "low gold prices, limited availability of mining vessels, lowest point of price curve swing, difficulty in obtaining capital

---

<sup>72</sup> 30 C.F.R. §582.22.

<sup>73</sup> 30 C.F.R. §583.23.

<sup>74</sup> 30 C.F.R. §583.24.

<sup>75</sup> 30 C.F.R. §§280-282.

<sup>76</sup> USGS, *Mineral Resource Management of the Outer Continental Shelf*, Geological Survey Circular 720, 1975, p. 3; and U.S. Department of the Interior, Minerals Management Service (MMS), *Federal Offshore Statistics: 1995*, OCS Report MMS 97-0007, 1997, p. 6.

<sup>77</sup> U.S. Department of the Interior, MMS, *Federal Offshore Statistics: 1995*, OCS Report MMS 97-0007, 1997, p. 6.

<sup>78</sup> Anthony C. Giordano, "A Case Study of the Norton Sound Alaska Marine Mineral Lease Sale Process," in *Proceedings of the 1991 Exclusive Economic Zone Symposium on Mapping and Research: Working Together in the Pacific EEZ*, eds. Millington Lockwood and Bonnie A. McGregor (Portland, OR: United States Government Printing Office, 1992), pp. 72-76.

<sup>79</sup> Anthony C. Giordano, "A Case Study of the Norton Sound Alaska Marine Mineral Lease Sale Process."

<sup>80</sup> Anthony C. Giordano, "A Case Study of the Norton Sound Alaska Marine Mineral Lease Sale Process."

financing, better opportunities in State waters, and legal uncertainty” contributed to the lack of bids.<sup>81</sup> Neither phosphate nor gold is on USGS’s 2022 list of 50 critical minerals.<sup>82</sup>

In February 2024, BOEM received an unsolicited request from Impossible Metals, a U.S. deep-sea mining company, for a lease sale for deep-sea polymetallic nodules within the OCS offshore of American Samoa (**Figure 1**).<sup>83</sup> According to BOEM, the applicant planned to target cobalt, lithium, manganese, nickel, and REEs from the nodules (**Figure 2**).<sup>84</sup> Following an internal review of the request, according to BOEM, “the BOEM Director opted not to initiate the steps leading to the offer of OCS minerals for lease, determining that further engagement with the government of American Samoa regarding this matter would be appropriate before any further action.”<sup>85</sup> The then-Governor of American Samoa Lemanu Peleti Mauga issued an order in July 2024 banning deep seabed mining in the territorially controlled waters (i.e., the waters extending 3 nmi seaward from the shore) directly off American Samoa.<sup>86</sup> On January 3, 2025, Pulaali’i Nikalao Pula began his four-year term of Governor of American Samoa.<sup>87</sup> In part due to the new American Samoa Administration,<sup>88</sup> on April 15, 2025, Impossible Metals announced that it had submitted another request to BOEM to commence a leasing process for exploration and potential development of critical minerals on the OCS offshore of American Samoa.<sup>89</sup> Under BOEM regulations, the agency must respond to the request within 45 days of its receipt, either by initiating “steps leading to the offer of OCS minerals for lease” or by notifying the applicant of the reasons for not doing so.<sup>90</sup>

## Issues for Congress

As the United States works to strengthen its domestic critical mineral supply chain, Congress may consider BOEM’s role in evaluating areas of the OCS and leasing submerged lands for critical minerals, as well as the potential roles of other federal agencies. The sections below examine five potential issues for Congress: first, federal funding and program structure for BOEM’s critical mineral activities; second, BOEM’s leasing regulations for marine minerals; third, potential critical mineral leasing offshore of U.S. territories; fourth, potential interpretations by U.S. Customs and Border Protection (CBP) of certain U.S. statutes for vessels engaging in seabed

<sup>81</sup> Anthony C. Giordano, “A Case Study of the Norton Sound Alaska Marine Mineral Lease Sale Process.” Two pending legal actions requesting a preliminary injunction were before the U.S. District Court for the District of Alaska related to the 1991 proposed sale (Nome Eskimo Community and others v. Lujan).

<sup>82</sup> USGS, “2022 List of Critical Minerals.”

<sup>83</sup> Email correspondence from BOEM to CRS, February 25, 2025; and U.S. Congress, House Committee on Natural Resources, Subcommittee on Oversight and Investigations, *Exploring the Potential of Deep-Sea Mining to Expand American Mineral Production*, hearing, 119<sup>th</sup> Congress, 1<sup>st</sup> sess., April 29, 2025, <https://naturalresources.house.gov/calendar/eventsingle.aspx?EventID=417053> (hereinafter *Exploring the Potential of Deep-Sea Mining to Expand American Mineral Production*, hearing).

<sup>84</sup> Email correspondence from BOEM to CRS, February 25, 2025.

<sup>85</sup> Email correspondence from BOEM to CRS, February 25, 2025.

<sup>86</sup> Office of the Governor of American Samoa, Executive Order 006-2024, “An Order Implementing a Moratorium on Deep Seabed Mining Exploration and Exploitation Activities,” July 24, 2024, [https://www.americansamoa.gov/\\_files/ugd/4bfff9\\_cea25f51dcb84d0bbe5bbac7db513477.pdf](https://www.americansamoa.gov/_files/ugd/4bfff9_cea25f51dcb84d0bbe5bbac7db513477.pdf).

<sup>87</sup> Government of American Samoa, “Governor & Lt. Governor,” <https://www.americansamoa.gov/biographies>.

<sup>88</sup> *Exploring the Potential of Deep-Sea Mining to Expand American Mineral Production*, hearing.

<sup>89</sup> Impossible Metals, “Impossible Metals Applies for Deep Sea Mining Lease in U.S. Federal Waters,” April 15, 2025, <https://impossiblemetals.com/blog/impossible-metals-applies-for-deep-sea-mining-lease-in-u-s-federal-waters/>.

<sup>90</sup> 30 C.F.R. §581.11(b).

mining activities on the OCS; and fifth, potential marine environmental impacts of seabed mining.

## Funding and Program Structure for BOEM's Critical Mineral Activities

Congress may consider whether BOEM's resources to evaluate and assess mineral resources on the OCS, conduct any leasing activities, and ensure effective environmental stewardship should be increased, decreased, or retained at current levels. Some stakeholders advocate for additional investment to facilitate exploration and development of critical minerals on the U.S. OCS. Others oppose additional investment, contending that seabed mining is an "unproven industrial endeavor" that may carry "potential financial and legal liabilities for both public and private investors."<sup>91</sup> In addition, some stakeholders oppose seabed mining, arguing that the risks and impacts of seabed mining remain unknown due to insufficient scientific information on the deep sea (see "Potential Marine Environmental Impacts of Seabed Mining," below).<sup>92</sup>

In particular, Congress may consider the structure and funding of BOEM's Marine Minerals Program, which implements the agency's critical mineral activities among other non-oil and gas activities. Historically, the program's funding and full-time equivalent (FTE) employees have focused primarily on provision of offshore sand and gravel resources (e.g., for beach nourishment projects), with fewer resources going to critical mineral-related activities. In FY2024, the Marine Minerals Program budget was \$13.8 million.<sup>93</sup> Of this amount, \$6.2 million (45%) went toward sand and gravel activities and \$2.1 million (15%) went toward critical minerals-related activities.<sup>94</sup> As of July 2024, 21 of the 25 authorized FTE positions for the Marine Minerals Program were filled;<sup>95</sup> of those filled positions, two were "focused on critical minerals," although other BOEM staff may support critical mineral functions on a part-time basis.<sup>96</sup> It is unclear how, if at all, more recent departmental initiatives to reduce the size of the DOI workforce might affect staffing for the program.<sup>97</sup> Congress may consider desired funding levels for the program and

<sup>91</sup> For example, see The Ocean Foundation, *Deep Sea Mining Isn't Worth the Risk: High Costs, Finance Developments Since 2021, and Externalities Stand to Diminish Theoretical Returns on Investment*, 2024, p. 4. Hereinafter referred to as The Ocean Foundation, *Deep Sea Mining Isn't Worth the Risk*.

<sup>92</sup> For example, see Letter from U.S. Representatives Grijalva, Case, Tlaib, Huffman, Norton, McCollum, Cohen, Lofgren, Jackson, Kamlager-Dove, Garcia, and Jayapal to President Biden, June 28, 2024, <https://plus.cq.com/pdf/8043575>. Hereinafter referred to as Letter from U.S. Representatives Grijalva et al., to President Biden, June 28, 2024.

<sup>93</sup> Explanatory statement for P.L. 118-42, Consolidated Appropriations Act, 2024, *Congressional Record*, vol. 170, no. 39 (March 5, 2024), p. S1810.

<sup>94</sup> See page 5 of BOEM's "Marine Minerals Story Map" at the NASEM Standing Committee on Environmental Science and Assessment for Ocean Energy Management: April Meeting (April 2-3, 2024). The story map is available at [https://www.nationalacademies.org/event/42335\\_04-2024\\_standing-committee-on-environmental-science-and-assessment-for-ocean-energy-management-april-meeting](https://www.nationalacademies.org/event/42335_04-2024_standing-committee-on-environmental-science-and-assessment-for-ocean-energy-management-april-meeting). Hereinafter referred to as BOEM, "Marine Minerals Story Map." The remainder of the funding went to personnel (33%), executive direction (5%), and program support (2%). The Administration's FY2025 budget request included \$14.8 million for BOEM's Marine Minerals Program (BOEM, *Budget Justification and Performance Information Fiscal Year 2025*, p. 81).

<sup>95</sup> Email correspondence from BOEM to CRS, August 15, 2024.

<sup>96</sup> Email correspondence from BOEM to CRS, August 15, 2024; and BOEM, "Marine Minerals Story Map," p. 6.

<sup>97</sup> U.S. Office of Management and Budget and U.S. Office of Personal Management, *Guidance on Agency RIF and Reorganization Plans Requested by Implementing the President's "Department of Government Efficiency" Workforce Optimization Initiative*, memorandum, February 26, 2025. Also see Eric Katz, "Interior Department Offers Buyouts, Early Outs to Staff as it Looks to Build Housing on Federal Lands," *Government Executive*, March 17, 2025, <https://www.govexec.com/pay-benefits/2025/03/interior-department-offers-buyouts-early-outs-staff-it-looks-build-housing-federal-lands/403823/>.

whether to direct any changes in the balance of critical mineral activities versus those related to sand and gravel resources.

BOEM also collaborates with other federal agencies to study critical minerals on the OCS. Seabed deposits with potential for critical minerals typically occur in deeper-water environments located beyond the continental shelf (see **Table 1**), and data collection in such environments may be resource and time intensive. As of January 2025, 54% of the U.S. seafloor had been mapped (not including the U.S. extended continental shelf declared in 88 *Federal Register* 88470; see **Figure 1**).<sup>98</sup> On February 3, 2025, the Secretary of the Interior directed all Assistant Secretaries to include in their actions plans actions to accelerate ongoing geologic mapping of the United States, “with a focus on locating previously unknown deposits of critical minerals,” which may include critical minerals on the OCS via the NOMECS Strategy (see “National Offshore Critical Minerals Inventory”).<sup>99</sup> E.O. 14285 directed NOAA, in consultation with the Secretary of State, the Secretary of the Interior, and heads of other relevant agencies, to develop a plan to map priority areas of the seabed, focusing on areas of the OCS with abundant or accessible undersea resources.<sup>100</sup> Congress may consider whether to support federal agencies to map, explore, or characterize certain areas of the OCS, which may elucidate the occurrence, quantity, and potential composition of certain marine deposits.<sup>101</sup> Considerations could include tradeoffs between such activities and other uses of limited federal funds.

Another option to address data gaps regarding the occurrence, quantity, and quality of critical minerals on the OCS could be to direct additional activities under the Marine Minerals Resources Act of 1996 (MMRA; P.L. 104-325). The MMRA authorized the Secretary of the Interior to “establish and carry out a program of research on marine mineral resources.”<sup>102</sup> The research program includes the following goals:

- (1) promote research, identification, assessment, and exploration of marine mineral resources in an environmentally responsible manner;
- (2) assist in developing domestic technologies required for efficient and environmentally sound development of marine mineral resources;
- (3) coordinate and promote the use of technologies developed with Federal assistance, and the use of available Federal assets, for research, identification, assessment, exploration, and development of marine mineral resources; and
- (4) encourage academia and industry to conduct basic and applied research, on a joint basis, through grants, cooperative agreements, or contracts with the Federal Government.

Congress mandated a research program under the MMRA, but has not appropriated funds to support the program’s research objectives such as awarding grants or entering into cooperative agreements with eligible entities related to the identification, assessment, and exploration of marine mineral resources.<sup>103</sup> Additionally, three Marine Mineral Technology Centers, authorized

<sup>98</sup> Department of State, “Continental Shelf and Maritime Boundaries; Notice of Limits,” 88 *Federal Register* 88470, December 21, 2023; and Interagency Working Group on Ocean and Coastal Mapping, *2025 Progress Report: Unmapped U.S. Waters*, March 2025, <https://iocm.noaa.gov/documents/mapping-progress-report2025.pdf>.

<sup>99</sup> U.S. Department of the Interior, S.O. 3418, “Unleashing American Energy,” February 3, 2025.

<sup>100</sup> E.O. 14285.

<sup>101</sup> For example, see NOAA, “Chapter Four: Why Map the Seafloor? To Keep Us—and Natural Resources—Safe,” <https://oceanexplorer.noaa.gov/world-oceans-day-2015/why-map-the-seafloor-to-keep-us-and-natural-resources-safe.html>; and USGS, “Deep Sea Exploration, Mapping and Characterization,” <https://www.usgs.gov/special-topics/deep-sea-exploration%2C-mapping-and-characterization>.

<sup>102</sup> 30 U.S.C. §1902.

<sup>103</sup> BOEM, “Not Just Nodules,” slide 21. 30 U.S.C. §1904.

under the MMRA,<sup>104</sup> have closed due to lack of funding.<sup>105</sup> Some stakeholders might object to additional funding for MMRA activities because funding for environmental studies is not explicitly included in the statute, although the MMRA does direct research centers to identify, assess, explore, and manage marine mineral resources in an “environmentally sound manner.”<sup>106</sup> Others might contend that appropriations for the MMRA could encourage the development of lower-impact recovery technologies, mitigations, and practices for deep-sea critical mineral data and sample collection.<sup>107</sup>

## Preferential Rights to Lease the Prospecting Area for Critical Minerals

BOEM’s critical mineral leasing regulations require that a developer obtain a permit to explore (prospect) in any unleased areas, but this permit does not convey the preferential right to lease the prospecting area (see “Mineral Leasing on the U.S. Outer Continental Shelf,” above).<sup>108</sup> In this respect, BOEM’s regulatory framework differs from that of the International Seabed Authority (ISA) for seabed mining activities in waters beyond national jurisdiction, in that the ISA gives “preference and priority” to prospectors (holders of “exploration” contracts) when awarding seabed mining (“exploitation”) contracts.<sup>109</sup> BOEM’s approach for critical mineral prospecting on the OCS is similar to its framework for geological and geophysical (G&G) explorations for OCS oil and gas, in that a BOEM permit for pre-lease G&G activities in the oil and gas context also does not convey any preference in subsequent leasing of the area for oil and gas development.<sup>110</sup> With regard to the seabed mining industry, BOEM has suggested that some mining companies could be dissuaded from engaging in prospecting by the current regulatory structure, in which a company could conduct assessments and environmental studies as part of a prospecting permit but then lose its bid to lease the prospecting area.<sup>111</sup> Congress could consider whether to direct BOEM to give prospecting companies preferential rights to lease the prospecting area, similar to the ISA. Such a change in BOEM’s regulations for critical mineral leasing could encourage U.S. mining companies to seek prospecting permits, thereby increasing the chances that the mining companies would subsequently obtain a lease and produce critical minerals. However, since prospecting permits may be awarded noncompetitively under current regulations,<sup>112</sup> granting a

<sup>104</sup> 30 U.S.C. §1903(a).

<sup>105</sup> BOEM, “Not Just Nodules,” slide 21.

<sup>106</sup> 30 U.S.C. §1904(d)(4).

<sup>107</sup> BOEM, “Not Just Nodules,” slide 23.

<sup>108</sup> BOEM and USGS, “America’s Offshore Critical Mineral Resources,” p. 5. An exception to the permit requirement would be for prospecting conducted by an existing leaseholder in an already leased area.

<sup>109</sup> The International Seabed Authority (ISA) is an autonomous organization that regulates parties to the United Nations Convention on the Law of the Sea (UNCLOS) conducting mineral-related activities in areas beyond national jurisdiction. Article 10 of the Annex to UNCLOS states that an operator that holds an ISA-issued exploration contract “shall have a preference and a priority among applicants for a plan of work covering exploitation of the same area and resources.” See United Nations, *United Nations Convention on the Law of the Sea of 10 December 1982, Overview and Full Text*, [https://www.un.org/depts/los/convention\\_agreements/convention\\_overview\\_convention.htm](https://www.un.org/depts/los/convention_agreements/convention_overview_convention.htm); and Regulation 24 in ISA, *Decision of the Council of the International Seabed Authority relating to amendments to the Regulations on Prospecting and Exploration for Polymetallic Nodules in the Area and related matters*, ISBA/19/C/17, July 22, 2013. The United States is not a party to UNCLOS and is not a member of the ISA.

<sup>110</sup> 30 C.F.R. Part 551. For both oil and gas geological and geophysical exploration and critical mineral prospecting, the regulations separately provide for existing leaseholders to conduct these exploratory activities in lease areas they already hold, in which case the lessee would have exclusive development rights on its own lease.

<sup>111</sup> BOEM and USGS, “America’s Offshore Critical Mineral Resources,” p. 5.

<sup>112</sup> 30 C.F.R. Part 580, Subpart B.

prospecting entity preferential right to a lease could be seen by some to favor certain companies over others. Such a change also could reduce revenues that the federal government would receive from a competitive lease auction. Some may contend that even without a preferential right to a lease, the chance to gain proprietary geological data about a seabed area would be sufficient to incentivize companies to engage in prospecting in some cases.<sup>113</sup>

## **Critical Mineral Leasing Offshore of U.S. Territories**

P.L. 117-169, commonly known as the Inflation Reduction Act of 2022 (IRA), amended the definition of the OCS in the OCSLA to include submerged lands offshore of U.S. territories as part of the OCS.<sup>114</sup> The IRA also amended the definition of *state* in the OCSLA to include Puerto Rico, Guam, American Samoa, the U.S. Virgin Islands, and the Northern Mariana Islands.<sup>115</sup> Although the IRA provisions primarily related to leasing for wind energy development offshore of the territories, the expanded definition of the OCS would appear to also make territorial submerged lands available for critical mineral leasing. This is because the OCSLA broadly authorizes the Secretary of the Interior to grant non-oil and gas mineral leases in “any area of the outer Continental Shelf not then under lease for such mineral.”<sup>116</sup> To date, BOEM’s regulations for critical mineral leasing continue to reflect the OCSLA’s earlier definition of the OCS, without the IRA amendments to include submerged lands offshore of U.S. territories.<sup>117</sup>

The IRA provisions directed the Secretary of the Interior to pursue wind leasing activities offshore of the territories, while specifying that oil and gas leasing shall not apply to U.S. territories.<sup>118</sup> The IRA did not address potential marine (critical) mineral leasing off U.S. territories. Congress may seek to clarify its intent for critical mineral leasing on the areas of the OCS adjacent to U.S. territories—whether BOEM should allow or restrict critical mineral leasing in these areas. Congress may consider making this clarification in light of areas off U.S. territories that have been identified as having (or are anticipated to have) potential for critical mineral resources (see “Outer Continental Shelf Areas with Potential for Critical Minerals,” above) and Impossible Metals’ April 2025 request to BOEM to commence a leasing process for exploration and potential development of critical minerals offshore of American Samoa. Congress could choose to restrict critical mineral leasing in these areas (e.g., for environmental protection and conservation purposes) or could direct BOEM to offer leases in these areas (e.g., to help build domestic critical mineral supply, pursuant to E.O. 13817). Alternatively, Congress could allow BOEM to determine whether to pursue any critical mineral leasing activities under current authorities.

---

<sup>113</sup> BOEM regulations require that prospecting companies share the geological data they obtain with BOEM, but the agency keeps the data confidential for specified periods of time (30 C.F.R. §§580.70-580.73).

<sup>114</sup> 43 U.S.C. §1331(a). As amended, the act states: “The term ‘outer Continental Shelf’ means—(1) all submerged lands lying seaward and outside of the area of lands beneath navigable waters as defined in Section 1301 of this title, and of which the subsoil and seabed appertain to the United States and are subject to its jurisdiction and control or within the exclusive economic zone of the United States and adjacent to any territory of the United States; and (2) does not include any area conveyed by Congress to a territorial government for administration.”

<sup>115</sup> 43 U.S.C. §1331.

<sup>116</sup> 43 U.S.C. §1337(k)(1).

<sup>117</sup> 30 C.F.R. §581.3.

<sup>118</sup> 43 U.S.C. §§1344(i), 1356c.

## Jones Act and Dredge Act Applicability to Critical Mineral Leasing<sup>119</sup>

The Jones Act (Section 27 of the Merchant Marine Act of 1920; P.L. 66-261) requires that waterborne transportation between “U.S. points” be conducted only by vessels built in the United States and owned and crewed by U.S. citizens.<sup>120</sup> The same requirement applies to dredging vessels under the Dredge Act of 1906 (P.L. 59-185). The Jones Act is applicable to U.S. states and Puerto Rico, but not to U.S. territories and possessions in the Pacific Ocean. CBP has determined that the Dredge Act is applicable to U.S. territories.<sup>121</sup>

One or both of these laws could potentially apply to various aspects of critical mineral development on the OCS, including mining activities and transportation of mined seabed material from the OCS to the U.S. mainland for processing. With regard to the latter, the United States currently “lacks domestic processing and manufacturing capabilities for some critical minerals,” but some stakeholders have proposed development of domestic processing facilities.<sup>122</sup> For example, S. 596 in the 119<sup>th</sup> Congress would direct the Secretary of Energy to establish a Domestic Critical Material Processing Pilot Program to support the processing of not fewer than three different types of critical materials, which may include seabed deposits with critical minerals.<sup>123</sup>

CBP interprets the Jones Act and the Dredge Act for vessels engaging in U.S. offshore activity. Based on its prior interpretations for vessels supporting offshore oil, gas, and wind development, the agency could find the Jones Act applicable to vessels transporting minerals from an offshore mining site to a U.S. onshore point, as well as to vessels transporting supplies to an offshore site. In a 1988 ruling, CBP found that a vessel engaging in offshore phosphorus mining off the coast of North Carolina would be considered a dredge and therefore would be required to be U.S. built, owned, and crewed.<sup>124</sup> Similarly, CBP determined that pipe-laying vessels that dig a trench in the

<sup>119</sup> This section was authored by John Frittelli, CRS Specialist in Transportation Policy.

<sup>120</sup> Some seabed mining operations require two vessels: a production support vessel and a transport vessel. For more information on the Jones Act, see CRS Report R45725, *Shipping Under the Jones Act: Legislative and Regulatory Background*, by John Frittelli.

<sup>121</sup> Department of Homeland Security (DHS), U.S. Customs and Border Protection (CBP), “Application of the Dredge Statute (46 U.S.C. App. 292) to Dredging in American Samoa,” Customs Ruling HQ 111878, September 4, 1991; and DHS, CBP, “Dredging; 46 U.S.C. §55109,” Customs Ruling HQ H327270, November 14, 2022. Customs rulings can be accessed at <https://rulings.cbp.gov/home>.

<sup>122</sup> U.S. Department of Commerce, *A Federal Strategy to Ensure Secure and Reliable Supplies of Critical Minerals*, June 4, 2019, [https://www.commerce.gov/sites/default/files/2020-01/Critical\\_Minerals\\_Strategy\\_Final.pdf](https://www.commerce.gov/sites/default/files/2020-01/Critical_Minerals_Strategy_Final.pdf). Some stakeholders have proposed Texas as a potential site for a smelting or refining facility for processing critical minerals from polymetallic nodules, a proposal that some Members of Congress have supported (Rifat Jabbar et al., *Polymetallic Nodules and the Critical Mineral Supply Chain: A North American Approach*, Wilson Center, pp. 11-12; and James Osborne, “Texas Congressmen Angling to Have Deep-Sea Mined Minerals Refined on the Gulf Coast,” *Houston Chronicle*, December 13, 2023, <https://www.houstonchronicle.com/business/energy/article/deep-sea-minerals-gulf-coast-refinery-18540332.php>).

<sup>123</sup> In the 118<sup>th</sup> Congress, H.R. 7636 would have instructed the President to direct certain federal departments to “coordinate and expedite across Federal agencies the development of infrastructure to process and refine seafloor [polymetallic] nodules within the United States.”

<sup>124</sup> DHS, CBP, “Applicability of 46 U.S.C. App. 292 and 833 to the Exploration for, or the Extraction of, Resources from the Outer Continental Shelf Outside the United States Territorial Waters,” Customs Ruling HQ 109081, May 12, 1988. BOEM found no records of a phosphate lease or of a company mining phosphate in or around 1988. BOEM interprets the CBP ruling as “not referencing an active lease, but rather as presenting a hypothetical situation” (Email correspondence from BOEM to CRS, November 1, 2024).

seafloor to lay pipe also are dredging vessels and thus must comply with the Dredge Act.<sup>125</sup> However, CBP determined that cable-laying vessels are not dredge vessels because they construct only a temporary slot in the sea floor.<sup>126</sup>

CBP's working definition of dredging is "the use of a vessel equipped with excavating machinery in digging up or otherwise removing submarine material"; however, in one ruling, the agency noted an alternative definition from the International Maritime Dictionary that defines dredging as a "vessel or floating structure equipped with excavating machinery, employed in deepening channels and harbors, and removing submarine obstructions such as shoals and bars."<sup>127</sup> This alternative definition could exclude mining vessels, as their purpose is not to deepen channels or harbors.

Based on these prior determinations, it is not clear whether CBP would consider modern seabed mining vessels to be dredging vessels or if its interpretation would depend on the method or technology used for mining. For instance, in the oil and gas sector, drill ships are not required to comply with these acts, nor are offshore oil and gas platforms.

The domestic build requirement can substantially impact the cost and availability of vessels. U.S. offshore vessel operators typically request a letter ruling from CBP concerning whether their proposed activity would require a Jones Act- or Dredge Act-compliant vessel. However, these letter rulings do not establish legal precedent and the agency has, in the past, proposed changing its interpretation. Thus, in addition to the cost and availability of U.S.-built vessels, uncertainty as to the regulatory landscape for vessels engaging in U.S. offshore mining could be an issue for Congress. Congress could consider whether to amend the Jones Act or Dredge Act to clarify whether vessels engaging in U.S. offshore mining and related transportation are subject to or exempt from these acts.

## Potential Marine Environmental Impacts of Seabed Mining<sup>128</sup>

Congress may weigh potential environmental impacts of mining on the OCS and consider whether certain federal agencies may work to mitigate such impacts. For example, BOEM, in collaboration with NASEM, has been developing environmental baseline information acquisition and assessment standards for critical mineral-related activities on the OCS (see "Critical Minerals Environmental Assessment Framework"). In addition, since 2019, BOEM, NOAA, and USGS have collaborated to study the long-term environmental impacts and ecosystem recovery of an area of the Blake Plateau disturbed during a 1970s seabed mining pilot project.<sup>129</sup> Congress may consider whether to support additional work by federal agencies to continue research on the Blake Plateau or other areas of the OCS that may elucidate the potential environmental impacts of seabed mining or provide environmental baseline information. Some stakeholders may oppose federal funding to study the impacts of seabed mining, characterized by some as an "unproven

---

<sup>125</sup> DHS, CBP, "46 U.S.C. §55109; 43 U.S.C. §1333(a); Dredging, Outer Continental Shelf Lands Act; 43 U.S.C. §1333(a)(1)," Customs Ruling HQ H253621, August 14, 2014.

<sup>126</sup> DHS, CBP, "Coastwise Transportation; Undersea Cable Laying; Dredging; 46 U.S.C. §55102; 46 U.S.C. §55109; 19 C.F.R. §4.80b," Customs Ruling HQ H332364, July 25, 2023.

<sup>127</sup> DHS, CBP, "Dredging; 46 U.S.C. §55109," Customs Ruling HQ H327270, November 14, 2022.

<sup>128</sup> For more information about the potential marine environmental impacts of seabed mining that may be applicable to mining activities on the OCS, see CRS Report R47324, *Seabed Mining in Areas Beyond National Jurisdiction: Issues for Congress*, by Caitlin Keating-Bitonti, especially the section "Potential Marine Environmental Impacts of Seabed Mining."

<sup>129</sup> BOEM, "Scientists Explore Site of Historic Seabed Mining;" NOAA, "Investigation of a Historic Seabed Mining Equipment Test Site on the Blake Plateau;" and NOAA, "Searching for Historic Deep-Sea Mining Impacts on the Blake Plateau."

industry,”<sup>130</sup> especially in light of the rate at which energy technologies using critical minerals are evolving. Some critical minerals, including those found in seabed deposits, may be of less interest in the future, should technologies (e.g., electric vehicle batteries) no longer require them.<sup>131</sup>

Some Members of Congress contend that “there is currently insufficient scientific information on the deep sea and related marine ecosystems to fully and accurately assess the risks and impacts of deep seabed mining activities” and have introduced H.R. 664 in the 119<sup>th</sup> Congress to prohibit BOEM from conducting any hardrock mineral leasing activities on the OCS.<sup>132</sup> Other bills in the 119<sup>th</sup> Congress would prohibit BOEM from issuing or extending a lease or any other authorization for exploration, development, or production related to marine minerals, as well as oil and gas activities, in specific areas on the Atlantic OCS (e.g., H.R. 2881, S. 1486) and Arctic OCS (e.g., H.R. 2848, S. 1445).

The potential effects of seabed mining on the marine environment remain incompletely understood. This is in part because commercial-scale seabed mining in areas beyond national jurisdiction under the ISA framework has yet to occur and only a few countries have allowed or tested seabed mining within their waters (see textbox above, “Countries Pursuing Seabed Mineral Resources on Their Continental Shelves”). Some stakeholders are concerned that seabed mining activities may

- Cause deep-sea habitat disturbance and marine biodiversity loss;
- Disturb and disperse seafloor sediments, reducing water quality and clarity for benthic (i.e., living on or within the seafloor) organisms;
- Create sediment plumes along the seabed where mining activities are taking place and in the water column where processed seabed material is discharged back into the ocean;
- Crush, smother, or disperse benthic organisms;
- Harm or affect the behaviors of marine mammals and some large fish; and
- Alter natural marine process such as deep-sea carbon storage.<sup>133</sup>

<sup>130</sup> The Ocean Foundation, *Deep Sea Mining Isn't Worth the Risk*.

<sup>131</sup> For example, Casey Crownhart, “How Sodium Could Change the Game for Batteries,” *MIT Technology Reviews*, May 11, 2023, <https://www.technologyreview.com/2023/05/11/1072865/how-sodium-could-change-the-game-for-batteries/>.

<sup>132</sup> See Section 2(6) of H.R. 664 in the 119<sup>th</sup> Congress.

<sup>133</sup> For example, see Diva Amon et al., “Assessment of Scientific Gaps Related to the Effective Environmental Management of Deep-Sea Mining,” *Marine Policy*, vol. 138 (2022), pp. 1-22; Daniel O. B. Jones et al., “Long-Term Impact and Biological Recovery in a Deep-Sea Mining Track,” *Nature* (2025), pp. 1-7; Lisa Levin et al., “Defining ‘Serious Harm’ to the Marine Environment in the Context of Deep-Seabed Mining,” *Marine Policy*, vol. 74 (2016), pp. 245-259; Kathryn Miller et al., “Challenging the Need for Deep Seabed Mining from the Perspective of Metal Demand, Biodiversity, Ecosystem Services, and Benefit Sharing,” *Frontiers in Marine Science*, vol. 8 (July 2021), pp. 1-7, see p. 4; Holly Niner et al., “Deep-Sea Mining with No Net Loss of Biodiversity—An Impossible Aim,” *Frontiers in Marine Science*, vol. 5 (2018); Beth Orcutt et al., “Impacts of Deep-Sea Mining on Microbial Ecosystem Services,” *Limnology and Oceanography*, vol. 17, no. 7 (2020), pp. 1489-1510; and Rahul Sharma, “Environmental Issues of Deep-Sea Mining,” *Procedia Earth and Planetary Science*, vol. 11 (2015), pp. 204-211.

Efforts to prohibit seabed mining activities on the OCS align with other proposals (e.g., H.R. 663 in the 119<sup>th</sup> Congress) for a precautionary pause or moratorium on deep-seabed mining in international waters until there is sufficient scientific information and knowledge of the deep sea.<sup>134</sup> Proponents of seabed mining that is “properly managed with appropriate governance safeguards” argue that sourcing minerals from seabed deposits has the potential to create less pollution (e.g., tailings, waste), fewer impacts on freshwater sources, and fewer social impacts (e.g., human fatalities, injuries, health effects) compared with traditional land-based open-pit and underground mining.<sup>135</sup> Instances of terrestrial mining have been associated with drinking water contamination, air pollution, and alteration of landscapes, among other impacts.<sup>136</sup>

## Author Information

Caitlin Keating-Bitonti  
Specialist in Natural Resources Policy

Laura B. Comay  
Specialist in Natural Resources Policy

---

## Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. Information in a CRS Report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to Members of Congress in connection with CRS’s institutional role. CRS Reports, as a work of the United States Government, are not subject to copyright protection in the United States. Any CRS Report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS Report may include copyrighted images or material from a third party, you may need to obtain the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.

---

<sup>134</sup> As of April 25, 2025, more than 60 companies have signed a business statement calling for a moratorium on deep-seabed mining (<https://www.stopdeepseabedmining.org/endorsers/>) and more than 30 foreign governments have called for a moratorium on deep-seabed mining (<https://deep-sea-conservation.org/solutions/no-deep-sea-mining/momentum-for-a-moratorium/governments-and-parliamentarians/>). Also, see Letter from U.S. Representatives Grijalva et al., to President Biden, June 28, 2024.

<sup>135</sup> For example, Daina Paulikas et al., “Life Cycle Climate Change Impacts of Producing Battery Metals from Land Ores versus Deep-Sea Polymetallic Nodules,” *Journal of Cleaner Production*, vol. 275 (2020), p. 17.

<sup>136</sup> For example, Aboka Yaw Emmanuel et al., “Review of Environmental and Health Impacts of Mining in Ghana,” *Journal of Health and Pollution*, vol. 8 (2018), pp. 43-52.