

# CRS Report for Congress

## Second FY2008 Supplemental Appropriations for Military Operations, International Affairs, and Other Purposes

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# Second FY2008 Supplemental Appropriations for Military Operations, International Affairs, and Other Purposes

## Summary

On June 19, 2008, the House approved an amended version of H.R. 2642, a bill which makes supplemental appropriations for FY2008 and FY2009, extends unemployment payments, and expands veterans' educational benefits. The bill now passes to the Senate, which may clear the bill for the President if it makes no further amendments. The House-passed bill reflects compromises with the White House on key issues. It extends unemployment benefits for 13 weeks but not 26, allows veterans' educational benefits to be transferred to dependents, does not include an offsetting tax increase, limits the amount of other domestic spending, and delays implementation of six, rather than seven, new Medicaid rules. The House also dropped most Iraq-related policy provisions. In all, the bill provides \$183.5 billion in supplemental funding, including \$2.65 billion of newly added funds to respond to Midwest floods. Extended unemployment benefits are estimated to cost a net of \$10 billion over ten years and enhanced veterans educational benefits \$63 billion.

Earlier, the House approved an initial version of the bill on May 15, 2008. Procedurally, the House took up H.R. 2642, a bill on a different topic, and considered three amendments. By a vote of 141-149, with 132 Republicans voting "present," the House rejected an amendment providing \$162.5 billion in FY2008 and FY2009 for military operations. It adopted a second amendment setting out Iraq-related policies, including a requirement that combat forces be withdrawn from Iraq within 18 months. And it approved a third amendment to expand veterans' educational benefits offset by a tax surcharge; extend unemployment compensation; delay new Medicaid regulations; and provide \$21 billion in supplemental appropriations.

On May 22, 2008, the Senate approved an amended version of the bill providing \$194 billion in supplemental funding. The Senate-passed bill included \$162.5 billion for defense and about \$8 billion more than the House bill for domestic programs. The bill expanded veterans' educational benefits without an offset and limited Medicare payments to new specialty hospitals. On key roll calls, all of which required 60 votes for approval, the Senate rejected by 34-63 an amendment to provide defense funding and to establish Iraq-related policies; approved by 75-22 an amendment to provide defense funding without policy restrictions; and approved by 70-26 an amendment to provide funds for domestic, international affairs, and military construction programs.

During its first session, the 110<sup>th</sup> Congress approved FY2008 emergency supplemental appropriations of \$86.8 billion for the Department of Defense and \$2.4 billion for international affairs. This left unresolved Administration requests for \$102.5 billion for defense and \$5.4 billion for international affairs. For congressional action on FY2008 supplemental funding through December 2007, see CRS Report RL34278, *FY2008 Supplemental Appropriations for Global War on Terror Military Operations, International Affairs, and Other Purposes*, which will not be updated further. This CRS report, RL34451, will review congressional action on remaining FY2008 and additional FY2009 supplemental funding and will be updated regularly.

## Contents

Most Recent Developments .....	1
Highlights of the House Amendments of June 19, 2008 .....	4
How Long Available FY2008 Funding Will Last .....	5
Key Elements of the House- and Senate-Passed Bills .....	6
Expanded GI Bill Veterans' Education Benefits .....	6
House and Senate Differences Over Other Domestic Spending .....	7
Iraq Policy .....	13
House-Passed and Senate Committee Bills .....	13
Defense Funding Issues .....	14
International Affairs Remaining FY2008 and Additional FY2009	
Supplemental Appropriations .....	16
Congressional Action .....	16
Iraq Reconstruction Assistance .....	24
May 15 House Action on Iraq Reconstruction .....	26
May 22 Senate Action on Iraq Reconstruction .....	27
House and Senate Action on Iraqi Role in Reconstruction .....	28
June 19 House Version of FY2008/2009 Supplemental .....	28
Afghanistan Reconstruction Assistance .....	32
Background .....	32
The FY2008 Original and Amended Emergency Supplemental	
Request .....	32
The FY2009 Regular and Supplemental Request .....	33
Congressional Action .....	34
FY2008 Amended Supplemental .....	34
FY2009 Amended Supplemental .....	34
Pakistan .....	37
The FY2009 Regular and Supplemental Request .....	37
The FY2008 Original and Amended Supplemental Request .....	37
Congressional Action .....	38
Sudan .....	38
FY2008 Additional Emergency Supplemental Request .....	38
Congressional Action .....	39
Other Humanitarian Assistance .....	39
Migration and Refugee Assistance (MRA) .....	39
Emergency Refugee and Migration Assistance Fund (ERMA) .....	40
International Disaster Assistance (IDA) .....	40
Food Security and Food Aid .....	40
Other International Affairs Programs .....	41
Congressional Action .....	41
Domestic Programs .....	42
Expansion of Montgomery GI Bill Education Benefits .....	43
The Graham alternative .....	44
PAYGO, Military Retention, and Transferability Issues .....	45
Hurricane Katrina Repairs and Coastal Louisiana Restoration .....	45

Congressional Action .....	46
The Census and Other Domestic Issues .....	46
Decennial Census .....	46
Other Senate Additions of Funding for Domestic Programs .....	47
Appendix A. Status of FY2008 Supplemental Funding Through	
December 2007 .....	48
Status of FY2008 Supplemental Funding .....	48
Congressional Action on FY2008 Supplemental Appropriations	
Through December 2007 .....	48
Administration Requests .....	48
Congressional Action .....	49
Remaining FY2008 and Additional FY2009 Defense Request .....	51
Appendix B. Summary Funding Tables .....	55

## List of Tables

Table 1. Overview of House and Senate Supplemental Appropriations in H.R. 2642 by Title and by Major Category .....	9
Table 2. Selective Comparison of House- and Senate-Passed Supplemental Appropriations, H.R. 2642 .....	10
Table 3. FY2008 and FY2009 Emergency Supplemental for State Department Operations .....	18
Table 4. FY2008 and FY2009 Foreign Operations Emergency Supplemental ..	19
Table 5. House and Senate Rescissions .....	24
Table 6. Supplemental Appropriations for Iraq Reconstruction .....	30
Table 7. Afghanistan Reconstruction Assistance, FY2008-FY2009 .....	36
Table 8. Sudan Emergency Supplemental, FY2008-FY2009 .....	39
Table A-1. Remaining FY2008 and Additional FY2009 Supplemental Funding Requested for the Department of Defense .....	52
Table B-1. Spring FY2008 and FY2009 Supplemental Appropriations: Request, House, and Senate Amounts by Account .....	55
Table B-2. Memorandum: Un-passed House Leadership Bill Defense Funding Compared to Request and Senate-Passed Bill .....	64

# Second FY2008 Supplemental Appropriations for Military Operations, International Affairs, and Other Purposes

## Most Recent Developments

On June 19, 2008, the House approved an amended version of H.R. 2642, a bill to provide supplemental appropriations for FY2008 and FY2009 and which also extends unemployment compensation payments, expands veterans' educational benefits, and delays new Medicaid regulations. In floor action on the bill, the House approved two amendments to a version of the bill previously approved by the Senate. Amendment #1, adopted by a vote of 268-155, included \$162.4 billion for military operations, the same amount as in the same title of the Senate-passed bill. Amendment #2, adopted by a vote of 416-12, reduced the defense total by \$3.6 billion and incorporated all of the other key measures to be included in the final measure. Because the House agreed to the Senate defense total, the bill will be approved if the Senate accepts the second House amendment.

If enacted, the House-passed bill would cost an estimated \$202 billion in FY2008 and FY2009 and almost \$60 billion more through FY2018, of which

- \$183.5 billion is supplemental appropriations for defense, international affairs, disaster relief, and some other domestic programs, including \$2.65 billion of newly added funds to respond to Midwest flooding earlier in the month;
- \$14 billion in FY2008 and FY2009 is for extended unemployment benefits, with a net cost, following savings in future years, of \$10 billion over eleven years through FY2018;
- \$796 million in FY2008 and FY2009 and \$63 billion through FY2018 is for expanded veterans educational benefits; and
- \$1.2 billion in FY2008 and FY2009 is due to Medicaid rules changes.

The House-passed bill reflects compromises with the White House on key issues. On major issues the bill extends unemployment benefits for 13 weeks but not for 26 weeks; expands veterans' educational benefits as in earlier House and Senate bills and adds a provision allowing benefits to be transferred to spouses and dependents, as the White House had proposed; does not include a surcharge on high income taxpayers to offset costs of expanded educational benefits as in the earlier House-passed bill; delays six, rather than seven, new Medicaid rules; does not

approve the bulk of unrequested funds for domestic programs included in the Senate-passed bill; adds \$2.65 billion in new funds, partly at the request of the President, to replenish emergency accounts expected to be used to respond to recent Midwest floods; and does not include most Iraq-related policy provisions in the original House-passed bill, except for provisions requiring Iraq to match U.S. economic assistance, prohibiting permanent bases in Iraq, and applying mandatory fraud reporting requirements to contractors working abroad. The bill now passes to the Senate, which may clear the bill for the President if it makes no further amendments. Senate action is expected before the July 4 recess.

In earlier action on the bill, on May 15, 2008, the House approved an initial version of the bill that provided \$21 billion for military construction, international affairs, and domestic programs, but did not include \$162.5 billion that the House leadership had proposed for operations in Iraq and Afghanistan. The House bill also approved extended unemployment compensation payments, expanded veterans educational benefits, and Medicaid rules changes. Procedurally, as a vehicle for considering supplemental appropriations without a committee markup, the House brought to the floor the Senate-passed version of H.R. 2642, the FY2008 military construction/veterans' affairs appropriations bill that had been incorporated into the FY2008 consolidated appropriations act.<sup>1</sup> The House then considered three amendments as substitutes for the text of the bill.

- By a vote of 141-149 with 132 voting present, the House rejected the first amendment to provide \$96.6 billion in FY2008 and \$65.9 billion in FY2009 funding for military operations.
- By a vote of 227-196, the House approved a second amendment to require the withdrawal of combat forces from Iraq within 18 months; establish readiness requirements for the deployment of U.S. troops; require that any agreement on the status of U.S. forces in Iraq be authorized by Congress; mandate that Iraq match U.S. reconstruction aid dollar-for-dollar and agree to subsidize fuel costs for U.S. forces; make contractors in war zones subject to prosecution for offenses that would violate U.S. law; prohibit the establishment of permanent bases in Iraq; and prohibit interrogation techniques not authorized in the Army Field Manual.
- And, by a vote of 256-166, the House approved a third amendment providing \$21 billion in FY2008 and FY2009 for military construction, domestic, and international affairs programs. The amendment also included expanded veterans educational benefit at an estimated cost of \$52 billion over ten years, with an offsetting increase in taxes on those with incomes above \$500,000 for an

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<sup>1</sup> H.R. 2642 was the FY2008 military construction/veterans affairs appropriations bill in the 1<sup>st</sup> session of the 110<sup>th</sup> Congress. Both the House and the Senate passed versions of the bill. Further action on the bill became unnecessary when a conference agreement on the bill was incorporated into the FY2008 consolidated appropriations act, H.R. 2764, P.L. 110-161, that the President signed into law on December 26, 2007.

individual or \$1,000,000 for a couple. And the amendment included an extension on unemployment benefits and Medicaid rules changes.

A week later, on May 22, 2008, the Senate approved an amended version of H.R. 2642, providing \$194 billion in supplemental appropriations for FY2008 and FY2009, and also approving extended unemployment payments, expanded veterans' educational benefits, Medicaid rules changes, and adding a limit on Medicare payments to new specialty hospitals. On key roll call votes, all of which required 60 votes for approval, the Senate

- rejected by a vote of 34-63 an amendment to the House bill to provide funding for defense programs and to establish various Iraq policy provisions;
- approved by a vote of 75-22 an amendment providing defense funding without policy restrictions; and
- approved by a vote of 70-26 an amendment providing funding for domestic programs, international affairs, and military construction.

Earlier, on May 2, the White House sent Congress an amendment to its FY2009 budget formally requesting \$70 billion in emergency FY2009 funding, including \$66 billion for the Department of Defense and \$4 billion for international affairs programs. The \$66 billion request for the Defense Department constituted a “bridge fund” sufficient to allow the services to carry on both day-to-day peacetime activities and military operations overseas until the middle of 2009. Approval of a bridge fund — which the appropriations committees had planned to provide before the White House made its formal request — would allow Congress to avoid a debate over war funding during the fall election period, and also provide the 111<sup>th</sup> Congress time to act on a full-year war supplemental after the next President takes office.

The \$4 billion FY2009 emergency international affairs request included \$770 million in emergency food-related assistance announced on May 1 (though FY2009 funding would not be available until October 1, 2008), \$1.4 billion for aid to Iraq, \$1.1 billion for aid to Afghanistan, \$350 million for the Middle East, \$193 million for Pakistan, \$123 million for stabilization operations in Africa, \$36 million for security for diplomats in the Middle East, Sudan, and Somalia, and \$15 million for the six party agreement on North Korean nuclear programs.

On May 1, the President announced a new request for \$770 million in FY2009 emergency supplemental appropriations for international food aid. The Administration had requested \$350 million for P.L. 480 international food assistance in its October, 2007, budget amendment to the FY2008 supplemental request. Senators Durbin and Casey had proposed adding \$200 million in food aid to the supplemental.

## Highlights of the House Amendments of June 19, 2008

H.R. 2642, as passed by the House in June 19, 2008, would provide \$96.1 billion for military operations in Iraq, Afghanistan, and elsewhere in FY2008 and \$65.9 billion in FY2009; \$4.2 billion for military construction programs in the United States and abroad; \$10.1 billion for international affairs programs; and \$10.3 billion for domestic programs, including \$2.65 billion, added after the Senate bill was passed on May 22, to respond to Midwest floods. On key issues, the final bill

- expands GI bill veterans' education benefits to provide a full four years of college education for service members who serve 36 or more months abroad, as provided in the House and Senate bills, and also permits benefits to be transferred to spouses and dependents, as the Administration has requested, which increase the estimated ten-year cost from \$52 billion to \$62.8 billion;
- does not include a House-passed 0.5% income tax surcharge on incomes of \$500,000 more for individuals and \$1,000,000 or more for couples intended to offset the cost of the GI bill provisions;
- provides 13 weeks of extended unemployment compensation in all states, but not 26 weeks in some states as in the House and Senate bills, reducing the estimated ten-year cost from \$11 billion to \$8.2 billion.
- adds \$2.65 billion to replenish accounts expected to be used for Midwest flood relief — the White House had reportedly requested \$1.8 billion;<sup>2</sup>
- delays implementation of six of seven Administration changes in Medicaid regulations that would reduce Federal payments to the states, rather than of all seven as in the House and Senate bills;
- drops most Iraq-related policy provisions in the House-passed version of the bill, including a provision requiring withdrawal of combat troops within 18 months, and requiring that troops meet targets for readiness and for dwell time at home between deployments — the bill includes measures requiring the Iraqi government to match amounts of some reconstruction assistance and prohibiting the use of funds to establish permanent bases in Iraq, and it extends mandatory fraud reporting requirements to contractors working abroad;

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<sup>2</sup> Christian Bourge, with Humberto Sanchez contributing, "Hoyer Says War Supplemental Might Reach Floor Thursday," *National Journal Congress Daily*, PM, June 18, 2008.



- provides \$5.8 billion for Gulf Coast hurricane protection levees, as the Administration requested, and deletes \$4.6 billion in additional flood-relief funding in the Senate bill, though the new House bill adds \$73 million for housing vouchers;
- provides \$4.2 billion for military construction, which is \$2.2 billion above the Administration request, \$1.2 billion above the Senate level, and \$0.4 billion below the House May 15-passed bill;
- provides \$400 million in unrequested funds for science programs rather than \$2 billion as in the Senate bill;
- provides \$150 million to bolster Food and Drug Administration safety programs, as in the Senate bill; and
- provides \$178 million for the Bureau of Prisons and \$210 million for the Bureau of the Census, as requested by the agencies, though not formally included in the Administration's May 2, 2008, supplemental request, and as included in both the House and Senate bills.

The following sections of this report have been updated to cover major features of the House June 19 bill.

## How Long Available FY2008 Funding Will Last

Since December 2007, Defense officials had calculated that funding for the Army appropriated in the regular FY2008 defense appropriations act, P.L. 110-116, together with FY2008 supplemental appropriations provided in the consolidated appropriations act, P.L. 110-161, would begin to run out some time in June — by about the middle of June for Army military personnel accounts and by the end of June for Army operation and maintenance. On May 27, however, the Defense Department requested congressional approval to transfer \$9.7 billion of funds to the Army, sufficient, officials said, to extend operations through the end of July.<sup>3</sup> DOD requested that Congress include in a supplemental bill authority to replenish the accounts from which the transfers of funds were to be made. The Defense Department could also invoke the Feed and Forage Act to obligate funds in advance of appropriations or use other standing authorities to extend operations further.<sup>4</sup>

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<sup>3</sup> Department of Defense, “Reprogramming Action — Prior Approval,” DOD Serial Number FY 08-19 PA, “Army Operational Requirements,” and Department of Defense, “Reprogramming Action — Prior Approval,” DOD Serial Number FY 08-18 PA, “Various Military Personnel Appropriations,” both dated May 27, 2008. See also, Christopher J. Castelli, “DOD Seeks to Shift \$9.7 Billion for War Costs,” *Inside Defense*, May 29, 2008.

<sup>4</sup> See CRS Report RL34275, *How Long Can the Defense Department Finance FY2008 Operations in Advance of Supplemental Appropriations?*, by Stephen Daggett and Pat Towell and CRS Report RL33110, *The Cost of Iraq, Afghanistan, and Other Global War* (continued...)

## Key Elements of the House- and Senate-Passed Bills

### Expanded GI Bill Veterans' Education Benefits

The House- and the Senate-passed bills included a measure to provide substantially increased educational benefits for military personnel who serve abroad for thirty-six months or more (see below for a more detailed review of the main provisions). A key issue in congressional action on the bill was whether to offset the long-term costs of expanded benefits, which CBO estimated would amount to \$52 billion over the next ten years. In May, under pressure from “Blue Dog” Democrats, the House leadership agreed to add to the bill a tax surcharge on high income taxpayers as a means of offsetting the cost of the program. The Senate, however, did not agree to the tax offset, and more conservative “Blue Dog” Democrats in the House continued to warn House leaders that they would vote against the final bill if it did not offset the costs. Meanwhile, the White House warned that the President would veto the bill if it included a tax increase. In the end, the House leadership did not include the offset in the final, June 19, version of the bill. On June 19, the House approved the program as part of amendment #2 with only 12 votes against it.

In addition to debate over a tax offset, the Defense Department has opposed key elements of the benefit expansion, and Senate Republicans, with White House support, proposed an alternative measure that would require longer service before personnel could qualify for full benefits. At a May 8 press conference, Secretary of Defense Robert Gates and Joint Chiefs Chairman Admiral Michael Mullen complained that the measure being proposed in the House and Senate bills would undermine retention of personnel because it would make full educational benefits available for service members who have not reenlisted for a second term. On May 6, at an event to honor military spouses, the President said that he was sending to Congress legislation that would improve benefits for military families, including a measure that would allow educational benefits to be transferred to children or spouses.

On May 14, Senate Republicans brought up an alternative GI bill expansion proposal sponsored by Senator Graham as an amendment to pending collective bargaining legislation.<sup>5</sup> That amendment was based on S. 2938, a measure to increase veterans education benefits that Senator Graham proposed on April 29 with a number of co-sponsors, including Senator McCain. The Graham bill would provide larger benefits for military personnel who serve for at least 12 years and permit benefits to be transferred to other family members. The education benefit measure included in the House and Senate supplemental bills, in contrast, was based on a bill, S. 22/H.R. 5740, sponsored by Senator Webb and Representative Mitchell, that

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<sup>4</sup> (...continued)  
*on Terror Operations Since 9/11*, by Amy Belasco.

<sup>5</sup> Bart Jansen, Josh Rogin and Kathleen Hunter, “GOP Slips McCain’s GI Bill Alternative into Play on Senate Floor,” *CQ Today Online News*, May 14, 2008.

provides maximum benefits after thirty-six months of service. See below for a further discussion of specific provisions of the Webb and Graham proposals.

In the end, the June 19 House-passed version of the supplemental adheres to the Webb/Mitchell bill. It provides maximum benefits to personnel with as little as 36 months of service. The final bill, however, also includes a provision allowing service members to transfer benefits to spouses and other dependents. The transfer provision adds \$10.8 billion to the ten-year projected cost of the bill.

## **House and Senate Differences Over Other Domestic Spending**

Apart from the fact that the House rejected funding for military operations (except for military construction funds that were grouped together with funding for domestic programs), the main differences between the initial House and Senate bills had to do with amounts for domestic spending. Both the House and the Senate bills provided \$9.9 billion for international affairs programs, though the bills allocated the funds somewhat differently. Both bills also included expanded GI bill educational benefits, with \$716 million required in FY2008 and FY2009, and extended unemployment benefits costing \$15.6 billion in the first two years.

Beyond that, the House bill provided \$5.8 billion in FY2009 emergency funds for Gulf Coast levee construction; \$1.6 billion for FY2008 and FY2009 costs of delaying new Medicaid reimbursement regulations; \$210 million for the Bureau of the Census; and \$178 million for shortfalls in the federal prison system budget. Representative Obey, the chairman of the House Appropriations Committee, insisted that all of these funds were requested in some form by the Administration.

The Senate-passed bill provided \$8.5 billion more than the House bill for domestic programs. Of the additional funds \$4.6 billion was for hurricane-related relief and reconstruction and other disaster assistance (for a total in the Senate bill of \$10.4 billion), and \$1 billion was provided for low-income energy assistance, \$590 million for state and local law enforcement assistance, \$400 million for secure local schools, \$437 million for veterans' administration polytrauma facilities, \$275 million for food and drug administration safety programs, and \$1.2 billion for a "science initiative" with funds allocated to NASA, the Department of Energy, and the National Institutes of Health.

The additional funds in the Senate bill for domestic programs were a matter of considerable debate among Democrats in view of presidential veto warnings. The House leadership resisted adding funds for domestic programs and, except for veterans education benefits, unemployment compensation, and the cost of delaying new Medicaid rules, the House stayed within limits on spending that the White House insisted on.

In the end, however, the House leadership decided to pursue a bill that would not be vetoed and included relatively little unrequested domestic funding in the final measure.

**Table 1** provides an overview of House and Senate funding compared to the request. It shows funding by title within the bills and it provides a breakdown of defense, international affairs, and domestic spending. **Table 2** provides a comparison of House, Senate, and requested funding for selected programs. It is intended mainly to highlight key differences between the House and the Senate. A detailed breakdown of funding by account is provided in **Tables B-1** and **B-2** in **Appendix B** at end of this report.

**Table 1. Overview of House and Senate Supplemental Appropriations in H.R. 2642 by Title and by Major Category**  
(amounts in millions of dollars)

	Request	House- Passed May 15	Senate- Passed May 22	House- Passed June 19
<b>Discretionary Supplemental Appropriations by Title</b>				
Title I: Military Construction, Veterans, International Matters, and Other Security-Related Matters	11,997,855	14,909,096	14,231,264	15,121,244
Title II: Domestic Matters	—	498,169	4,049,600	1,048,169
Title III: Natural Disaster Relief and Recovery	5,761,000	5,761,000	10,396,751	8,483,619
Title VIII (House) General Provisions (Defense Reductions)	—	—	—	-3,577,845
Title IX: Defense Matters	166,015,369	—	165,427,034	165,427,034
<b>Total FY2008/FY2009 Discretionary Appropriations</b>	<b>183,774,224</b>	<b>21,168,265</b>	<b>194,104,649</b>	<b>186,502,221</b>
<b>Discretionary Supplemental Appropriations by Category</b>				
<b>Defense<sup>a</sup></b>	168,453,900	4,641,684	169,127,993	166,156,996
<b>International Affairs</b>	9,423,558	9,918,108	9,918,608	10,088,608
<b>Domestic</b>	5,896,766	6,608,473	15,058,048	10,256,617
<b>Mandatory Unemployment and Veterans Benefits and Medicaid Rules Delay, FY2008/FY2009 Amounts</b>				
Title IV (House)/Title V (Senate): Emergency Unemployment Compensation	—	15,573,000	15,573,000	14,338,000
Title V (House)/Title IV (Senate): Veterans Educational Assistance	—	716,000	717,000	796,000
Title VII (House)/Title VI (Senate): Medicaid Provisions	—	1,600,000	1,755,000	1,195,000
<b>Total Unemployment, Veterans Educational Benefits, Medicaid Rules Delay</b>	<b>—</b>	<b>17,889,000</b>	<b>18,045,000</b>	<b>16,329,000</b>
<b>Mandatory Unemployment and Veterans Benefits and Medicaid Rules Delay, FY2008-FY2018 Totals</b>				
Emergency Unemployment Compensation	—	11,137,000	11,137,000	9,962,000
Veterans Educational Assistance	—	51,600,000	51,616,000	62,770,000
Medicaid/Other Health Provisions	—	-7,000	2,849,000	-7,000
Tax Surcharge Offset	—	-52,286,000	—	—
<b>Total FY2008-FY2018 Mandatory</b>	<b>—</b>	<b>10,444,000</b>	<b>65,602,000</b>	<b>72,725,000</b>

**Sources:** Request and House June 19 amounts from House Appropriations Committee, explanatory material and funding tables inserted into the *Congressional Record*, June 19, 2008, pp. H5622-H5699; Senate amounts from Senate Appropriations Committee, “FY2008 Supplemental Explanatory Material,” May 20, 2008, on line at [<http://appropriations.senate.gov/>]; House amounts by CRS based on explanatory material prepared by the House Appropriations Committee and distributed on May 15, 2008, by the House Rules Committee on line at [[http://www.rules.house.gov/announcement\\_details.aspx?NewsID=3333](http://www.rules.house.gov/announcement_details.aspx?NewsID=3333)].

**Note:** Totals may not add due to rounding.

- a. In addition to funding provided in Title IX for military operations, the “Defense” category total includes military construction funds and funds for defense-related activities of the Department of Energy provided in Titles I and II. See **Appendix B** for a more detailed display of funding by appropriations account.

**Table 2. Selective Comparison of House- and Senate-Passed Supplemental Appropriations, H.R. 2642**  
(amounts in thousands of dollars)

	Request	House-Passed May 15	Senate-Passed May 22	Senate vs. House
<b>Title I: Other Security, Military Construction, and International Matters</b>				
<b>Department of Agriculture</b>				
P.L. 480 International Food Assistance	745,000	1,245,000	1,245,000	—
<b>Department of Justice</b>				
Federal Bureau of Investigation	140,184	174,769	247,565	+72,796
Drug Enforcement Administration, Salaries and Expenses	8,468	12,166	22,666	+10,500
Other Dept of Justice Programs	37,114	42,369	42,369	—
<b>Department of Defense</b>				
Military Construction	2,010,855	3,275,284	2,228,304	-1,046,980
Family Housing	427,676	1,366,400	1,214,652	-151,748
<b>Department of Veterans Affairs</b>				
Polytrauma Clinics and Other Programs	—	120,000	557,100	+437,100
<b>International Affairs Supplemental Appropriations for Fiscal Year 2008</b>				
<b>Administration of Foreign Affairs, Embassy Security and Other</b>	1,868,008	1,691,008	1,512,900	-178,108
<b>International Organizations, Peacekeeping Programs</b>	386,600	386,600	449,600	+63,000
<b>Broadcasting Board of Governors</b>	—	—	3,000	+3,000
<b>Bilateral Economic and Military Assistance</b>				
International disaster assistance	—	200,000	240,000	+40,000
AID Operation Expenses	41,000	146,000	153,500	+7,500
Economic support fund	2,009,000	1,747,000	1,962,500	+215,500
Democracy fund	—	75,000	76,000	+1,000
International narcotics control and law enforcement	734,000	419,300	520,000	+100,700
Migration and refugee assistance	30,000	325,000	367,108	+42,108
Nonproliferation, anti-terrorism, demining and related programs	5,000	11,200	10,000	-1,200
Foreign Military Financing Programs	—	72,500	—	-72,500
Peacekeeping operations	—	—	10,000	+10,000
World Food Program	—	20,000	—	-20,000
International narcotics control and law enforcement (Sudan)	—	10,000	—	-10,000
Offsetting Rescissions	—	-30,000	—	+30,000
<b>International Affairs Bridge Fund Appropriations for Fiscal Year 2009</b>				
<b>Administration of Foreign Affairs, Embassy Security and Other</b>	1,081,300	836,200	750,700	-85,500
<b>International Organizations, Peacekeeping Programs</b>	40,000	225,500	225,500	—
<b>Broadcasting Board of Governors</b>	—	8,000	6,000	-2,000
<b>Bilateral Economic and Military Assistance</b>				
Global Health and Child Survival	—	75,000	75,000	—
Development Assistance	210,000	200,000	200,000	—
International disaster assistance	270,000	200,000	200,000	—
Operating expenses of the US Agency for International Development	60,000	93,000	93,000	—

	Request	House-Passed May 15	Senate-Passed May 22	Senate vs. House
Operating expenses of the US Agency for International Development Office of Inspector General	—	1,000	1,000	—
Economic support fund	1,297,800	1,147,300	1,132,300	-15,000
International narcotics control and law enforcement	225,000	204,500	151,000	-53,500
Migration and refugee assistance	191,000	350,000	350,000	—
Nonproliferation, anti-terrorism, demining and related programs	—	4,000	4,500	+500
Foreign Military Financing program grants	170,000	170,000	145,000	-25,000
Peacekeeping operations	60,000	85,000	85,000	—
World Food Program	—	—	20,000	+20,000
International narcotics control and law enforcement (Sudan)	—	—	10,000	+10,000
Horn of Africa	—	—	40,000	+40,000
Food Security and Cyclone relief	—	—	225,000	+225,000
Jordan	—	—	300,000	+300,000
Offsetting Rescissions	—	—	-645,000	-645,000
<b>Total, Title I</b>	<b>12,048,005</b>	<b>14,939,096</b>	<b>14,231,264</b>	<b>-707,832</b>
<b>Title II: Domestic Matters</b>				
<b>Food and Drug Administration</b>	—	—	275,000	+275,000
<b>Bureau of the Census</b>	—	210,000	210,000	—
<b>Department of Justice</b>				
United States Marshals Service, Salaries and Expenses	—	—	50,000	+50,000
Federal Prison System, Salaries and Expenses	—	178,000	178,000	—
State and Local Law Enforcement Assistance	—	—	590,000	+590,000
<b>Science</b>				
NASA, Return to Flight	—	—	200,000	+200,000
National Science Foundation	—	—	200,000	+200,000
Non-Defense Energy Programs, Cleanup and Science	—	—	157,000	+157,000
Defense Environmental Cleanup	—	—	243,000	+243,000
National Institutes of Health	—	—	400,000	+400,000
<b>Small Business Administration</b>	—	—	600	+600
<b>Secure Rural Schools</b>	—	—	400,000	+400,000
<b>State Unemployment Insurance</b>	—	110,000	110,000	—
<b>Centers for Disease Control, Research and Training</b>	—	—	26,000	+26,000
<b>Low-Income Energy Assistance (LIHEAP)</b>	—	—	1,000,000	+1,000,000
<b>House of Representatives, Payments to Widows and Heirs</b>	—	169		-169
<b>American Battle Monuments Commission, Foreign Currency Account</b>	—	—	10,000	+10,000
<b>Total, Title II</b>	—	<b>498,169</b>	<b>4,049,600</b>	<b>+3,551,431</b>
<b>Title III: Hurricanes Katrina and Rita, and Other Natural Disasters</b>				
<b>Emergency Conservation Program</b>	—	—	49,413	+49,413
<b>Emergency Watershed Protection Program</b>	—	—	130,464	+130,464
<b>Rural Electric and Telecommunication Loans</b>	—	—	1,000	+1,000

	Request	House-Passed May 15	Senate-Passed May 22	Senate vs. House
<b>Offsetting Rescissions</b>	—	—	-1,000	-1,000
<b>Economic Development Assistance Programs</b>	—	—	75,000	+75,000
<b>National Oceanic and Atmospheric Administration</b>	—	—	75,000	+75,000
<b>State and Local Law Enforcement Assistance</b>	—	—	75,000	+75,000
<b>Corps of Engineers</b>	5,761,000	5,761,000	8,759,745	+2,998,745
<b>Bureau of Land Management, Wildland Fire Management</b>	—	—	125,000	+125,000
<b>National Park Service, Historic Preservation Fund</b>	—	—	15,000	+15,000
<b>EPA, State and Tribal Assistance Grants</b>	—	—	5,000	+5,000
<b>Forest Service, Wildland Fire Management</b>	—	—	325,000	+325,000
<b>Centers for Medicare and Medicaid Services</b>	—	—	350,000	+350,000
<b>Department of Defense</b>				
Military Construction Army National Guard	—	—	11,503	+11,503
Offsetting Rescissions	—	—	-7,000	-7,000
Family Housing Navy	—	—	10,500	+10,500
<b>Emergency Highway Relief Program</b>	—	—	451,126	+451,126
<b>Department of Housing and Urban Development</b>	—	—	146,000	+146,000
<b>Louisiana Road Home (rescission of emergency funds)</b>	—	—	-200,000	-200,000
<b>Total, Title III</b>	<b>5,761,000</b>	<b>5,761,000</b>	<b>10,396,751</b>	<b>+4,635,751</b>
<b>Title IV (Senate)/Title III (House): Veterans Educational Assistance</b>				
<b>Veterans Educational Assistance, FY2008</b>	—	40,000	40,000	—
<b>Veterans Educational Assistance, FY2009</b>	—	676,000	677,000	+1,000
<b>Total, Title IV</b>	—	<b>716,000</b>	<b>717,000</b>	<b>+1,000</b>
<b>TITLE V (Senate)/Title IV (House): Emergency Unemployment Compensation</b>				
<b>Emergency unemployment compensation FY2008</b>	—	6,170,000	6,170,000	—
<b>Emergency unemployment compensation FY2009</b>	—	9,440,000	9,440,000	—
<b>Total, Title V</b>	—	<b>15,610,000</b>	<b>15,610,000</b>	—
<b>Title VI (Senate)/Title V (House): Department of Health and Human Services</b>				
<b>Medicaid Moratorium, FY2008</b>	—	450,000	—	-450,000
<b>Medicaid Moratorium, FY2009</b>	—	1,150,000	—	-1,150,000
<b>Medicaid, Medicare and SCHIP provisions, FY2008</b>	—	—	530,000	+530,000
<b>Medicaid, Medicare and SCHIP provisions, FY2009</b>	—	—	1,225,000	+1,225,000
<b>Total, Title VI</b>	—	<b>1,600,000</b>	<b>1,755,000</b>	<b>+155,000</b>
<b>Title IX: Defense Matters</b>				
<b>Defense Supplemental Appropriations for Fiscal Year 2008</b>				
Military Personnel	16,767,299	—	18,065,599	+18,065,599
Operation and Maintenance	31,271,603	—	31,475,336	+31,475,336
Iraq Freedom Fund	207,500	—	50,000	+50,000
Afghanistan Security Forces Fund	1,350,000	—	1,400,000	+1,400,000
Iraq Security Forces Fund	1,500,000	—	1,500,000	+1,500,000



	Request	House-Passed May 15	Senate-Passed May 22	Senate vs. House
Procurement	44,411,846	—	42,006,355	+42,006,355
Research, Development, Test and Evaluation	2,945,748	—	1,745,483	+1,745,483
Revolving and Management Funds	962,785	—	1,842,560	+1,842,560
Defense Health Program	561,741	—	1,413,864	+1,413,864
Other Programs	69,411	—	146,711	+146,711
General Provisions	6,500	—	6,500	+6,500
<b>Defense Bridge Fund Appropriations for Fiscal Year 2009</b>				
Military Personnel	3,805,000	—	1,194,000	+1,194,000
Operation and Maintenance	44,870,064	—	51,916,009	+51,916,009
Afghanistan Security Forces Fund	3,666,259	—	2,000,000	+2,000,000
Iraq Security Forces Fund	2,000,000	—	1,000,000	+1,000,000
Procurement	2,930,044	—	4,435,320	+4,435,320
Research, Development, Test and Evaluation	379,125	—	387,828	+387,828
Defense Working Capital Funds	2,200,000	—	—	—
Defense Health Program	400,000	—	1,100,000	+1,100,000
Drug Interdiction and Counter-Drug Activities, Defense	130,000	—	188,000	+188,000
Joint Improvised Explosive Device Defeat fund	2,970,444	—	2,000,000	+2,000,000
Mine Resistant Ambush Protected Vehicle fund	2,610,000	—	1,700,000	+1,700,000
Rescission of emergency appropriations	—	—	-146,531	-146,531
<b>Total, Title IX</b>	<b>166,015,369</b>	<b>—</b>	<b>165,427,034</b>	<b>+165,427,034</b>
<b>Total in Bill</b>	<b>183,824,374</b>	<b>39,094,265</b>	<b>212,186,649</b>	<b>+173,062,384</b>

**Sources:** Request and Senate amounts from Senate Appropriations Committee, “FY2008 Supplemental Explanatory Material,” May 20, 2008, on line at [<http://appropriations.senate.gov/>]; House amounts by CRS based on explanatory material prepared by the House Appropriations Committee and distributed on May 15, 2008, by the House Rules Committee on line at [[http://www.rules.house.gov/announcement\\_details.aspx?NewsID=3333](http://www.rules.house.gov/announcement_details.aspx?NewsID=3333)].

## Iraq Policy

**House-Passed and Senate Committee Bills.** The May 15 House-passed version of H.R. 2642 included a package of Iraq-related policy provisions requiring

- that a redeployment U.S. forces out of Iraq begin within 30 days of enactment of the legislation with a goal of completing withdrawal of combat troops by December, 2009;
- that any agreement on the status of U.S. forces in Iraq be authorized by Congress;
- that Iraq match U.S. reconstruction aid dollar-for-dollar;
- that Iraq agree to subsidize fuel costs for U.S. forces; and
- that U.S. troops meet guidelines for readiness before being deployed, including guidelines for time at home between rotations.

The House-passed Iraq policy amendment also made contractors in war zones subject to prosecution for offenses that would violate U.S. law, prohibited the establishment

of permanent bases in Iraq, and prohibited interrogation techniques not authorized in the Army Field Manual.

The Senate, however, rejected by a vote of 34-63 a package of Iraq policy provisions that were approved by the appropriations committee. The vote did not necessarily reflect the sentiment of the Senate on policy matters, however — several anti-war Senators said they opposed the measure because of the \$163 billion in funding for operations overseas.

The Senate committee measures did not establish a timetable for withdrawal, as in the House bill. The rejected Senate policy provisions would

- state that the mission of U.S. forces in Iraq should shift to counter-terrorism, training, and force protection;
- require that units be fully mission capable before being deployed, with a Presidential waiver;
- set limits on the time units may be deployed of one year in the Army and seven months in the Marine Corps, also with a waiver;
- require that units be based at home for the same periods between rotations, with a waiver;
- prohibit permanent bases in Iraq;
- require congressional approval of any security agreements with Iraq;
- prohibit an agreement that would place U.S. forces under Iraqi criminal jurisdiction;
- require a report on Iraq's budget;
- require Iraq to reimburse U.S. forces for fuel costs;
- establish criminal statutes against profiteering and other fraud and abuse;
- prohibit U.S. funding of large-scale infrastructure projects in Iraq;
- require an agreement with Iraq to share costs of military operations; and
- require that the International Red Cross be informed of and have access to any detainees.

The committee proposal also included expanded oversight of contractors and an extension of laws governing extraterritorial jurisdiction over contractor personnel.

The June 19 House-passed bill drops most of the policy language in the initial House measure. It includes only provisions that would

- require that Iraq match U.S. State Department and USAID (though not Defense Department) reconstruction funding;
- prohibit permanent U.S. bases in Iraq; and
- extend mandatory fraud reporting requirements to contractors working abroad.

## **Defense Funding Issues**

Between February and September 2007, the Administration requested a total of \$189.3 billion in emergency FY2008 supplemental appropriations for the Department

of Defense. Through December 2007, Congress had approved \$86.8 billion, which left \$102.5 billion still pending when the 110<sup>th</sup> Congress reconvened in January. In March, 2008, the Defense Department provided the congressional defense committees with a revised allocation of the remaining funds. The main changes were to reduce remaining requested funding for “Other Procurement Army” and to add money for Navy, Army National Guard, and Air Force operation and maintenance accounts. The revision also added about \$1 billion in military construction funds to cover escalating base realignment and closure costs.

In considering the remaining FY2008 defense request, House and Senate appropriators announced plans to add a “bridge fund” for FY2009 of \$65-70 billion, providing funds mainly for personnel and operating accounts sufficient to allow the military services to continue operations into about the middle of calendar year 2008. This would avoid another contentious debate over Iraq policy during the fall election season, accompanied by DOD complaints that it would have to shut down Army and Marine Corps operations early in the following year. It would also leave time for the next Administration to formulate its own full-year war supplemental funding proposal based on any proposed changes in strategy and troop levels.

Subsequently, on May 2, 2008, the White House sent Congress a formal request for \$70 billion in emergency war-related FY2009 supplemental funding, of which \$66 billion was for the Department of Defense and \$4 billion for international affairs programs.

**Table 2** above, and, with somewhat more detail, **Tables B-1** and **B-2** in **Appendix B** show House and Senate action on defense funding compared to the unadjusted Administration FY2008 supplemental request and the new FY2009 request. In general, the House leadership bill, like the Senate-passed bill, agreed to the Defense Department’s proposed shifts of FY2008 funds — both bills added funding for base realignment and closure costs and for service operation and maintenance accounts and reduced funding for “other procurement Army,” an account that has grown dramatically in recent supplementals to cover purchase of force protection equipment, trucks, and communications equipment. The Army has been adjusting its projected requirements in all of these areas.

The main congressional initiatives in the FY2008 and FY2009 defense supplemental bills were to add funding for a number of major weapons programs. Both the Senate-passed bill and the House-leadership bill included \$3.6 billion in FY2008 to procure 15 C-17 cargo aircraft, which the Administration is officially proposing to terminate, but for which the Air Force requested funds in its FY2008 and FY2009 unfunded priorities lists. Both bills also adds \$2.5 billion for 34 C-130J cargo aircraft, including a tanker variant for the Marine Corps and a variant for Special Operations Forces. The FY2009 bridge fund request included only a limited amount for procurement, \$4.4 billion all, since most of the money in the bridge fund was intended to sustain operations into next year. Neither bill provided funding for F-22 procurement, leaving the issue to be resolved the regular FY2009 defense appropriations bill.

The June 19 House-passed supplemental bill includes the Senate amounts for defense, but with an across-the-board cut of \$3.6 billion from FY2008 procurement, R&D, and revolving fund accounts, to be applied proportionately to each line item.

## **International Affairs Remaining FY2008 and Additional FY2009 Supplemental Appropriations<sup>6</sup>**

In its initial February 2007 budget for FY2008 and in the October 2007 budget amendment, the Administration requested a total of \$6.9 billion in emergency FY2008 appropriations for international affairs programs. Most of the request was for embassy security and reconstruction assistance in Iraq and Afghanistan. Congress did not address these funding requests until it took up the FY2008 Department of State/Foreign Operations appropriations bill, H.R. 2764, which ultimately became the vehicle for consolidated FY2008 appropriations. Division J of the consolidated appropriations bill comprises a conference agreement on the State/Foreign Operations appropriations bill. It includes, in addition to regular FY2008 appropriations, \$2.4 billion of emergency FY2008 funding.

Not all of that \$2.4 billion was for programs that were part of the Administration's \$6.9 billion emergency funding request. Furthermore, some supplemental funds were allocated to the base international affairs budget when Congress appropriated less than requested in regular funding. According to the State Department, only about \$1.5 billion of the new emergency funding was for programs as requested, leaving \$5.4 billion of the request still to be addressed, of which \$2.3 billion is for State Department and related activities and \$3.1 billion is for foreign operations.

In addition to the remaining FY2008 supplemental request, on May 2, 2008, the Administration amended its regular FY2009 State-Foreign operations request by adding a supplemental request of \$2.24 billion to the Department of State FY2009 regular request and nearly \$2.88 billion in foreign assistance funding, including \$770 million for food security and food aid. **Table 3** shows the remaining FY2008 supplemental request and the FY2009 supplemental request for the State Department and international broadcasting. **Table 4** shows the remaining FY2008 supplemental request and the FY2009 supplemental request for foreign operations. **Table 5** illustrates possible rescissions in the House and Senate bills.

## **Congressional Action**

The June 19<sup>th</sup> House-passed version of H.R. 2642 would provide a total of \$5.16 billion for the department of State, Foreign Operations, and Related Programs. It would fund just under \$1.99 billion for the Department of State and add \$2 million for International Broadcasting in the FY2008 supplemental spending. About \$1.15 billion would be for Iraq operations within the Diplomatic and Consular Programs (D&CP) account. Compared to the May 15 House-passed bill, the June 19 version raises funding for the Inspector General, U.S. Contributions to International

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<sup>6</sup> Prepared by Susan B. Epstein, Specialist in Foreign Policy.

Organizations, and U.S. Contributions to International Peacekeeping. The International Broadcasting funds are for increased broadcasting to Tibet. (See **Table 3.**) For Foreign Operations, the amended House bill passed on June 19<sup>th</sup> would provide about \$4.2 billion for FY2008 funding to various countries and for international food aid. (See **Table 4.**)

For the FY2009 supplemental, the House June 19-passed bill would provide a total of \$1.07 billion for State Department accounts, including up to \$550.5 million for operations in Iraq. In addition, \$6 million would be provided for international broadcasting. The amended House bill would also provide about \$2.86 billion for country foreign aid allocations and for international food aid.

The May 15 House-passed version of H.R. 2642 provided for the FY2008 supplemental funds about \$2.08 billion for the Department of State, more than half of which would be for State's Diplomatic and Consular Programs, and, of that, mostly for Iraq diplomatic operations. Also in this account is \$205.2 million for U.S. operations and security in Afghanistan. The House-passed legislation provided \$76.7 million in the Embassy, Construction, and Maintenance account for secure embassy facilities in Afghanistan. The House also agreed to \$333.6 million in International Peacekeeping funds for the United Nations Africa Mission in Darfur (UNAMID). For the FY2009 supplemental funds, the House passed just under \$1.1 billion. (See **Table 3.**)

For U.S. foreign assistance FY2008 supplemental funds, the House on May 15 approved about \$3.8 billion, including \$929 million for Afghanistan and \$600 million for Iraq. The House also set P.L. 480 emergency food aid funding at \$850 million for FY2008. For FY2009, the House bill provides nearly \$3.0 billion in supplemental funding, including \$455 million for Afghanistan, \$114.5 million for Iraq, and \$595 million for food aid. (See **Table 3.**)

The Senate bill, passed on May 22, provided just under \$2 billion for State Department operations in FY2008 and \$982 million for State operations in FY2009. Unlike the House, the Senate bill contained \$3 million and \$6 million for FY2008 and FY2009, respectively, for international broadcasting.

For foreign assistance, the Senate bill provided higher levels of funding than the Administration request or either of the House bills. While both bills contained some rescissions, most noteworthy were the Senate rescissions totaling \$525 million from the well-regarded Millennium Challenge Corporation (MCC).<sup>7</sup> The MCC rescissions were used as offsets to provide \$300 million for Jordan, a country expected to sign a compact with MCC next year, and \$225 million for International Disaster Assistance. (See **Table 5.**)

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<sup>7</sup> The MCC, first authorized in January 2004 (P.L. 108-199), provides assistance through a competitive bidding process to developing countries that show progress in adopting democratic reforms.

**Table 3. FY2008 and FY2009 Emergency Supplemental for State Department Operations**  
(millions of U.S. dollars)

Activity	Total FY2008 Supp. Request	Enacted Supp. H.R. 2764 PL110-161	Second FY2008 Supp Request	House May 15-passed FY2008 supp	Senate May 22-passed FY2008 Supp	House June 19-passed FY2008 Supp	FY2009 Supp Request	House May 15-passed FY2009 Supp	Senate May 22-passed FY2009 Supp	House June 19-passed FY2009 Supp
<b>Total State Operations</b>	<b>\$3,219.6</b>	<b>\$1,261.6</b>	<b>\$2,254.6</b>	<b>\$2,077.6</b>	<b>\$1,962.5</b>	<b>\$1,991.6</b>	<b>\$1,121.3</b>	<b>\$1,061.7</b>	<b>\$1,016.2</b>	<b>\$1,068.2</b>
Diplomatic & Consular Programs	2,283.0	781.6	1,708.0	\$1,606.8	\$1,413.7	\$1,465.7	1,064.5	\$737.9	\$652.4	\$744.9
Iraq Operations	(2,120.6)	(575.0)	(1,545.6)	(1,295.0)	(1,095.0)	(1,150.0)	(921.0)	(581.5)	(500.0)	(550.5)
Afghanistan				(205.2)	(195.2)	((200.2)	(101.0)	(91.4)	(87.4)	(89.4)
Worldwide Security Protection	(162.4)	(206.6)	(162.4)	(210.5.)	(212.4)	(48.0)	(45.8)	(78.4)	(78.4)	(78.4)
Education & Cultural Exchanges	—	—	—	—	\$10.0	—	—	—	—	—
Embassy Security, Construction & Maintenance	\$160.0	—	\$160.0	\$76.7	\$76.7	\$76.7	—	\$41.3	\$41.3	\$41.3
Office of Inspector General	—	—	—	\$7.5	\$12.5	\$9.5	\$16.8	\$57.0	\$57.0	\$57.0
Contributions to International Organizations	\$53.0	—	\$53.0	\$53.0	\$66.0	\$66.0	\$40.0	\$75.0	\$75.0	\$75.0
Contributions to International Peacekeeping	\$723.6	\$468.0	\$333.6	\$333.6	\$383.6	\$373.7	—	\$150.5	\$150.5	\$150.5
<b>Broadcasting</b>	—	<b>\$12.0</b>	—	—	<b>\$3.0</b>	<b>\$2.0</b>	—	—	<b>\$6.0</b>	<b>\$6.0</b>
<b>Total</b>	<b>\$3,219.6</b>	<b>\$1,261.6</b>	<b>\$2,254.6</b>	<b>\$2,077.6</b>	<b>\$1,965.5</b>	<b>\$1,993.6</b>	<b>\$2,242.6</b>	<b>\$1,061.7</b>	<b>\$982.2</b>	<b>\$1,074.2</b>

**Source:** H.R. 2642, the Department of State, and CRS calculations. For FY2009 figures, Office of Management and Budget, “FY2009 Emergency Budget Amendments: Operation Iraqi Freedom, Operation Enduring Freedom, and Selected Other International Activities,” May 2, 2008.

**Table 4. FY2008 and FY2009 Foreign Operations Emergency Supplemental**  
(millions of U.S. dollars)

Account	Total FY2008 Supp. Request	Enacted Supp H.R. 2764 P.L. 110-161 <sup>a</sup>	Second FY2008 Supp Request	House May 15-passed FY2008 Supp	Senate May 22-passed FY2008 Supp	House June 19-passed FY2008 Supp	FY2009 Supp Request	House May 15-passed FY2009 Supp	Senate May 22-passed FY2009 Supp	House June 19-passed FY2009 Supp
<b>Afghanistan</b>	<b>839.0</b>	n.a	<b>839.0</b>	<b>929.0</b>	<b>904.0</b>	<b>899.0</b>	<b>924.9</b>	<b>455.0</b>	<b>455.0</b>	<b>455.0</b>
ESF	834.0			859.0	899.0	859.0	749.9	455.0	455.0	455.0
NADR	5.0			5.0	5.0	5.0	—	—	—	—
INCLE	—			65.0	—	35.0	175.0	—	—	—
USAID Operating Expenses	(16.0)			—	—	—	—	—	—	—
<b>Iraq</b>	<b>956.0</b>	n.a	<b>956.0</b>	<b>600.0</b>	<b>558.0</b>	<b>584.0</b>	<b>212.8</b>	<b>104.5</b>	<b>114.5</b>	<b>107.0</b>
ESF	797.0			440.0	398.0	424.0	212.8	100.0	110.0	102.5
INCLE	159.0			80.0	85.0	85.0	—	—	—	—
NADR	—			—	—	—	—	4.5	4.5	4.5
DF	—			75.0	75.0	75.0	—	—	—	—
<b>Pakistan</b>	<b>60.0</b>	n.a	<b>60.0</b>	—	<b>60.0</b>	—	<b>170.0</b>	<b>175.0</b>	<b>150.0</b>	<b>150.0</b>
ESF	60.0			—	60.0	—	70	175.0	150.0	150.0
FMF	—			—	—	—	100.0	—	—	—
<b>Lebanon</b>	—	—	—	—	—	—	<b>50.0</b>	—	<b>45.0</b>	<b>32.5</b>
FMF	—	—	—	—	—	—	50.0	—	45.0	32.5
<b>Jordan</b>	—	—	—	<b>150.0</b>	<b>450.0</b>	<b>250.0</b>	<b>100.0</b>	<b>200.0</b>	<b>200.0</b>	<b>200.0</b>
FMF	—	—	—	—	—	17.0	100.0	100.0	100.0	100.0
ESF	—	—	—	150.0	150.0	175.0	—	100.0	100.0	100.0
ESF offset with rescissions	—	—	—	—	300.0	25.0	—	—	—	—
FMF offset with rescissions	—	—	—	—	—	33.0	—	—	—	—

CRS-20

Account	Total FY2008 Supp. Request	Enacted Supp H.R. 2764 P.L. 110-161 <sup>a</sup>	Second FY2008 Supp Request	House May 15-passed FY2008 Supp	Senate May 22-passed FY2008 Supp	House June 19-passed FY2008 Supp	FY2009 Supp Request	House May 15-passed FY2009 Supp	Senate May 22-passed FY2009 Supp	House June 19-passed FY2009 Supp
<b>West Bank/Gaza</b>	<b>375.0</b>	n.a	<b>220.0</b>	<b>125.0</b>	<b>225.0</b>	<b>196.0</b>	<b>200.0</b>	<b>150.0</b>	<b>200.0</b>	<b>200.0</b>
INCLE	25.0			25.0	25.0	25.0	50.0	50.0	50.0	50.0
ESF	350.0			100.0	200.0	171.0	150.0	150.0	150.0	150.0
<b>Israel (FMF)</b>	—	—	—	—	—	—	—	—	—	170.0
<b>North Korea</b>	<b>106.0</b>	n.a	<b>53.0</b>	<b>53.0</b>	<b>53.0</b>	<b>53.0</b>	<b>15.0</b>	<b>15.0</b>	<b>15.0</b>	<b>15.0</b>
ESF	106.0		53.0	53.0	53.0	53.0	15.0	15.0	15.0	15.0
<b>Mexico</b>	<b>500.0</b>	0.0	<b>500.0</b>	<b>296.5</b>	<b>350.0</b>	<b>352.0</b>	—	<b>103.5</b>	—	<b>48.0</b>
INCLE	—		—	210.0	350.0	215.5		53.5	—	48.0
FMF	500.0		—	66.5	—	116.5		50.0	—	—
ESF	—		—	20.0	—	20.0		—	—	—
<b>Central America</b>	<b>50.0</b>	—	<b>50.0</b>	<b>56.5</b>	<b>90.0</b>	<b>65.0</b>	—	—	—	—
INCLE	50.0		50.0	29.3	50.0	24.8				—
NADR	—		—	6.2	—	6.2				—
FMF	—		—	6.0	—	4.0				—
ESF	—		—	15.0	40.0	25.0				—
<b>Haiti (INCLE)</b>	—	—	—	<b>2.5</b>	<b>5.0</b>	<b>2.5</b>	—	—	—	—
<b>Dominican Republic ((INCLE)</b>	—	—	—	<b>2.5</b>	<b>5.0</b>	<b>2.5</b>	—	—	—	—
<b>Nepal (ESF)</b>	—	—	—	—	<b>7.0</b>	<b>7.0</b>	—	—	—	—
<b>Philippines (ESF)</b>	—	—	—	—	<b>15.0</b>	<b>15.0</b>	—	—	—	—
<b>Sri Lanka (ESF)</b>	—	—	—	—	<b>6.0</b>	<b>6.0</b>	—	—	—	—
<b>Thailand (ESF)</b>	—	—	—	—	<b>2.5</b>	<b>2.5</b>	—	—	—	—



## CRS-21

Account	Total FY2008 Supp. Request	Enacted Supp H.R. 2764 P.L. 110-161 <sup>a</sup>	Second FY2008 Supp Request	House May 15-passed FY2008 Supp	Senate May 22-passed FY2008 Supp	House June 19-passed FY2008 Supp	FY2009 Supp Request	House May 15-passed FY2009 Supp	Senate May 22-passed FY2009 Supp	House June 19-passed FY2009 Supp
Vietnam (ESF)				—	2.0	—	—	—	—	—
Bangladesh (ESF)	—	—	—	25.0	25.0	25.0	—	50.0	50.0	50.0
Burma (ESF)	—	—	—	—	—	—	—	5.3	5.3	5.3
Africa (ESF)	—	—	—	40.0	—	—	—	—	—	—
Sudan ESF	70.0 70.0	n.a	70.0 70.0	45.0 45.0	45.0 45.0	55.0 45.0 10.0 <sup>b</sup>	—	25.0 25.0	25.0 25.0	35.0 25.0 10.0 <sup>b</sup>
Somalia PKO	—	—	—	—	—	—	40.0 40.0	40.0 40.0	40.0 40.0	— —
Kenya (ESF)	—	—	—	—	12.0	12.0	45.0	25.0	25.0	25.0
Democratic Republic of the Congo ESF PKO	—	—	—	—	25.0	12.5 12.5	20.0 — 20.0	30.0 10.0 20.0	30.0 10.0 20.0	20.0 10.0 10.0
Zimbabwe (ESF)	—	—	—	—	5.0	5.0	—	15.0	15.0	15.0
Chad (ESF& DF)	—	—	—	—	5.0	3.0	—	5.0	5.0	5.0
Central African Republic (ESF)	—	—	—	—	2.0	1.0	—	2.0	2.0	2.0
Uganda (ESF)	—	—	—	—	22.0	17.5	15.0	15.0	15.0	15.0
Poland FMF	—	—	—	—	—	—	20.0 20.0	—	—	—
Stabilization/Peacekeeping	—	—	—	—	(10.0)	—	(80.0)	(85.0)	(85.0)	—

## CRS-22

Account	Total FY2008 Supp. Request	Enacted Supp H.R. 2764 P.L. 110-161 <sup>a</sup>	Second FY2008 Supp Request	House May 15-passed FY2008 Supp	Senate May 22-passed FY2008 Supp	House June 19-passed FY2008 Supp	FY2009 Supp Request	House May 15-passed FY2009 Supp	Senate May 22-passed FY2009 Supp	House June 19-passed FY2009 Supp
Horn of Africa/Kenya PL480	(110.0) (110.0)	0.0	(110.0)	—	—	—	—	—	—	—
Southern Africa PL480	(135.0) (135.0)	0.0	(135.0)	—	—	—	—	—	—	—
Migration/Refugee Assist.	230.0	200.0	30.0	300.0	330.5	315.0	191.0	350.0	350.0	350.0
Emergency Migration (ERMA)	—	—	—	25.0	36.6	31.0	—	—	—	—
Intern'l Disaster Assist.	80.0	80.0	—	200.0	240.0	220.0	45.0	200.0	325.0	200.0
PL480	350.0	0.0	350.0	850.0	850.0	850.0	395.0	395.0	395.0	395.0
Other Food Security (DA & IDA)	—	—	—	—	—	20.0 <sup>c</sup>	375.0	200.0	200.0	200.0
Global Health and Child Survival	—	—	—	—	—	—	—	75.0	75.0	75.0
USAID Operating Expenses	61.8	n.a	41.0	142.0	149.5	150.5	60.0	93.0	93.0	93.0
USAID IG	—	—	—	4.0	4.0	4.0	—	1.0	1.0	1.0
Comprehensive Test Ban Treaty Int'l Monitoring	—	—	—	—	5.0	2.5	—	—	—	—
Other	—	—	—	—	—	—	—	196.0	125.0	—
<b>Total<sup>d</sup></b>	<b>3,677.8</b>	<b>1,123.4</b>	<b>3,169.0</b>	<b>3,846.0</b>	<b>4,489.1</b>	<b>4,158.5</b>	<b>2,878.7</b>	<b>2,925.3</b>	<b>2,955.8</b>	<b>2,863.8</b>

**Acronyms:** ESF=Economic Support Fund; INCLE=International Narcotics Control and Law Enforcement; FMF=Foreign Military Financing; PKO=peacekeeping Operations; IDA=International Disaster Assistance; DA=Development Assistance; MRA=Migration and Refugee Assistance; NADR=Nonproliferation, Anti-terrorism, Demining, and Related Programs; and PL480=Food for Peace; USAID=U.S. Agency for International Development, DF=Democracy Fund, ACP=Andean Counterdrug Program, WFP=World Food Program.

## CRS-23

**Source:** H.R. 2642, the Department of State, and CRS calculations. For FY2009 figures, Office of Management and Budget, “FY2009 Emergency Budget Amendments: Operation Iraqi Freedom, Operation Enduring Freedom, and Selected Other International Activities,” May 2, 2008.

**Notes:**

- a. Some supplemental funds were not designated in the Joint Explanatory Statement accompanying H.R. 2764 with regard to destination, and are marked as “n.a.” As more information becomes available, this table will be updated.
- b. From FY2008 ACP rescission.
- c. Rescission from WFP.
- d. Country totals may include other accounts for which supplemental funds were not requested. Totals may not match totals in other sections of this report as all country/account funds are not clearly designated within the legislation.

**Table 5. House and Senate Rescissions**  
(\$ Millions)

Account	House	House June 19 amendment	Senate
Andean Counterdrug Program for WFP	\$20.0	\$20.0	\$20.0
INCLE for Sudan	\$10.0	\$10.0	\$10.0
IRRF — expired	—	—	\$350.0
IRRF for ESF total	—	\$50.0	—
IRRF — for Mexico	—	—	\$50.0
IRRF — for Horn of Africa and counterterrorism	—	—	\$40.0
MCC — for Jordan		\$58.0	\$300.0
MCC — for IDA		—	\$225.0

Source: H.R. 2642 and the Department of State.

## Iraq Reconstruction Assistance<sup>8</sup>

A major issue in congressional action on supplemental funding for international affairs is how much to provide for Iraq reconstruction and how to increase the role of the Iraqi government. With the passage of the Consolidated FY2008 Appropriations Act, nearly half of the Administration's \$4.9 billion FY2008 supplemental request for Iraq reconstruction was approved. However, of the roughly \$2.1 billion appropriated in this category of assistance, only about \$230 million was for economic aid under the foreign operations portion of the bill, the bulk of enacted reconstruction assistance being in the form of DOD appropriations. Remaining outstanding from the FY2008 request and under consideration in the Second FY2008 supplemental was roughly \$2.9 billion, of which \$986 million was for foreign operations economic assistance.

The outstanding FY2008 foreign operations request for Iraq was for three accounts — \$797 million in the Economic Support Fund (ESF), \$159 million in International Narcotics and Law Enforcement (INCLE), and \$30 million in Migration and Refugee Assistance (MRA). However, the bulk of the 2<sup>nd</sup> FY2008 supplemental request for assistance to Iraq was for DOD appropriations for the training and

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<sup>8</sup> Prepared by Curt Tarnoff, Specialist in Foreign Affairs. For more detailed discussion of the U.S. program of assistance to Iraq, see CRS Report RL31833, *Iraq: Reconstruction Assistance*.

equipping of Iraqi security forces (\$1.5 billion under the Iraq Security Forces Fund, ISFF), for development programs delivered under the Commander's Emergency Response Program (CERP) (Iraq could expect at least half of the \$719 million still outstanding for both Iraq and Afghanistan), and for the Task Force to Improve Business and Stability Operations in Iraq (\$100 million under the Iraq Freedom Fund account).

On May 2, 2008, the Administration issued a request for FY2009 emergency supplemental funding. The request included \$398.8 million for foreign operations reconstruction — \$212.8 million in ESF, \$141 million in MRA, and \$45 million in IDA accounts. The DOD appropriations reconstruction request included \$2 billion for the ISFF, \$1.7 billion for the CERP in Iraq and Afghanistan, of which at least half would go to Iraq, and \$50 million for the Business Task Force. Both DOD and Foreign Operations portions of the FY2009 emergency request were considered by Congress at the same time as the FY2008 supplemental.

The accounts to be funded under both FY2008 and FY2009 supplemental requests for Iraq support a wide range of reconstruction programs. ESF is the primary source of funding for assistance disbursed by the Provincial Reconstruction Teams (PRTs), which have grown in number under the surge to 25, including 13 newly established ePRTs (embedded PRTs) embedded with U.S. combat battalions and concentrated mostly in Baghdad and Anbar province. The ePRTs are intended to help stabilize areas secured by U.S. and Iraqi forces by supporting local small-scale, employment-generating, economic projects, using ESF-funded community development grants, job training and micro-loan programs, among other activities. PRTs also utilize ESF to increase the capacities of local government officials to spend Iraqi-owned capital funds allocated by the Iraqi government for infrastructure programs. At the national level, ESF supports ministerial capacity development, agriculture and private sector reform, and the strengthening of democratization efforts.

Of the ESF request, \$25 million, accompanied by proposed authorization language, would allow the Administration to establish a new Iraq enterprise fund based on the model created for east Europe and the former Soviet Union in the late 1980s and early 1990s. Enterprise funds are U.S. government-funded private sector-run bodies that primarily provide loans or equity investments to small and medium business. In the former communist countries, enterprise funds also encouraged growth of the private sector, including support for mortgage lending markets and establishment of private equity funds. The most successful example, the Polish Fund, made many profitable investments, helping companies grow that otherwise were unable to obtain financial support in the period just after the fall of communism. Some of the funds, however, have been much less successful, either because they took on poor investment risks, or because they were unable to locate promising businesses due to the poor business climate or competition from other private sector funding sources. Some observers question the usefulness of the funds because their ostensible development purpose seems often to conflict with pressures for economic profit.

The INCLE account largely would support rule of law and corrections programs. The Administration request was expected to fund prison construction, something that

Congress has sometimes cut from previous requests. The request was also intended to extend judicial reform and anticorruption efforts to the provinces. The MRA request would address the continuing refugee crisis in the region; an estimated 2.0 million Iraqis have fled the country and another 2.2 million have been displaced due to sectarian violence and instability.

The CERP allows military commanders to support a wide variety of economic activities at the local level, from renovating health clinics to digging wells to painting schools, provided in the form of small grants. CERP also funds many infrastructure efforts no longer supported with other U.S. assistance, such as provision of electric generators and construction of sewer systems and roads. Commanders are able to identify needs and dispense aid with few bureaucratic encumbrances. More recently, the CERP has paid salaries to the so-called Sons of Iraq, mostly Sunnis who are joining with U.S. forces to provide security.

The DOD Business Task Force seeks to stimulate the economy and create employment for Iraqi citizens by rehabilitating some of the roughly 200 state-owned enterprises that comprised a large portion of the Iraqi economy prior to the U.S. occupation. News reports have suggested some difficulty with the program, resulting from the lack of electricity, the insecure environment, and a lack of enthusiasm from U.S. companies that had been expected to invest in the facilities, among other reasons. To date, about 29 factories have been assisted, responsible for about 10,000 jobs.<sup>9</sup>

Outstanding FY2008 supplemental funds include operational costs (not counted in the reconstruction aid total or the table) for staffing and administering reconstruction programs: \$679 million for PRTs. The new FY2009 supplemental request includes funding for PRT operations (an unspecified portion of a total \$921 million Embassy/PRT request), \$23.6 million for USAID operational expenses, and \$15 million for the Special Inspector General for Iraq Reconstruction (SIGIR).

**May 15 House Action on Iraq Reconstruction.** The combined funding amendments #1 and #3 to H.R. 2642 which the House considered on May 15 would have provided a total of \$4.0 billion in additional economic and security reconstruction funding for Iraq, about two-thirds of the \$6.2 billion Administration request for the two years of assistance. See **Table 6** below for details under each account. However, DOD reconstruction appropriations, contained in amendment #1, were rejected in a House vote on May 15. Of the total FY2008 and FY2009 DOD appropriations request of \$4.9 billion, the failed amendment would have provided \$3.1 billion, or 64%.

Only amendment #3 of the two funding amendments was approved. It contained the foreign operations portion of Iraq reconstruction assistance. Of the total FY2008 and FY2009 foreign operations request of \$1.4 billion, the House bill provided \$921 million, or 66%.

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<sup>9</sup> "In Iraq, One Man's Mission Impossible," *CNN Money.com*, September 4, 2007.

Judging by the allocations made by the Appropriations Committee for the \$440 million in FY2008 ESF, the committee favors a significant shift in the direction of the economic aid program toward local-level assistance programs. Of the total amount, at least \$355 million would be targeted to provincial and local community activities, rather than programs supporting the national government. PRT programs would get \$140 million. Related community-based programs, the Community Stabilization Program (CSP) and the Community Action Program (CAP), would receive \$100 million and \$75 million respectively.<sup>10</sup> Provincial economic growth, including microcredit and agriculture, would get \$40 million. The only significant national-level effort, the National Capacity Development program, would receive \$70 million, a cut of \$178 million from the request. Another request for a nationally-based effort, \$70 million for the provision of infrastructure security protection, was cut entirely. Democracy assistance, requested under ESF, is being provided under the Democracy Fund account at \$75 million, and is expected to be implemented through the National Endowment for Democracy (NED) and other non-governmental organizations (NGOs).

Two other reconstruction provisions in the May 15 House bill are noteworthy. No funding was provided for the Iraqi Enterprise Fund, and such a fund was specifically prohibited. The FY2008 INCLE Iraq program funding, at \$85 million, was cut substantially, by \$74 million, from the request, and no prison construction funding was included.

Because operational funds for the PRTs are blended with those of the Embassy and USAID operating expenses are provided for both Iraq and Afghanistan, it is not possible to say with certainty whether the full request was met by the House amendment. The amendment did provide the SIGIR with \$2.5 million and \$46.5 million for FY2008 and FY2009, respectively.

**May 22 Senate Action on Iraq Reconstruction.** With regard to Iraq funding levels, the Senate bill, approved on May 22, differed from the May 15 House-passed bill in one large respect — it contained \$2.8 billion in DOD reconstruction appropriations and the House bill had none. In other respects, the bills were similar. See **Table 6** below for account levels. In all, the Senate bill provides \$4.2 billion for both DOD and foreign operations appropriations in FY2008 and FY2009, 67% of the Administration request.

Like the House, the Senate bill shifted funding strongly in the direction of local-level assistance programs. Of the \$398 million in FY2008 ESF, at least \$313 million would be targeted to provincial and local community activities, rather than programs supporting the national government. PRT programs would get \$138 million. As in the House bill, the CSP and CAP would receive \$100 million and \$75 million respectively, and the National Capacity Development program would receive \$70 million. Infrastructure security protection was cut out. Again, like the House, the Senate bill would provide democracy assistance under the Democracy Fund account

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<sup>10</sup> The request for the Community Stabilization Program was cut by \$55 million and half of funds provided are to be withheld until a concern about possible misuse of funds is resolved.

at \$75 million. The proposed enterprise fund would also not be funded in the Senate bill.

The May 22 Senate bill provided the SIGIR an operating expense level of \$2.5 million in FY2008 and \$36.5 million in FY2009. PRT and USAID operating expense levels are not specified.

**House and Senate Action on Iraqi Role in Reconstruction.** Reflecting recent indications that Members of both parties desired to see the Iraqi government pay a greater share of the costs of reconstruction, under the approved House amendment #2, the May 15 House bill contained a measure that would require most reconstruction funds to be matched by Iraqi obligations on a dollar-for-dollar basis. The exceptions are for democracy and human rights programs, the USAID Community Action Program and other NGO-assisted programs, humanitarian demining, refugee and displaced persons assistance, intelligence activities, and CERP projects with a value less than \$750,000. It is not clear from the language whether the match would have to be made project-by-project or whether total Iraqi funding for reconstruction in general would suffice to permit continued U.S. assistance at the same level. If the latter, the provision might not affect U.S. funding significantly as, in the past year, Iraqi obligations for security and economic reconstruction have approached the U.S. contribution and will likely surpass it in 2008.

The May 22 Senate bill contained the above matching fund language. The Senate bill also contained language requiring the Secretary of Defense to develop a process with Iraq to institute equal sharing of reconstruction costs for all DOD-funded projects costing over \$750,000, beginning by October 1, 2008. The bill debated on the floor on May 22 would also have prohibited DOD funding of large-scale infrastructure projects costing over \$2 million, but this section was rejected along with other so-called policy provisions. As the CERP was exempted from this restriction, the likely effect would have been only to ensure that Iraq funds construction of security-related facilities, such as military barracks and training centers.

**June 19 House Version of FY2008/2009 Supplemental.** The version of the FY2008 and FY2009 supplemental approved on June 19 by the House differs from its predecessor in a few important respects. First, it approves DOD appropriations for Iraq security, adopting the Senate's figures for the ISFF, the CERP, and the Business Task Force (see table below for details). Second, where the two bodies differed in their respective first versions of the bill — i.e., in the foreign operations appropriations ESF account — the House compromises with the Senate figure. The new House version provides \$424 million in FY2008 ESF and \$102.5 million in FY2009 ESF, for a total of \$526.5 million, \$483.3 million less than the combined ESF request. The supplemental provides a total for both years of \$175 million for PRT programs; \$132.5 million for the CSP; \$107.5 million for the CAP; \$10 million for infrastructure maintenance; \$25 million for Provincial Economic Growth (agriculture and microcredit); \$70 million for National Capacity Development; and \$7.5 million for the Marla Ruzicka War Victims Fund.

A third significant difference with the first version of the House bill is the range of conditions placed on economic aid. It maintains prohibitions on prison



construction and an enterprise fund. It withholds funding on infrastructure maintenance (\$10 million) until the Department of State certifies that Iraq has entered into and begun to implement an asset transfer agreement, including an Iraqi agreement to maintain U.S.-funded infrastructure. It releases no more than 40% of rule of law (INCLE) funding until the State Department reports that an anti-corruption strategy has been developed and is being implemented by the Iraq government. It withholds all PRT operating expenses and program funds until the State Department reports on a strategy for winding down and closing out the PRTs, on the costs of the PRT program, expenses, security, and any Iraq contribution, and on the future costs and placement of U.S. consulates in Iraq. The bill withholds half of the Community Stabilization Program (CSP) appropriation until the State Department certifies that USAID is implementing the Inspector General's recommendations regarding accountability.

Finally, the bill only releases its foreign operations appropriations for Iraq to the extent that U.S. funds are "matched" on a dollar-for-dollar basis by Iraq. Exceptions are made for democracy and human rights programs, the Community Action Program and other civil society efforts, demining, and assistance to refugees and displaced persons. The Secretary of State must submit a report by end of September 2008 with amounts obligated and expended by the Government of Iraq.

**Table 6. Supplemental Appropriations for Iraq Reconstruction**  
(millions of U.S. dollars)

<b>International Affairs (Budget Function 150 Accounts)</b>										
	<b>Total FY2008 Supp. Request</b>	<b>Enacted Supp. Allocation H.R. 2764 (PL110-161)</b>	<b>Second FY2008 Supp Request</b>	<b>House May 15-passed Version FY2008 Supp</b>	<b>Senate May 22-passed Version FY2008 Supp</b>	<b>House June 19-passed Version FY2008 Supp</b>	<b>FY2009 Supp Request</b>	<b>House May 15- passed Version FY2009 Supp</b>	<b>Senate May 22- passed Version FY2009 Supp</b>	<b>House June 19- passed Version FY2009 Supp</b>
Economic Support Fund (ESF)	797.0	15.0	797.0	440.0	398.0	424.0	212.8	100.0	110.0	102.5
Democracy Fund	—	—	—	75.0	75.0	75.0	—	—	—	—
International Narcotics Control and Law Enforcement (INCLE)	159.0	—	159.0	85.0	85.0	85.0	—	— <sup>g</sup>	—	— <sup>g</sup>
Migration and Refugee Assistance (MRA)	195.0 <sup>a</sup>	149.5 <sup>a</sup>	30.0 <sup>a</sup>	30.0 <sup>j</sup>	30.0 <sup>j</sup>	30.0 <sup>j</sup>	141.0	141.0 <sup>h</sup>	141 <sup>h</sup>	141.0 <sup>h</sup>
International Disaster Assistance (IDA)	80.0 <sup>b</sup>	80.0 <sup>b</sup>	—	—	—	—	45.0	45.0 <sup>i</sup>	45.0 <sup>i</sup>	45.0 <sup>i</sup>
Nonprolif, Anti-Terror, Demining (NADR)	—	—	—	—	—	—	—	4.5	4.5	4.5
<b>TOTAL 150 Account</b>	<b>1,231.0</b>	<b>244.5</b>	<b>986.0</b>	<b>630.0</b>	<b>588.0</b>	<b>614.0</b>	<b>398.8</b>	<b>290.5</b>	<b>300.5</b>	<b>293.0</b>
<b>Department of Defense (Budget Function 050 Accounts)</b>										
Iraq Security Forces Fund (ISFF)	3,000	1,500.0	1,500.0	(1,500.0)*	1,500.0	1,500.0	2,000.0	(1,000.0)*	1,000.0	1,000
Commander's Emergency Response Program (CERP)	609.7 <sup>c</sup>	370.0 <sup>d</sup>	359.7 <sup>e</sup>	(544.9)* <sup>e</sup>	744.9 <sup>e</sup>	744.9 <sup>e</sup>	850.0 <sup>f</sup>	—	—	—
Iraq Freedom Fund (for Task Force to Improve Business)	100.0	—	100.0	(50.0)*	50.0	50.0	50.0	—	—	—
<b>TOTAL 050 Account</b>	<b>3,709.7</b>	<b>1,870.0</b>	<b>1,959.7</b>	<b>(2,094.9)*</b>	<b>2,294.0</b>	<b>2,294.0</b>	<b>2,900.0</b>	<b>(1,000.0)*</b>	<b>1,000.0</b>	<b>1,000</b>
<b>GRAND TOTAL 150 &amp; 050</b>	<b>4,940.7</b>	<b>2,114.5</b>	<b>2,945.7</b>	<b>(2,724.9)*</b>	<b>2,882.9</b>	<b>2,908.0</b>	<b>3,298.8</b>	<b>(1,290.5)*</b>	<b>1,300.5</b>	<b>1,293.0</b>

**Sources:** Department of State and DOD FY2008 Congressional Budget Justifications; H.R. 2764; SIGIR, Report to Congress, April 2008; Office of Management and Budget, "FY2009 Emergency Budget Amendments: Operation Iraqi Freedom, Operation Enduring Freedom, and Selected Other International Activities," May 2, 2008; Amendments to H.R. 2642 and Explanatory Statements.

**Note:** Not included are requests of \$45.8 million in USAID Iraq operational expenses (OE) and \$679 million for PRT OE. H.R. 2764 provided USAID with \$20.8 million in OE.

## CRS-31

- \* 050 account funds were contained in amendment #1 to H.R. 2642, which failed to pass the House on May 15, 2008. Amendment #3, containing 150 account appropriations, was approved by Congress on that date.
- a. H.R. 2764 provided \$200 million for MRA account. The total account request was \$230 million. Table shows amount requested/allocated for Iraq.
- b. H.R. 2764 provided \$110 million for Iraq and other countries affected by disasters. Total IDA account request was \$80 million. Table shows amount allocated for Iraq.
- c. The total CERP request of \$1,219.4 million is for both Iraq and Afghanistan. The amount included here assumes that at least half will be used in Iraq.
- d. Congress appropriated up to \$500 million for the CERP. According to the SIGIR, Iraq has been allocated \$370 million as of April 2008.
- e. The total unenacted FY2008 CERP request of \$719.4 million is for both Iraq and Afghanistan. The amount included here assumes that at least half of the request is for Iraq. The House and Senate figures are amount remaining for Iraq after specified amount for Afghanistan and Philippines is subtracted from total.
- f. The total FY2009 supplemental CERP request of \$1.7 billion is for both Iraq and Afghanistan. The amount included here assumes that at least half of the request is for Iraq.
- g. Total May 15 House FY2009 amount for INCLE account is \$204.5 million, including an unspecified level of Iraq aid. Total June 19 House amount is \$199 million, including an unspecified amount for Iraq.
- h. Total May 15 House and May 22 Senate bill amount for FY2009 MRA account is \$350 million, including an unspecified level of Iraq aid. Total June 19 House amount is \$350 million, including an unspecified level of Iraq aid.
- i. Total May 15 House and May 22 Senate bill FY2009 amount for IDA account is \$200 million. Total June 19 House is \$200 million, with unspecified amount for Iraq.
- j. Total May 15 House amount for FY2008 MRA account is \$300 million, including an unspecified level of Iraq aid. Total May 22 Senate draft amount for MRA account is \$330.5 million, including an unspecified level of Iraq aid. Total June 19 House amount for FY2008 is \$315 million, including an unspecified level of Iraq aid.

## Afghanistan Reconstruction Assistance<sup>11</sup>

**Background.** Afghanistan's political transition was completed with the convening of a parliament in December 2005, but in 2006 insurgent threats to Afghanistan's government escalated to the point that some experts began questioning the success of U.S. stabilization efforts. In the political process, a new constitution was adopted in January 2004, successful presidential elections were held on October 9, 2004, and parliamentary elections took place on September 18, 2005. The parliament has become an arena for factions that have fought each other for nearly three decades to debate and peacefully resolve differences. Afghan citizens have started to enjoy new personal freedoms, particularly in the northern and western regions of the country, that were forbidden under the Taliban. Women are beginning to participate in economic and political life, including as ministers, provincial governors, and senior levels of the new parliament. The next elections are planned for 2009.

The insurgency, led by remnants of the former Taliban regime, escalated in 2006, after several years in which it appeared the Taliban was mostly defeated. U.S. and NATO military commanders have had recent successes in counter-insurgency operations, but the Taliban continues to present a considerable threat to peace and security in parts of Afghanistan. Some experts argue that slow reconstruction, corruption, and the failure to extend Afghan government authority into rural areas and provinces, particularly in the south and east, have contributed to the Taliban resurgence. Political leadership in the more stable northern part of the country have registered concerns about distribution of reconstruction funding. In addition, narcotics trafficking is resisting counter-measures, and independent militias remain throughout the country, although many have been disarmed. The Afghan government and U.S. officials have said that some Taliban commanders are operating across the border from Pakistan, putting them outside the reach of U.S./NATO forces in Afghanistan. In 2007, the Administration unveiled the Reconstruction Opportunity Zones (ROZ) in Afghanistan and the border regions with Pakistan, an initiative to stimulate economic activity in underdeveloped, isolated regions.

The United States and partner stabilization measures focus on strengthening the central government and its security forces and on promoting reconstruction while combating the renewed insurgent challenge. As part of this effort, the international community has been running PRTs to secure reconstruction. Despite these efforts, weak provincial governance is seen as a key obstacle to a democratic Afghanistan and continues to pose a threat to reconstruction and stabilization efforts.

**The FY2008 Original and Amended Emergency Supplemental Request.** The Administration requested \$339 million in ESF for Afghanistan reconstruction assistance in the FY2008 emergency supplemental in February 2007. Other parts of the supplement request for Afghanistan included increases in embassy operations and security. The Administration amended the FY2008 supplemental request in October 2007 for a total request of \$839 million for reconstruction, which

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<sup>11</sup> Prepared by Rhoda Margesson, Specialist in International Humanitarian Policy and Kenneth Katzman, Specialist in Middle Eastern Affairs.

included several provisions intended to continue U.S. efforts to stabilize Afghanistan and continue economic reconstruction efforts.<sup>12</sup>

The FY2008 consolidated appropriations act funded most government operations for which regular FY2008 appropriations bills — 11 in all — had not been enacted. Although emergency funds for military operations in Afghanistan were appropriated as part of the bridge supplemental in the consolidated appropriations act (\$1.753 million), the FY2008 supplemental request of \$839 for reconstruction was not appropriated.

Key elements of the FY2008 emergency supplemental requests include funding for the ESF. In addition to the \$339 million for ESF in the initial supplemental request, the amended supplemental included additional funding for democratic governance and reconstruction efforts to continue security and development strategy that would be allocated as follows:

- \$275 million to strengthen provincial governance and responsiveness to the Afghan people. Funding would support a wide range of programs, preparation activities for the 2009 election and ongoing programs, such as the National Solidarity Program (\$40 million), the Afghanistan Reconstruction Fund (\$25 million), and the Provincial Governance Fund (\$50 million);
- \$50 million as part of an effort to invest in basic social services, such as health and education, particularly in rural areas; and
- \$170 million for economic growth and infrastructure, including the development of power sector projects (\$115 million); road projects (\$50 million) focused on those segments that are of strategic military importance and provide key connections between the central and provincial government capitals; and funding to support Reconstruction Opportunity Zones (\$5 million) in designated economically isolated areas and to create employment alternatives.

In addition to ESF funding, the request includes:

- \$5 million in Non-proliferation, Anti-terrorism, Demining and Related Programs (NADR) to support the Afghan leadership through the Presidential Protection Service.

**The FY2009 Regular and Supplemental Request.** The regular FY2009 Administration request for Afghanistan totals \$1.054 billion. On May 2, 2008, the Administration issued an amendment to the regular FY2009 budget request which

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<sup>12</sup> Funding figures obtained from the *FY2008 Revised Emergency Proposal* dated October 22, 2007; the proposed *Budget for Fiscal Year 2008* (“*Additional 2007 and 2008 Proposals*”) submitted in February 2007; and the *Supplemental Appropriations Justification Fiscal Year 2008* prepared by the Department of State and USAID.

would provide supplemental funding for Afghanistan totaling \$924.9 million, including \$749.9 million for ESF and \$175 million for INCLE.

## Congressional Action

**FY2008 Amended Supplemental.** The House June 19, 2008 version of the bill would provide \$859 million in FY2008 supplemental appropriations for ESF, which is \$25 million above the request of \$834 million, with allocations as follows:

- \$360 million to strengthen governance, including preparation activities for the 2009 elections (\$70 million), governance and capacity building (\$165 million), support for the National Solidarity Program (\$65 million), Civilian Assistance (\$10 million), and PRTs (\$50 million);
- \$77 million for basic social services, such as health and education (\$75 million) and NATO/ISAF Post-Operations Humanitarian Relief Fund (\$2 million); and
- \$422 million for economic growth and infrastructure, including power sector projects (\$150 million), roads (\$200 million), rural development (\$65 million), and trade and investment (\$7 million).

In addition to ESF funding, the amended FY2008 supplemental bill includes:

- \$35 million for International Narcotics Control and Law Enforcement (INCLE) to support programs to strengthen narcotics eradication efforts in Afghanistan, including police training and development of the justice sector, with specific reporting requirements for the State Department to the Committees on Appropriations (not later than 180 days after the of this act) on levels of counternarcotics cooperation by the Government of Afghanistan; and
- \$5 million in Non-proliferation, Anti-terrorism, Demining and Related Programs (NADR) to support the Afghan leadership through the Presidential Protection Service.

**FY2009 Amended Supplemental.** For FY2009 both House and Senate provide not more than \$455,000,000 for ESF assistance for Afghanistan. This is \$294.9 million lower than what was requested for the FY2009 supplemental. The House June 19, 2008 version of the bill specifies allocations as follows:

- \$20 million for the National Solidarity Program;
- not less than \$35 million for the 2009 elections; and
- not less than \$35 million for rural development and alternative livelihoods.

The amended bill specifies that funding “shall be programmed in a manner consistent with the Afghan National Development Strategy.”<sup>13</sup> It does not include \$175 million for INCLE, which was in the Administration’s original request.

Both the House and Senate bills provide \$76.7 million for the Embassy, Construction, and Maintenance account in Afghanistan. In addition, both provide up to \$5,000,000 to be transferred to the Special Inspector General for Afghanistan Reconstruction for reconstruction oversight. The House and Senate bills provide an additional amount of \$41.3 million for Embassy Security, Construction, and Maintenance that shall become available on October 1, 2008, and remain available for facilities in Afghanistan. The Senate bill provides \$57 million for the same purpose and time line, provided that \$36.5 million gets transferred to the Special Inspector General for Iraq Reconstruction for oversight and \$5 million gets transferred to Afghanistan Reconstruction also for oversight.

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<sup>13</sup> House Amendment to the Senate Amendment 2 to H.R. 2642, *Further House Amendment Relating to Supplemental Appropriations for Fiscal Years 2008 and 2009*.

**Table 7. Afghanistan Reconstruction Assistance, FY2008-FY2009**  
(millions of U.S. dollars)

Activity (appropriation account)	Total FY2008 Supp Request	Final Supp H.R. 2764 PL110-161	Second FY2008 Supp Request	House May15- passed FY2008 Supp	Senate May 22- passed FY2008 Supp	House June 19- passed FY2008 Supp	FY2009 Supp Request	House May15- passed FY2009 Supp	Senate May 22- passed FY2009 Supp	House June 19- passed FY2009 Supp
Infrastructure aid (ESF)	834.0	—	834.0	859.0	899.0	859.0	749.9	455.0	455.0	455.0
Nonproliferation (NADR)	5.0	—	5.0	5.0	5.0	5.0	—	—	—	—
Int'l Narcotics Control (INCLE)				65.0	—	35.0	175.0	—	—	—
<b>Total</b>	<b>839.0</b>	<b>—</b>	<b>839.0</b>	<b>929.0</b>	<b>904.0</b>	<b>899.0</b>	<b>924.9</b>	<b>455.0</b>	<b>455.0</b>	<b>455.0</b>

**Source:** FY2008-FY2009 budget materials.

**Notes:** Data in this table reflect ongoing and FY2008 proposed funding for programs the same as or similar to those requested in the FY2007 supplemental. The **total** line does not represent total aid or mission operations for Afghanistan. Excluded from this table is proposed funding requested for FBI operations in Afghanistan.

**Acronyms:** ESF-Economic Support Fund, NADR-Nonproliferation, Anti-terrorism, Demining, and Related Programs, and INCLE-International Narcotics Control and Law Enforcement.



## Pakistan<sup>14</sup>

The Federally Administered Tribal Areas (FATA) of Pakistan are considered strategically important to combating terrorism, while continued terrorist and militant activities in the frontier region remain a threat to the United States and its interests in Afghanistan. The Government of Pakistan has developed a FATA Sustainable Development Plan to be implemented over 10 years. In support of this plan, the State Department and the U.S. Agency for International Development have put forward a five-year \$750 million development assistance strategy for the frontier region (a pledge of \$150 million per year) that complements the Government of Pakistan's plan.<sup>15</sup> The U.S. objectives are to improve economic and social conditions in the FATA in order to address the region's use by terrorists and militants. Programs would include governance, health and education services, and economic development, such as agricultural productivity, infrastructure rehabilitation, credit, and vocational training.

On November 3, 2007, President Musharraf imposed emergency rule and suspended Pakistan's constitution. In light of these events, the Administration announced a review of U.S. assistance. However, no action was taken in 2007 and in February 2008, Pakistan held what was reported to be a reasonably credible national election that seated a new civilian government. On April 9, 2008, Secretary of State Condoleezza Rice determined that a democratically elected government had taken office in Pakistan on March 25, 2008, which permitted the removal of coup-related sanctions on Pakistan and the resumption of assistance.

**The FY2009 Regular and Supplemental Request.** The Administration is seeking \$826.3 million for Pakistan in its regular FY2009 budget request. On May 2, 2008, the Administration requested FY2009 supplemental funds for Pakistan totaling \$170.0 million, including \$50 million for INCLE and \$150 million for FMF.

**The FY2008 Original and Amended Supplemental Request.** The Administration did not request funding for Pakistan in its original FY2008 emergency supplemental request in February 2007. In the FY2008 regular budget, the President asked for \$90 million for the frontier region development plan, which left a gap of \$60 million in the overall U.S. pledge of \$150 million. The FY2008 amended supplemental request for \$60 million for ESF would address this funding gap and meet the full pledge as follows: Investment in governance and planning (\$13 million); health and education programs (\$15 million); and local economic development (\$32 million). The \$60 million emergency supplemental request is in addition to the regular appropriations from various accounts in the FY2008 budget.

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<sup>14</sup> Prepared by Rhoda Margesson, Specialist in International Humanitarian Policy.

<sup>15</sup> For more detail on Pakistan, see CRS Report RL33498, *Pakistan-U.S. Relations*, by K. Alan Kronstadt.

## Congressional Action

Both the House May 15-passed and the June 19-passed bill provide no FY2008 supplemental funding for Pakistan while the Senate bill provides the requested amount of \$60 million for ESF for that year. For the FY2009 supplemental, the House June 19-passed bill provides \$150 million, rather than the earlier House-passed amount of \$175 million in ESF money. The Senate bill provides \$150 million for Pakistan in ESF assistance, or \$20 million less than the total requested amount.

## Sudan<sup>16</sup>

For the FY2009 regular request, the Administration is asking for a total of \$332.6 million for Sudan. Some FY2009 supplemental funding for Sudan would include funds for diplomatic security, as well as USAID operation in Sudan.

No funding was requested for Sudan in the original FY2008 emergency supplemental in February 2007. The Administration sought a total of \$868.6 million in the amended emergency supplemental for Sudan, most of which was for humanitarian and peacekeeping support in the Darfur region. Under the consolidated appropriations act, Sudan received \$334.8 million in the regular FY2008 budget and also \$468 for the African Union/United Nations Hybrid Operation in Darfur (UNAMID) peacekeeping mission.

**FY2008 Additional Emergency Supplemental Request.** Major elements of the FY2008 amended emergency supplemental request included the following:

- A \$70 million request in ESF for Sudan to support upcoming national elections that are to take place before July 2009, as determined in the 2005 Comprehensive Peace Agreement between north and south Sudan. The assistance will focus on strengthening political parties, drafting the electoral law, supporting an electoral commission, promoting civic education, and supporting election-related institutions and processes. The United Nations estimates that the elections could cost nearly \$400 million because of the logistical hurdles in conducting elections in a post-conflict environment. \$70 million remains in the pending FY2008 emergency supplemental; and
- \$723.6 million in support of the African Union/United Nations Hybrid Operation in Darfur (UNAMID) in the amended FY2008 supplemental. In the consolidated appropriations act, \$468 million was appropriated; \$333.6 remains in the pending FY2008 emergency supplemental.

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<sup>16</sup> Prepared by Rhoda Margesson, Specialist in International Humanitarian Policy.

## Congressional Action

For UNAMID, the House and the Senate provide \$333.6 million within the State Department's U.S. Contributions to International Peacekeeping (CIPA) account. Both the House and Senate bills provide \$45 million for ESF assistance to Sudan for the FY2008 supplemental, less than the Administration's requested amount of \$70 million. For the FY2009 supplemental, the Administration did not make a request. Nevertheless, both House and Senate bills provide \$25 million for ESF.

**Table 8. Sudan Emergency Supplemental, FY2008-FY2009**  
(millions of U.S. dollars)

Activity (appropriation account)	FY2008 Supp. Request Total	Final Supp. H.R. 2764 PL110- 161	Pending FY2008 Supp. Request	FY2008 Supp House- passed HR2642	FY2008 Supp Senate- passed HR2642	FY2009 Supp. Request	FY2009 Supp House- passed HR2642	FY2009 Supp Senate- passed HR2642	FY2009 Regular Request
UNAMID (CIPA <sup>a</sup> )	723.6	468.0	333.6	333.6	333.6	—	—	—	—
Economic Support Fund (ESF)	70.0	—	70.0	45.0	45.0	—	25.0	25.0	254.1
<b>Total</b>	<b>\$868.6</b>		<b>\$403.6</b>	<b>\$378.6</b>	<b>\$378.6</b>	—	<b>\$25.0</b>	<b>\$25.0</b>	<b>\$332.6<sup>b</sup></b>

**Source:** FY2008-FY2009 budget materials.

**Note:** The **Total** line does not represent total aid or mission operations for Sudan.

a. CIPA-Contributions to International Peacekeeping Activities.

b. Includes accounts for which supplementals were not requested.

## Other Humanitarian Assistance<sup>17</sup>

Although proposed aid packages for specific countries anticipate and identify some humanitarian needs, the Administration also seeks funding for what it describes as unmet or unforeseen humanitarian needs.

**Migration and Refugee Assistance (MRA).** The Administration's original request asked for \$230 million for Migration and Refugee Assistance (MRA) for anticipated and unanticipated refugee and migration emergencies, of which \$195 million was requested for humanitarian assistance to Iraqi refugees.<sup>18</sup> In addition, \$35 million was requested for the emergency needs of Palestinian refugees in Gaza and West Bank, and for Palestinian refugee camps in Lebanon. In the Consolidated Appropriations Act (P.L. 110-161), \$200 million was appropriated for MRA of which \$195 was allocated for Iraqi refugees, leaving \$30 million (of the original \$230 million request) as part of the pending FY2008 supplemental request for assistance

<sup>17</sup> Prepared by Rhoda Margesson, Specialist in International Humanitarian Policy.

<sup>18</sup> This was an increase of \$160 million for Iraqi refugees; \$35 million was requested in the earlier version of the FY2008 emergency supplemental request.

to Iraqi refugees. The Administration requested \$191 million in the FY2009 supplemental request.

For the FY2008 supplemental, the amended House bill provides \$315 million for MRA, which is \$285 million above the request, to meet global refugee needs worldwide, including for Iraqi refugees in Jordan, Syria, Lebanon, Turkey, Egypt, and the region, and for Internally Displaced Persons (IDPs) in Iraq. These funds may also be used to support the admissions costs of Iraqi refugees and other requirements of the Iraqi refugee program. The amended bill raises concerns about the level of resources the Government of Iraq has so far dedicated to assisting Iraqi refugees and IDPs. The bill also refers to the welfare and security of the Lao Hmong in the Thai military camp in Petchaboon, northern Thailand.

Both House and Senate passed \$350 million for FY2009 supplemental MRA funds, nearly 50% more than requested, to respond to urgent humanitarian and refugee admissions requirements, including assistance for refugees from Iraq, Afghanistan, and central Africa.

**Emergency Refugee and Migration Assistance Fund (ERMA).** The Administration did not request funding for ERMA in the FY2008 or FY2009 supplemental requests. The amended FY2008 House bill includes \$31 million for ERMA, but no additional funds in FY2009.

**International Disaster Assistance (IDA).** The Administration's regular budget request included \$80 million for IDA. In the Consolidated Appropriations Act (P.L. 110-161), \$110 million was appropriated for emergency humanitarian assistance. The Administration's FY2008 supplemental request did not include funding for IDA. The Administration requested \$45 million in its FY2009 supplemental request.

For FY2008, the amended House version of the bill includes \$220 million for IDA for urgent humanitarian crises worldwide, including in Burma, Bangladesh, the People's Republic of China, and other countries affected by the ongoing food crisis. For FY2009, the amended House version of the bill includes \$200 million for IDA for ongoing humanitarian needs in Bangladesh, Burma, and the People's Republic of China. In addition, some of these funds may be allocated to assist IDPs in Iraq and Afghanistan and be used in response to the international food crisis.

## **Food Security and Food Aid**

The October amendment included \$350 million in additional P.L. 480 - Title II assistance to meet emergency food needs in the Darfur region of Sudan and eastern Chad and elsewhere worldwide, including places such as southern Africa, and the Horn of Africa and Kenya.

In April 2008, Senators Durbin and Casey proposed adding \$200 million in response to recent global increases in food prices.<sup>19</sup> On May 1, the President announced a new request for \$770 million in FY2009 emergency supplemental funding for food-related international aid, including

- \$395 million for P.L. 480 Title II emergency food assistance;
- \$225 million for U.S. Agency for International Development (USAID) International Disaster Assistance (IDA), mainly for Africa, for local and regional procurement of food abroad and for other humanitarian needs created by high food prices;
- \$150 million for the Development Assistance (DA) account for food security and improved production in insecure countries.<sup>20</sup>

For P.L. 480, both the House and Senate provide more than double (\$850 million) the amount requested (\$350 million) by the Administration for the FY2008 supplemental. For the FY2009 supplemental, the House and Senate bills agree on providing \$395 million for P.L. 480 and another \$200 for other food security assistance.

## Other International Affairs Programs

Several other elements of the international affairs request also remain to be resolved. In its October 2007 supplemental budget amendment, the Administration included \$550 million for the Mérida Initiative, a multi-year plan for U.S. counterdrug and anticrime assistance to Mexico and Central America. The initiative is aimed at helping the Mexican and Central American governments combat drug trafficking, gangs, and other criminal organizations. Of the \$550 million in proposed supplemental assistance, Mexico would receive \$500 million and Central America would receive \$50 million.<sup>21</sup> The October 2007 budget amendment also included a new request for \$220 million for economic assistance in the West Bank and Gaza.

## Congressional Action

On May 14, 2008, the House Committee on Foreign Affairs approved a bill, H.R. 6028 (Berman), which would authorize \$1.6 billion over three years, FY2008-FY2010, for the Mexico-Central America Mérida Initiative. The Bush

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<sup>19</sup> Ben Schneider and Christian Bourge, “Durbin Eyes Additional Food Aid, Seeks Assist From Rice,” *National Journal Congress Daily AM*, April 29, 2008.

<sup>20</sup> White House Office of Management and Budget, “Estimate #2 — FY2009 Emergency Budget Amendments: Operation Iraqi Freedom, Operation Enduring Freedom, and Selected Other International Activities,” May 2, 2008, available online at [[http://www.whitehouse.gov/omb/budget/amendments/amendment\\_5\\_2\\_08.pdf](http://www.whitehouse.gov/omb/budget/amendments/amendment_5_2_08.pdf)].

<sup>21</sup> See CRS Report RS22837, *Merida Initiative: Proposed U.S. Anticrime and Counterdrug Assistance for Mexico and Central America*, by Colleen W. Cook, Rebecca G. Rush, Clare Ribando Seelke.

Administration requested \$500 million for Mexico and \$50 million for Central American countries in an FY2008 supplemental appropriations request. In legislative action on H.R. 2642, the second FY2008 supplemental appropriations measure, the House approved \$400 million for Mexico and \$61.5 million for Central America, Haiti, and the Dominican Republic on May 15, 2008. The Senate version of H.R. 2642, as amended on May 22, 2008, would provide \$350 million for Mexico and \$100 million for Central America, Haiti, and the Dominican Republic. Both versions have human rights conditions, some of which the Mexican government has objected to on the grounds that they would violate Mexico's national sovereignty.

On June 19, 2008, the House passed an amendment to the second Senate amendment of H.R. 2642 that would provide \$465 million in FY2008 supplemental funding for the Mérida Initiative. Of that total, \$400 million would be provided for Mexico and \$65 million (a slight increase from the earlier House bill) for Central America, Haiti, and the Dominican Republic. The compromise language in the House-amended bill reduces the amount of funding subject to human rights conditions, from 25% to 15%, and softens the language in those conditions.

## Domestic Programs

In addition to funding for defense and international affairs, the Administration requested a limited amount of fund for domestic programs, including counter-terrorism-related programs of the Justice Department particularly the FBI and, along with the FY2009 budget request, a request for emergency FY2009 appropriations of \$5.8 billion for Gulf Coast hurricane protection measures carried out by the Corps of Engineers. Individual agencies, including the Census Bureau, the Federal Prison System, and the U.S. Marshals office, also reported shortfalls in funds to the appropriations committees.

The House and Senate supplemental bills both provide requested funding for these programs. In addition, the Senate bill adds \$4.6 billion for hurricane and other disaster relief programs.

Both the House and the Senate approved three major measures that the Administration did not request. The are

- an expansion of veterans' educational benefits at an estimated total cost of \$52 billion over the next ten years, of which the House and Senate bills appropriate \$40 million in FY2008 and the House \$676 million and the Senate \$677 million in FY2009;
- extended unemployment benefits, estimated to cost a total of about \$11 billion over ten years, net of reduced payments in future years, for which the House and Senate supplemental bills appropriate \$15.6 billion, including \$6.2 billion in FY2008 and \$9.4 billion in FY2009; and

- a moratorium on new Medicaid rules that would reduce payments to the states, for which the House and Senate supplemental bills include \$450 million in FY2008 and \$1.15 billion in FY2009. The Senate bill also provides \$80 million in FY2008 and \$75 million in FY2009 for increases in the SCHIP children's health insurance program net of offsetting savings from limiting Medicare payments to new specialty hospitals.

The following sections provide background on some of the major congressional additions.

## **Expansion of Montgomery GI Bill Education Benefits<sup>22</sup>**

Both the House- and Senate-passed bills include provisions that would enhance veterans' educational benefits.<sup>23</sup> The benefit enhancements appear to be based on the Post-9/11 Veterans Educational Assistance Act of 2008 (S. 22), sponsored by Senator Webb, which has broad bipartisan support, with 56 co-sponsors in the Senate; and the House companion bill, H.R. 5740, sponsored by Representative Mitchell, which has 261 cosponsors.<sup>24</sup>

S. 22 and H.R. 5740 would offer 36 months of tuition (limited to in-state tuition charged at the most expensive public institution in the state in which the veteran is enrolled), a monthly stipend to cover living expenses (based on average housing prices in the area in which the veteran is enrolled), and a \$1,000 annual stipend for books and required educational expenses. Provisions for funds for tutorial assistance, licensing, and certification tests are also included. The bills would apply to active duty, Reserve, and National Guard members who serve some period of active duty beginning on or after September 11, 2001. Servicemembers and veterans who serve 36 months on active duty would be eligible for full benefits. Individuals who serve less than 36 months on active duty would be eligible for benefits calculated as a percentage of the total maximum benefits.

The bills also establish a new program under which the government would match dollar for dollar (up to 50% of the tuition difference) any voluntary additional contributions to veterans from institutions whose tuition is more expensive than the maximum educational assistance provided under the bills.

Differing views on the pros and cons of S. 22 were offered at a hearing before the Senate Committee on Veterans' Affairs on May 9, 2007. Senator Webb argued that S. 22 was comparable to the post-World War II GI bill, would lead to similar

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<sup>22</sup> Prepared by Shannon Loane, Knowledge Services Group, Domestic Social Policy Consulting Section.

<sup>23</sup> For information on the current Montgomery GI Bill provisions, see CRS Report RL33281, *Montgomery GI Bill Education Benefits: Analysis of College Prices and Federal Student Aid Under the Higher Education Act*, by Charmaine Mercer.

<sup>24</sup> See Josh Rogin, "Spending Add-ons Could Make for Largest War Supplemental Bill Yet." *CQ Today*, April 18, 2008

economic growth and expansion, and would also have a positive effect on military recruitment and on the readjustment experience of veterans.<sup>25</sup> In the same hearing, Daniel Cooper, the Department of Veterans' Affairs (VA) Under Secretary for Benefits, stated the VA's opposition, criticizing the bill's complexity, cost, and administrative burden. He also argued that it might lead to lower rates of reenlistment in the military services.<sup>26</sup>

**The Graham alternative.** An alternative to S. 22 and H.R. 5740 was proposed by Senator Graham on April 29, 2008. S. 2938, the Enhancement of Recruitment, Retention, and Readjustment Through Education Act of 2008, proposes increases in GI Bill educational benefits for servicemembers and veterans. For individuals with 12 or more years of active duty service, the benefits would be \$1,650 per month in FY2009, in addition to a \$500 annual stipend for books and supplies (for those attending on at least a half-time basis). As under the current Montgomery GI Bill (MGIB), servicemembers would have accept a pay reduction of \$100 per month for the first 12 months of pay, the benefits would be for 36 months and would have to be used within 10 years of discharge or release from active duty, and provisions for tutorial assistance and licensing and certification tests are included. In addition, active duty servicemembers would be able to use up to \$6,000 per year of educational benefits to repay federal student loans, and eligibility would be extended to certain individuals not currently eligible for MGIB, including service academy graduates and Senior Reserve Officers' Training Corps officers (under some conditions and with some stipulations).

The bill also proposes a matching grants program, the 'College Patriots Grant Program,' in which up to an additional \$3,000 per year could be paid by the Department of Veterans Affairs in return for schools, through the use of institutional or other non-federal aid, making a matching reduction in cost of attendance for a servicemember.

Additionally, S. 2938 includes a transferability of benefits provision. Servicemembers would be allowed to transfer up to half of their education benefits to dependents after six years of service and to transfer all of their education benefits after 12 years of service. Currently, the different service branches are authorized to operate limited transferability programs, but only the Army offers one at this time. The Army's program allows servicemembers in designated critical skills areas with at least six years of service who re-enlist for at least four years to transfer up to 18 months, or half, of their educational benefits to dependents. President Bush proposed expanding the transferability of veterans' educational benefits to dependents in his

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<sup>25</sup> Prepared Statement of Hon. Jim Webb, U.S. Senator from Virginia, Committee on Veterans' Affairs Hearing Regarding Pending Veterans' Benefits Legislation, May 9, 2007 (pp. 6-7)

<sup>26</sup> Prepared Statement of Hon. Daniel L. Cooper, Under Secretary for Benefits, Department of Veterans Affairs, Committee on Veterans' Affairs Hearing Regarding Pending Veterans' Benefits Legislation, May 9, 2007 (p. 24)



State of the Union address and repeated it in his May 8 address commemorating Military Spouse Day.<sup>27</sup>

**PAYGO, Military Retention, and Transferability Issues.** The GI bill enhancements appear to have become a major issue, potentially holding up action on the whole supplemental. In the House, members of the Democratic “Blue Dog” caucus initially warned that they would not support a rule on the bill because the cost — estimated at \$52 billion over ten years — is not offset. At the beginning of the 110<sup>th</sup> Congress, the new Democratic majority agreed to changes in House rules to require that increases in mandatory spending or cuts in revenues be paid for either by cuts in other mandatory programs or by increases in revenues. These requirements, which are based on provisions initially included in the Budget Enforcement Act of 1990, are known as “pay as you go” or PAYGO rules. The House leadership subsequently agreed to support an income tax surcharge as an offset to the costs of the bill. It is not clear, however, whether the Senate will approve offsets and whether, in the absence of offsets, a conference agreement can be sustained.

In addition, the Defense Department has consistently been critical of the Webb and Mitchell bill because of concern that it might weaken retention of military personnel. Because the bill would provide full benefits to servicemembers after 36 months of service, DOD officials fear the bill will encourage personnel to leave for college rather than to reenlist in the military. Secretary of Defense Gates raised these issues in an April 29 letter to Senator Levin and in a Pentagon press conference on May 8, at which Chairman of the Joint Chiefs, Admiral Michael Mullen, echoed his concerns.<sup>28</sup>

In the May 8 press conference, Secretary Gates and Admiral Mullen both emphasized their preference, as well, for a bill that would permit servicemembers to transfer educational benefits to family members. On May 6, President Bush announced that he was sending legislation to Congress to permit benefit transfers as well.<sup>29</sup>

## **Hurricane Katrina Repairs and Coastal Louisiana Restoration**

The Administration included in its FY2009 budget, a request for \$5.761 billion in emergency supplemental funds for the Army Corps of Engineers for hurricane protection programs on the Gulf Coast. The Corps is responsible for much of the

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<sup>27</sup> The FY2002 national defense authorization act provided the Defense Department with authority to allow transfers of current educational benefits to family members, and the provision has been tested in an Army pilot project, with, it appears, a relatively low use of the authority by military personnel. For a discussion, see Bart Jansen, Josh Rogin and Kathleen Hunter, “GOP Slips McCain’s GI Bill Alternative into Play on Senate Floor,” *CQ Today Online*, May 14, 2008.

<sup>28</sup> Secretary of Defense Robert M. Gates and Chairman of the Joint Chiefs of Staff Navy Adm. Mike Mullen, “DoD Press Briefing,” May 8, 2008, online at [<http://www.defenselink.mil/transcripts/transcript.aspx?transcriptid=4225>].

<sup>29</sup> President George W. Bush, “President Bush Commemorates Military Spouse Day,” The White House, May 6, 2008.

repair and fortification of the hurricane protection system of coastal Louisiana, particularly in the greater New Orleans area. Since Hurricane Katrina, most of the Corps' work on the region's hurricane protection system has been funded through emergency supplemental appropriations, not through the annual appropriations process. Congress has provided about \$7 billion in emergency funding to date.

The Administration estimates that the \$7 billion in previously appropriated funds are insufficient to complete required measures because of increased costs, improved data on costs, and other factors. The Corps anticipates that available funds will be used by the end of FY2008, but that much remaining work is required to reduce the hurricane flooding risk to the New Orleans area to a 100-year level of protection (i.e., 1% probability of flooding in any given year) and to restore and complete hurricane protection in surrounding areas to previously authorized levels of protection by 2011.<sup>30</sup>

**Congressional Action.** The House and Senate differ significantly on emergency funding for hurricane related programs. Both bills provide \$5.761 billion in emergency FY2009 funding for the Corps of Engineers, as the Administration requested. The Senate-passed bill provides an additional \$4.6 billion in net additional funding for hurricane and other natural disaster-related programs. Senate additions include \$3.0 billion more than requested for the Corps of Engineers, \$500 million for wildland fire fighting, \$451 million for the Emergency Highway Relief program, \$350 million for emergency Medicare and Medicaid services, and \$146 million, offset by rescissions, for housing programs and community development block grants.

## The Census and Other Domestic Issues

Several other, smaller domestic programs may also receive funding in the pending supplemental.

**Decennial Census.** As a result of newly discovered difficulties with equipment planned to be used in various aspects of the 2010 Decennial Census, the Census Bureau is facing substantial shortfalls in funding for FY2008. At hearings, the Secretary of Commerce stated that the shortfall for FY2008 would be between \$160-\$230 million, which they proposed to pay for through intra-departmental transfers within the Department of Commerce. Both the House- and Senate-passed supplemental bills provide \$210 million in emergency FY2008 supplemental appropriations for the Bureau of the Census.<sup>31</sup>

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<sup>30</sup> See CRS Report RL34417, *Energy and Water Development: FY2009 Appropriations*, by Carl E. Behrens, Coordinator, Anthony Andrews, David M. Bearden, Nicole T. Carter, Mark Holt, Nic Lane, Daniel Morgan, and Fred Sissine.

<sup>31</sup> Prepared by Royce Crocker, Government and Finance Division.

## Other Senate Additions of Funding for Domestic Programs

By a vote of 70-26, the Senate approved, by a veto-proof majority, an amendment to the supplemental bill that included additional increases in domestic programs beyond those requested by the Administration and included in the House bill. As noted, the largest increase is \$4.6 billion in additional disaster relief funding. Other significant Senate additions of funds include

- a \$1.2 billion science initiative that provides \$200 million for the NASA return to flight program, \$200 million for the National Science Foundation, \$400 million for Department of Energy defense and non-defense cleanup and science programs, and \$400 million for the National Institutes of Health,
- \$1 billion for the Low-Income Heating Emergency Assistance Program (LIHEAP);
- \$590 million for state and local law enforcement assistance grants;
- \$400 million for the Secure Rural Schools homeland security program; and
- \$275 million to bolster Food and Drug Administration public health and safety enforcement.

In all, the House bill provides \$24.5 billion for domestic programs, of which \$15.6 billion is for extended unemployment compensation benefits, and the Senate bill provides \$33.1 billion, of which \$15.6 billion also is for unemployment compensation. In all, the Senate bill provides \$9.1 billion more than the House bill for domestic programs, of which \$4.6 billion is for disaster-related programs.

## **Appendix A. Status of FY2008 Supplemental Funding Through December 2007**

### **Status of FY2008 Supplemental Funding**

During the first session of the 110<sup>th</sup> Congress, which ended on December 31, 2007, the Administration requested \$196.5 billion in emergency supplemental appropriations for Fiscal Year (FY) 2008, including \$189.3 billion for military operations, \$6.9 billion for international affairs, and \$325 million for other purposes. Through the end of December, Congress had approved \$86.8 billion of the total requested for defense and \$2.4 billion for international affairs, of which the State Department calculates that \$1.5 billion was for requested programs. Of the President's total emergency request, \$102.5 billion for defense and \$5.4 billion for international affairs remain outstanding.

For defense, much of the remaining requested funding is to repair, replace, and upgrade weapons and other equipment used in the war. For foreign operations, remaining funding includes additional sums for reconstruction assistance to Iraq and Afghanistan and for a major new counter-narcotics initiative in Mexico and Central America. For State Department operations, outstanding requests include additional amounts for Diplomatic and Consular Program security upgrades and for Contributions to International Peacekeeping Activities in Darfur and elsewhere.

### **Congressional Action on FY2008 Supplemental Appropriations Through December 2007**

**Administration Requests.** Between February and October of 2007, the Administration submitted requests for FY2008 emergency supplemental appropriations in three blocks.

- Along with the regular FY2008 budget that the White House sent to Congress on February 5, 2007, the Administration requested \$141.7 billion in emergency supplemental funding for the Defense Department, \$3.3 billion for the State Department and international affairs, and \$325 million for other agencies. By submitting the defense request along with the President's FY2008 budget, the Administration complied with Section 1008 of the FY2007 national defense authorization act (P.L. 109-364), which required the President's budget to include a request for estimated full year costs of operations in Iraq and Afghanistan and a detailed justification of the funds. The request constituted a Defense Department estimate of the full year costs of continuing operations in Iraq and Afghanistan at about the same pace as in 2006. The Defense Department acknowledged, however, that the estimate was only a rough, straight-line projection of current costs. By the time the budget was submitted, the Administration was proposing a surge in troops to Iraq that was not reflected in the budget, and it was expected that the Administration would later provide revised cost projections. These were submitted in October.

- On July 31, 2007, the White House requested an additional \$5.3 billion for the Department of Defense to procure, outfit, and deploy 1,520 Mine Resistant Ambush Protected (MRAP) vehicles for the Army and Marine Corps.<sup>32</sup>
- On October 22, 2007, the President proposed an amendment to the FY2008 budget requesting an additional \$45.9 billion in emergency funding for military operations, economic and reconstruction assistance, embassy security, and other activities mainly related to ongoing conflicts in Iraq, Afghanistan, and elsewhere. The request included \$42.3 billion for the Department of Defense for military operations and \$3.6 billion for international affairs programs.<sup>33</sup>

In all, the Administration requested \$195.6 billion in emergency supplemental appropriations for FY2008, mainly for military operations in Iraq, Afghanistan and elsewhere and for related foreign affairs programs.

**Congressional Action.** Congressional action on FY2008 emergency supplemental funding began in earnest in September 2007 and was not completed until shortly before Christmas.

- At the end of September, Congress included \$5.2 billion in emergency funding for Mine Resistant Ambush Protected (MRAP) vehicles (\$5.3 billion was requested in July) in a provision attached to the first FY2008 continuing resolution, H.J.Res. 52, that the President signed on September 29, P.L. 110-92.
- On November 8, 2007, the House and Senate approved a conference agreement on the FY2008 defense appropriations bill, H.R. 3222,<sup>34</sup> and the President signed the bill into law, P.L. 110-116, on November 13. The measure provided \$460 billion for baseline Defense Department activities in FY2008, including \$27.4 billion for Army and \$4.8 billion for Marine Corps operation and maintenance, which may be used to finance both peacetime activities and military operations abroad. The bill also provided an additional

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<sup>32</sup> White House Office of Management and Budget, "Estimate #5 — FY2008 Emergency Budget Amendments: Department of Defense (Global War on Terror — Mine Resistant Ambush Protected Vehicles)," July 31, 2007 online at [[http://www.whitehouse.gov/omb/budget/amendments/amendment\\_7\\_31\\_07.pdf](http://www.whitehouse.gov/omb/budget/amendments/amendment_7_31_07.pdf)].

<sup>33</sup> For the overall request see White House Office of Management and Budget, "FY2008 Emergency Budget Amendments: Operation Iraqi Freedom, Operation Enduring Freedom, and Selected Other International Activities," October 22, 2007, online at [[http://www.whitehouse.gov/omb/budget/amendments/amendment\\_10\\_22\\_07.pdf](http://www.whitehouse.gov/omb/budget/amendments/amendment_10_22_07.pdf)]. For an overview of the defense request, see Department of Defense, *FY2008 Global War on Terror Amendment*, October 2007, online at [[http://www.defenselink.mil/comptroller/defbudget/fy2008/Supplemental/FY2008\\_October\\_Global\\_War\\_On\\_Terror\\_Amendment.pdf](http://www.defenselink.mil/comptroller/defbudget/fy2008/Supplemental/FY2008_October_Global_War_On_Terror_Amendment.pdf)].

<sup>34</sup> See CRS Report RL33999, *Defense: FY2008 Authorization and Appropriations*, by Pat Towell, Stephen Daggett, and Amy Belasco.

\$11.6 billion in emergency funding for MRAP vehicles. Except for the MRAP money, however, the bill did not include funding to cover additional costs associated with ongoing military operations in Iraq, Afghanistan, and elsewhere.

- On November 14, 2007, by a vote of 218-203, the House approved the “Orderly and Responsible Iraq Redeployment Appropriations Act, 2008,” H.R. 4156, providing \$50 billion for U.S. military operations in Iraq, Afghanistan, and elsewhere. The bill included enough money in Army and Marine Corps operating accounts to sustain military operations in Iraq and elsewhere through about April 2008. It also (1) required the President to commence the withdrawal of U.S. forces from Iraq within 30 days of enactment of the legislation and to provide within 60 days a plan for withdrawing most troops from Iraq by December 15, 2008; (2) limited the mission of remaining U.S. forces in Iraq to force protection, training, and pursuit of international terrorists; (3) prohibited deployment of units that are not fully trained and equipped; and (4) extended prohibitions on torture to all U.S. government agencies.
- On November 16, 2007, by a vote of 53-45, with 60 votes required, the Senate refused to close debate on a motion to proceed to consideration of H.R. 4156 as passed by the House, effectively killing the measure. The Senate also rejected, by a vote of 45-53, a motion to proceed to consideration of H.R. 2340, a substitute offered by Senator McConnell, to provide \$70 billion for the Defense Department without requiring withdrawal from Iraq. (Ultimately, however, with some revisions in the allocation of funds, the McConnell amendment was approved as part of the final consolidated appropriations act — see below.)
- Meanwhile, in a November 15, 2007, Pentagon press conference, Secretary of Defense Robert Gates warned that the Army and Marine Corps would have to begin implementing steps to limit operations unless Congress approved additional funding very soon.<sup>35</sup> Without additional money, he said, the Army would have to cease operations at all Army bases by mid-February 2008, which would require furloughs of about 100,000 government employees and a like number of contractor personnel. Plans would have to begin to be implemented in mid-December, he said. On November 20, the Defense Department announced that it was transferring \$4.5 billion to the Army and to the Joint IED Defeat Organization to extend their operations. The Army, DOD said, would only be able to operate with available funds, including the transfer, until February 23, 2008.

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<sup>35</sup> Department of Defense, “DoD News Briefing with Secretary of Defense Gates and Chairman of the Joint Chiefs of Staff Adm. Mullen from the Pentagon Briefing Room, Arlington, Va.,” November 15, 2007 at [<http://www.defenselink.mil/transcripts/transcript.aspx?transcriptid=4089>].

Senior defense officials continued to warn that the Army and Marine Corps would have to halt all but essential operations very soon unless Congress approved additional funding.

- On December 17, 2007, the House brought up the foreign operations appropriations bill, H.R. 2764, that had earlier been passed by the House and then amended by the Senate, as a vehicle for FY2008 “omnibus” or “consolidated” appropriations. The House approved two amendments to the Senate-passed bill. The first amendment, approved by a vote of 253-154, struck the Senate foreign operations language and inserted the text of conference agreements on 11 of the 12 FY2008 appropriations bills. In all, it provided \$485 billion in regular and emergency appropriations for programs covered by all of the regular, annual appropriations bills except for defense, for which appropriations had already been enacted. The second amendment, approved by a vote of 206-201, provided \$31 billion in emergency defense appropriations, mostly restricted to Operation Enduring Freedom (OEF), which encompasses operations in Afghanistan and elsewhere, excluding Iraq. Funding for Army and Marine Corps operation and maintenance was made available only for OEF, except for amounts for force protection that could be allocated to any area.
- On December 18, 2007, the Senate took up the House-passed consolidated appropriations bill and, by a vote of 70-25, adopted an amendment by Senator McConnell to delete the House-passed \$31 billion for OEF and to provide, instead, \$70 billion in emergency
- supplemental appropriations for the Department of Defense for overseas operations, without limits on where the money could be used and without requiring a withdrawal of forces from Iraq.
- On December 19, 2007, the House considered H.R. 2764 as amended by the Senate. By a vote of 272-142, the House approved a motion to agree to the Senate amendment to the House-passed bill, thus clearing the measure for the President. The President signed the bill into law, P.L. 110-161, on December 26.

## Remaining FY2008 and Additional FY2009 Defense Request

The Administration requested a total of \$189.3 billion in emergency FY2008 supplemental appropriations for the Department of Defense. Through December 2007, Congress had approved \$86.8 billion, which leaves \$102.5 billion still pending. Since December, the Defense Department has made some adjustments in its budget request. **Table 1** shows by title and account (1) total FY2008 supplemental funding requested for DOD through the October 22, 2007, budget amendment; (2) the amount Congress has approved to date; (3) adjustments to the remaining amounts that the Defense Department proposed — though not with a formal budget amendment — as of the end of March, 2008, and (4) the remaining adjusted DOD budget request.

In preparing a bill to provide remaining FY2008 defense funds, the congressional appropriations committees decided to add a “bridge fund” for FY2009 that would provide enough money to sustain both day-to-day peacetime activities and war-related operations until well into calendar year 2009. This would leave it to the next Administration to decide what it will request in total supplemental funding to cover war costs based on any planned changes in strategy. The committees discussed with the Defense Department how to allocate funds among accounts so as to sustain critical operations through about June of 2009.

On May 2, the Office of Management and Budget formally sent Congress a request for \$70 billion in FY2009 supplemental funding, of which \$66 billion was for defense and intelligence and \$4 billion was for international affairs. Along with the pending FY2008 supplemental request, **Table A-1** shows the breakdown of the May 2 Administration request for a \$66 billion defense bridge fund. CRS calculates that a bridge fund of about \$57 billion, if allocated by account to maximize the amount of time critical operating accounts would last, could allow the services to operate through the end of July, 2009, at DOD’s planned monthly rates of obligations.<sup>36</sup>

**Table A-1. Remaining FY2008 and Additional FY2009 Supplemental Funding Requested for the Department of Defense**  
(amounts in millions of dollars)

	Original FY2008 Amended Request	FY2008 Enacted through Dec. 2007	Remaining FY2008 Request	FY2008 DOD Adjust- ment	Remaining Adjusted FY2008 Request	FY2009 Request
<b>Military Personnel</b>						
Military Personnel, Army	12,318	783	11,535	+329	11,864	3,500
Reserve Personnel, Army	299	—	299	+9	309	—
National Guard Personnel, Army	1,137	—	1,137	+420	1,557	—
Military Personnel, Navy	792	96	696	+6	702	95
Reserve Personnel, Navy	70	—	70	+3	73	—
Military Personnel, Marine Corps	1,790	56	1,734	+3	1,737	85
Reserve Personnel, Marine Corps	15	—	15	+1	17	—
Military Personnel, Air Force	1,416	138	1,278	+8	1,286	105
Reserve Personnel, Air Force	3	—	3	+4	7	—
National Guard Personnel, Army	—	—	—	—	—	20

<sup>36</sup> The largest requirement, by far, would be for Army Operation and Maintenance. If monthly obligations for Army O&M, both for peacetime and for war-related operations, average \$6.9 billion in FY2009, which is about the FY2008 rate, then the \$31 billion requested for Army O&M in the base defense budget for FY2009 would last until about the middle of February, 2009. An additional \$38 billion would be needed to sustain operations at the same rate through the end of July.



	Original FY2008 Amended Request	FY2008 Enacted through Dec. 2007	Remaining FY2008 Request	FY2008 DOD Adjust- ment	Remaining Adjusted FY2008 Request	FY2009 Request
National Guard Personnel, Air Force	—	—	—	+6	6	—
<b>Total Military Personnel</b>	<b>17,840</b>	<b>1,072</b>	<b>16,767</b>	<b>+789</b>	<b>17,556</b>	<b>3,805</b>
<b>Operation and Maintenance</b>						
O&M, Army	53,872	35,152	18,720	-1,577	17,143	35,560
O&M, Army Reserve	197	78	119	+38	157	—
O&M, Army National Guard	757	327	430	+383	813	—
O&M, Navy	6,163	3,664	2,499	+722	3,220	238
O&M, Marine Corps	4,272	3,966	306	+34	340	2,200
O&M, Navy Reserve	83	42	42	+66	108	—
O&M, Marine Corps Reserve	68	46	22	+1	23	34
O&M, Air Force	10,705	4,778	5,927	+830	6,758	3,644
O&M, Air Force Reserve	24	12	12	+150	162	—
O&M, Air National Guard	103	52	52	+234	285	—
O&M, Defense-Wide	5,337	2,117	3,220	+343	3,563	3,194
Office of the Inspector General	4	—	4	—	4	—
Drug Interdiction and Counter-Drug Activities, Defense	258	193	65	—	65	130
Afghanistan Security Forces Fund	2,700	1,350	1,350	—	1,350	3,666
Iraq Security Forces Fund	3,000	1,500	1,500	—	1,500	2,000
Iraq Freedom Fund	3,851	3,747	104	+70	174	—
Defense Health Program	1,137	576	562	+197	759	—
Medical Support Fund	—	—	—	—	—	400
<b>Total Operation and Maintenance</b>	<b>92,533</b>	<b>57,599</b>	<b>34,934</b>	<b>+1,490</b>	<b>36,424</b>	<b>51,066</b>
<b>Procurement</b>						
Aircraft Procurement, Army	2,125	944	1,182	+15	1,196	—
Missile Procurement, Army	642	—	642	-105	537	—
Procurement of W&TCV, Army	7,290	1,429	5,860	-289	5,571	—
Procurement of Ammunition, Army	514	154	360	—	360	—
Other Procurement, Army	23,131	2,028	21,103	-4,410	16,693	80
Joint Impr Explosive Dev Defeat Fund	4,269	4,269	—	-65	-65	2,970
Aircraft Procurement, Navy	3,908	49	3,860	+191	4,050	—
Weapons Procurement, Navy	318	—	318	—	318	—
Procurement of Ammo, Navy & MC	610	305	305	—	305	—
Other Procurement, Navy	1,607	91	1,515	—	1,515	—
Procurement, Marine Corps	3,148	703	2,444	—	2,444	—
Aircraft Procurement, Air Force	3,946	51	3,895	—	3,895	1,209
Missile Procurement, Air Force	2	—	2	—	2	—
Procurement of Ammunition, Air Force	104	—	104	—	104	—
Other Procurement, Air Force	2,461	31	2,430	—	2,430	1,468
Procurement, Defense-Wide	542	275	267	+8	275	73
Rapid Acquisition Fund	150	—	150	—	150	100

	Original FY2008 Amended Request	FY2008 Enacted through Dec. 2007	Remaining FY2008 Request	FY2008 DOD Adjust- ment	Remaining Adjusted FY2008 Request	FY2009 Request
Mine Resistant Ambush Prot Veh Fund	16,830	16,830	—	—	—	2,610
<b>Total Procurement</b>	<b>71,597</b>	<b>27,159</b>	<b>44,438</b>	<b>-4,657</b>	<b>39,781</b>	<b>8,511</b>
<b>Research, Development, Test and Evaluation</b>						
RDT&E, Army	163	—	163	+48	211	—
RDT&E, Navy	611	—	611	+21	632	113
RDT&E, AF	1,487	—	1,487	+62	1,549	72
RDT&E, DW	684	—	684	+260	945	194
<b>Total RDT&amp;E</b>	<b>2,946</b>	<b>—</b>	<b>2,946</b>	<b>+391</b>	<b>3,33</b>	<b>379</b>
<b>Military Construction</b>						
Military Construction, Army	1,441	—	1,441	+127	1,568	—
FY2005 BRAC - Army	—	—	—	+560	560	—
Military Construction, Navy	238	—	238	+95	332	—
FY2005 BRAC - Navy	—	—	—	+97	97	—
Military Construction, Air Force	305	—	305	+98	403	—
FY2005 BRAC - AF	—	—	—	+129	129	—
Military Construction, Defense- Wide	28	—	28	—	28	—
FY2005 BRAC - Defense Wide	416	—	416	—	416	—
<b>Total Military Construction</b>	<b>2,427</b>	<b>—</b>	<b>2,427</b>	<b>+1,107</b>	<b>3,534</b>	<b>—</b>
<b>Family Housing</b>						
Fam Housing Construction, Navy & Marine Corps	12	—	12	—	12	—
<b>Total Family Housing</b>	<b>12</b>	<b>—</b>	<b>12</b>	<b>—</b>	<b>12</b>	<b>—</b>
<b>Revolving and Management Funds</b>						
Working Capital Fund, Army	1,364	720	644	+6	651	—
Working Capital Fund, Navy	43	—	43	+229	272	—
Working Capital Fund, Air Force	237	—	237	+358	595	—
Working Capital Fund, Defense- Wide	313	280	33	+287	320	2,200
National Defense Sealift Fund	5	—	5	—	5	—
<b>Total Revolving &amp; Mngmnt Funds</b>	<b>1,963</b>	<b>1,000</b>	<b>963</b>	<b>+880</b>	<b>1,843</b>	<b>2,200</b>
<b>Other Non-DOD Intelligence</b>						
FBI Counter-terrorism	—	—	—	—	—	39
<b>Total Other Intelligence</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>39</b>
<b>Total Budget Authority</b>	<b>189,316</b>	<b>86,830</b>	<b>102,486</b>	<b>—</b>	<b>102,486</b>	<b>66,000</b>

**Source:** Department of Defense for FY2008 amounts, Office of Management and Budget, "FY2009 Emergency Budget Amendments: Operation Iraqi Freedom, Operation Enduring Freedom, and Selected Other International Activities," May 2, 2008.

**Notes:** Further changes in request for Iraq Freedom Fund are pending. "BRAC" refers to Base Realignment and Closure.

## Appendix B. Summary Funding Tables

**Table B-1. Spring FY2008 and FY2009 Supplemental Appropriations:  
Request, House, and Senate Amounts by Account**  
(amounts in thousands of dollars)

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
<b>TITLE I: OTHER SECURITY, MILITARY CONSTRUCTION, AND INTERNATIONAL MATTERS</b>				
<b>CHAPTER 1</b>				
<b>DEPARTMENT OF AGRICULTURE, Foreign Agricultural Service</b>				
Public Law 480 Title II Grants (emergency)	350,000	850,000	850,000	850,000
Advance appropriation, FY2009 (emergency)	395,000	395,000	395,000	395,000
<b>CHAPTER 2</b>				
<b>DEPARTMENT OF JUSTICE</b>				
General Administration, Inspector General	—	4,000	4,000	4,000
<b>Legal Activities</b>				
General Legal Activities, Salaries and Expenses	4,093	1,648	1,648	1,648
United States Attorneys, Salaries and Expenses	5,000	5,000	5,000	5,000
United States Marshals Service, Salaries and Expenses	14,921	18,621	18,621	28,621
<b>Federal Bureau of Investigation</b>				
Salaries and expenses (emergency)	101,122	92,169	164,965	106,122
Advance appropriation, FY2009 (emergency)	39,062	82,600	82,600	82,600
<b>Drug Enforcement Administration, Salaries and Expenses</b>	8,468	12,166	22,666	29,861
<b>Bureau of Alcohol, Tobacco, Firearms and Explosives, Salaries and Expenses</b>	4,000	4,000	4,000	4,000
<b>Federal Prison System, Salaries and Expenses</b>	9,100	9,100	9,100	9,100
<b>CHAPTER 3</b>				
<b>DEPARTMENT OF DEFENSE</b>				
<b>Military Construction</b>				
Military construction, Army (emergency)	1,440,750	1,432,700	1,170,200	1,108,200
Military construction, Navy and Marine Corps (emergency)	237,505	423,357	300,084	355,907
Military construction, Air Force (emergency)	305,000	409,627	361,900	399,627
Military construction, Defense-Wide (emergency)	27,600	1,009,600	27,600	890,921
<b>Family Housing</b>				
Family housing construction, Navy and Marine Corps (emergency)	11,766	11,766	11,766	11,766
<b>Base realignment and closure account, 2005 (emergency)</b>	415,910	1,354,634	1,202,886	1,278,886
<b>DEPARTMENT OF VETERANS AFFAIRS</b>				
Departmental Administration	—	120,000	557,100	120,000
Construction, Major Projects	—	—	—	396,377
<b>DEPARTMENT OF DEFENSE</b>				
<b>General Provisions, Military Construction</b>				
Sec 1301 Child development centers, Army (emergency)	—	—	70,600	—
Sec 1302 Child development centers, Navy (emergency)	—	—	89,820	—
Sec 1303 Child development centers, Air Force (emergency)	—	—	8,100	—
Sec 1304 Barracks improvements (emergency)	—	—	200,000	200,000

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
<b>CHAPTER 4</b>				
<b>SUBCHAPTER A — SUPPLEMENTAL APPROPRIATIONS FOR FISCAL YEAR 2008</b>				
<b>DEPARTMENT OF STATE</b>				
<b>Administration of Foreign Affairs</b>				
Diplomatic and consular programs (emergency)	1,708,008	1,606,808	1,413,700	1,465,700
Office of Inspector General (emergency)	—	7,500	12,500	9,500
Educational and cultural exchange program (emergency)	—	—	10,000	—
Embassy security, construction, and maintenance (emergency)	160,000	76,700	76,700	76,700
<b>International Organizations</b>				
Contributions to international organizations (emergency)	53,000	53,000	66,000	66,000
Contributions for international peacekeeping activities, current year (emergency)	333,600	333,600	383,600	373,708
<b>RELATED AGENCY</b>				
<b>Broadcasting Board of Governors</b>				
International Broadcasting Operations (emergency)	—	—	3,000	2,000
<b>BILATERAL ECONOMIC ASSISTANCE</b>				
<b>Funds Appropriated to the President</b>				
International disaster assistance (emergency)	—	200,000	240,000	220,000
Operating expenses of the US Agency for International Development (emergency)	41,000	142,000	149,500	150,500
Operating expenses of the US Agency for International Development Office of Inspector General (emergency)	—	4,000	4,000	4,000
<b>Other Bilateral Economic Assistance</b>				
Economic support fund (emergency)	2,009,000	1,747,000	1,962,500	1,882,500
<b>Department of State</b>				
Democracy fund (emergency)	—	75,000	76,000	76,000
International narcotics control and law enforcement (emergency)	734,000	419,300	520,000	390,300
Migration and refugee assistance (emergency)	30,000	300,000	330,500	315,000
Emergency migration and refugee assistance (emergency)	5,000	25,000	36,608	31,000
Nonproliferation, anti-terrorism, demining and related programs (emergency)	—	11,200	10,000	13,700
<b>Military Assistance</b>				
<b>Funds Appropriated to the President</b>				
Foreign Military Financing Programs	—	72,500	—	137,500
Peacekeeping operations (emergency)	—	—	10,000	—
<b>General Provisions, Section 1407<sup>b</sup></b>				
World Food Program	—	20,000	—	—
Andean Counterdrug Initiative (rescission)	—	-20,000	—	—
International narcotics control and law enforcement (Sudan)	—	10,000	—	—
International narcotics control and law enforcement (rescission)	—	-10,000	—	—

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
<b>SUBCHAPTER B — BRIDGE FUND APPROPRIATIONS FOR FISCAL YEAR 2009</b>				
<b>DEPARTMENT OF STATE</b>				
<b>Administration of Foreign Affairs</b>				
Diplomatic and consular programs (emergency)	1,064,500	737,900	652,400	704,900
Office of Inspector General	16,800	57,000	57,000	57,000
Embassy Security, construction and Maintenance	—	41,300	41,300	41,300
<b>International Organizations</b>				
Contributions to international organizations	40,000	75,000	75,000	75,000
Contributions for international peacekeeping activities, current year	—	150,500	150,500	150,500
<b>RELATED AGENCY</b>				
<b>Broadcasting Board of Governors</b>				
International Broadcasting Operations	—	8,000	6,000	6,000
<b>BILATERAL ECONOMIC ASSISTANCE</b>				
<b>Funds Appropriated to the President</b>				
Global Health and Child Survival	—	75,000	75,000	75,000
Development Assistance	210,000	200,000	200,000	200,000
International disaster assistance	270,000	200,000	200,000	200,000
Operating expenses of the US Agency for International Development	60,000	93,000	93,000	93,000
Operating expenses of the US Agency for International Development Office of Inspector General	—	1,000	1,000	1,000
<b>Other Bilateral Economic Assistance</b>				
Economic support fund	1,297,700	1,147,300	1,132,300	1,124,800
<b>Department of State</b>				
International narcotics control and law enforcement	225,000	204,500	151,000	199,000
Migration and refugee assistance	191,000	350,000	350,000	350,000
Nonproliferation, anti-terrorism, demining and related programs	—	4,000	4,500	4,500
<b>MILITARY ASSISTANCE</b>				
<b>Funds Appropriated to the President</b>				
Foreign Military Financing program grants	170,000	170,000	145,000	302,500
Peacekeeping operations	60,000	85,000	85,000	95,000
<b>SUBCHAPTER C</b>				
<b>GENERAL PROVISIONS<sup>c</sup></b>				
Sec 1410(a) Contribution to World Food Program	—	—	20,000	20,000
(Rescission)	—	—	-20,000	-20,000
Sec 1410(b) Sudan	—	—	10,000	10,000
(Rescission)	—	—	-10,000	-10,000
Sec 1410(c) Mexico IRRF (rescission of emergency appropriations)	—	—	-50,000	-50,000
Sec 1410(d) Horn of Africa	—	—	40,000	—
Rescission of emergency appropriations	—	—	-40,000	—
Sec 1412 Food Security and Cyclone relief	—	—	225,000	—
(Rescission)	—	—	-225,000	—
Sec 1414 Jordan	—	—	300,000	58,000
(Rescission)	—	—	-300,000	-58,000
Section 1408 Buying Power Maintenance (transfer)	—	—	—	[74,000]
<b>GENERAL PROVISIONS, TITLE I</b>				
Rescission, DHS Customs and Border Security	-50,000	—	—	—

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
<b>Total, Title I</b>	<b>11,997,855</b>	<b>14,909,096</b>	<b>14,231,264</b>	<b>15,121,244</b>
Defense	2,438,531	4,641,684	3,442,956	4,245,307
International Affairs	9,423,558	9,918,608	9,918,608	10,088,608
Domestic	135,766	349,304	869,700	787,329
<b>TITLE II: DOMESTIC MATTERS</b>				
<b>CHAPTER 1</b>				
<b>DEPARTMENT OF HEALTH AND HUMAN SERVICES</b>				
Food and Drug Administration	—	—	275,000	150,000
<b>Chapter 2 (Senate)/Chapter 1 (House)</b>				
<b>DEPARTMENT OF COMMERCE</b>				
Bureau of the Census	—	210,000	210,000	210,000
<b>DEPARTMENT OF JUSTICE</b>				
United States Marshals Service, Salaries and Expenses	—	—	50,000	—
Federal Prison System, Salaries and Expenses	—	178,000	178,000	178,000
State and Local Law Enforcement Assistance	—	—	590,000	—
<b>SCIENCE</b>				
NASA, Return to Flight	—	—	200,000	62,500
National Science Foundation	—	—	200,000	62,500
<b>Chapter 3</b>				
<b>DEPARTMENT OF ENERGY</b>				
Non-Defense Energy Programs, Cleanup and Science	—	—	157,000	62,500
Defense Environmental Cleanup	—	—	243,000	62,500
<b>Chapter 4</b>				
General Provision, Small Business Administration	—	—	600	—
<b>Chapter 5</b>				
<b>DEPARTMENT OF THE INTERIOR, Secure Rural Schools</b>	—	—	400,000	—
<b>Chapter 6 (Senate)/Chapter 3 (House)</b>				
<b>DEPARTMENT OF LABOR, State Unemployment Insurance</b>	—	110,000	110,000	110,000
<b>DEPARTMENT OF HEALTH AND HUMAN SERVICES</b>				
Centers for Disease Control, Research and Training	—	—	26,000	—
National Institutes of Health	—	—	400,000	150,000
General Provisions, Low-Income Energy Assistance (LIHEAP)	—	—	1,000,000	—
<b>Chapter 4 (House)</b>				
House of Representatives, Payments to Widows and Heirs	—	169	—	169
<b>Chapter 7</b>				
American Battle Monuments Commission, Foreign Currency Account	—	—	10,000	—
<b>Total, Title II</b>	—	<b>498,169</b>	<b>4,049,600</b>	1,048,169
Defense	—	—	243,000	62,500
International Affairs	—	—	—	—
Domestic	—	498,169	3,806,600	985,669
<b>TITLE III: NATURAL DISASTER RELIEF AND RECOVERY</b>				
<b>Chapter 1</b>				
<b>DEPARTMENT OF AGRICULTURE</b>				
Emergency Conservation Program	—	—	49,413	89,413

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
Emergency Watershed Protection Program	—	—	130,464	390,464
Sec 3101 RUS/Rural Electric and Telecommunication Loans	—	—	1,000	
(Rescission of emergency appropriations)	—	—	-1,000	
<b>Chapter 2</b>				
<b>DEPARTMENT OF COMMERCE</b>				
Economic Development Assistance Programs	—	—	75,000	100,000
National Oceanic and Atmospheric Administration	—	—	75,000	
<b>DEPARTMENT OF JUSTICE</b>				
State and Local Law Enforcement Assistance	—	—	75,000	
<b>Chapter 3</b>				
<b>Corps of Engineers</b>				
Construction, General	—	—	66,600	61,700
Advance appropriation, FY2009	2,835,000	2,835,000	4,966,745	2,835,000
Mississippi river and tributaries	—	—	17,700	17,590
Operations and Maintenance	—	—	338,800	298,344
Flood Control and Coastal Emergencies	—	—	94,400	226,855
Advance appropriation, FY2009	2,926,000	2,926,000	3,274,000	2,926,000
General expenses	—	—	1,500	1,500
<b>Chapter 4</b>				
<b>SMALL BUSINESS ADMINISTRATION</b>				
Disaster Loans Program Account, Midwestern States	—	—	—	266,753
<b>Chapter 5</b>				
<b>FEDERAL EMERGENCY MANAGEMENT AGENCY</b>				
Disaster Relief	—	—	—	897,000
<b>Chapter 6</b>				
<b>DEPARTMENT OF THE INTERIOR</b>				
Bureau of Land Management, Wildland Fire Management	—	—	125,000	—
National Park Service, Historic Preservation Fund	—	—	15,000	—
EPA, State and Tribal Assistance Grants	—	—	5,000	—
<b>DEPARTMENT OF AGRICULTURE</b>				
Forest Service, Wildland Fire Management	—	—	325,000	—
<b>Chapter 7</b>				
<b>DEPARTMENT OF HEALTH AND HUMAN SERVICES</b>				
Centers for Medicare and Medicaid Services	—	—	350,000	—
<b>Chapter 8</b>				
<b>DEPARTMENT OF DEFENSE</b>				
Military Construction Army National Guard	—	—	11,503	—
(Rescission of emergency appropriations)	—	—	-7,000	—
General Provision, Sec. 3801 Family Housing Navy (emergency)	—	—	10,500	—
<b>Chapter 9</b>				
<b>Emergency Highway Relief Program</b>	—	—	451,126	—
<b>Department of Housing and Urban Development</b>				
Permanent Supportive Housing	—	—	73,000	73,000
Housing transition assistance	—	—	3,000	—
Project-based rental assistance	—	—	20,000	—
Community Development Block Fund	—	—	50,000	300,000
Louisiana Road Home (rescission of emergency funds)	—	—	-200,000	—

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
<b>Total, Title III</b>	<b>5,761,000</b>	<b>5,761,000</b>	<b>10,396,751</b>	8,483,619
Defense	—	—	15,003	—
International Affairs	—	—	—	—
Domestic	5,761,000	5,761,000	10,381,748	8,483,619
<b>Title IV (House)/Title V (Senate): EMERGENCY UNEMPLOYMENT COMPENSATION</b>				
Emergency unemployment compensation, FY2008	—	6,170,000	6,170,000	4,790,000
Emergency unemployment compensation, FY2009	—	9,440,000	9,440,000	7,765,000
<b>Total, Title IV</b>	<b>—</b>	<b>15,610,000</b>	<b>15,610,000</b>	12,555,000
Defense	—	—	—	—
International Affairs	—	—	—	—
Domestic	—	15,610,000	15,610,000	12,555,000
<b>TITLE V (House)/Title IV (Senate): VETERANS EDUCATIONAL ASSISTANCE</b>				
Veterans educational assistance, FY2008	—	40,000	40,000	50,000
Veterans educational assistance, FY2009	—	676,000	677,000	746,000
<b>Total, Title V</b>	<b>—</b>	<b>716,000</b>	<b>717,000</b>	<b>796,000</b>
Defense	—	—	—	—
International Affairs	—	—	—	—
Domestic	—	716,000	717,000	796,000
<b>TITLE VII (House)/Title VI (Senate): MEDICAID PROVISIONS</b>				
Medicaid Moratorium, FY2008	—	450,000	—	305,000
Medicaid Moratorium, FY2009	—	1,150,000	—	805,000
Medicaid, Medicare and SCHIP provisions, FY2008	—	—	530,000	—
Medicaid, Medicare and SCHIP provisions, FY2009	—	—	1,225,000	—
<b>Total, Title VII</b>	<b>—</b>	<b>1,600,000</b>	<b>1,755,000</b>	1,110,000
Defense	—	—	—	—
International Affairs	—	—	—	—
Domestic	—	1,600,000	1,755,000	1,110,000
<b>Title VIII: GENERAL PROVISIONS</b>				
Reduction in FY2008 Defense Procurement, R&D, Working Capital Funds	—	—	—	-3,577,845
<b>Total, Title VIII</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>-3,577,845</b>
Defense	—	—	—	-3,577,845
International Affairs	—	—	—	—
Domestic	—	—	—	—
<b>TITLE IX: DEFENSE MATTERS</b>				
<b>CHAPTER 1</b>				
<b>DEFENSE SUPPLEMENTAL APPROPRIATIONS FOR FISCAL YEAR 2008</b>				
<b>Military Personnel</b>				
Military Personnel, Army	11,535,055	—	12,216,715	12,216,715
Military Personnel, Navy	696,053	—	894,185	894,185
Military Personnel, Marine Corps	1,733,971	—	1,826,688	1,826,688
Military Personnel, Air Force	1,277,853	—	1,355,544	1,355,544
Reserve Personnel, Army	299,200	—	304,200	304,200
Reserve Personnel, Navy	70,000	—	72,800	72,800
Reserve Personnel, Marine Corps	15,420	—	16,720	16,720



	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
Reserve Personnel, Air Force	3,000	—	5,000	5,000
National Guard Personnel, Army	1,136,747	—	1,369,747	1,369,747
National Guard Personnel, Air Force	—	—	4,000	4,000
<b>Total, Military Personnel</b>	<b>16,767,299</b>	<b>—</b>	<b>18,065,599</b>	<b>18,065,599</b>
<b>Operation and Maintenance</b>				
Operation & Maintenance, Army	18,712,468	—	17,223,512	17,223,512
Operation & Maintenance, Navy	2,498,765	—	2,977,864	2,977,864
(Transfer out)	[-115,400]	—	[-112,607]	[-112,607]
Operation & Maintenance, Marine Corps	306,050	—	159,900	159,900
Operation & Maintenance, Air Force	5,924,865	—	5,972,520	5,972,520
Operation & Maintenance, Defense-Wide	3,152,933	—	3,657,562	3,657,562
Operation & Maintenance, Army Reserve	118,958	—	164,839	164,839
Operation & Maintenance, Navy Reserve	41,750	—	109,876	109,876
Operation & Maintenance, Marine Corps Reserve	22,040	—	70,256	70,256
Operation & Maintenance, Air Force Reserve	12,133	—	165,994	165,994
Operation & Maintenance, Army National Guard	430,008	—	685,644	685,644
Operation & Maintenance, Air National Guard	51,633	—	287,369	287,369
Subtotal, Operation and Maintenance	31,271,603	—	31,475,336	31,475,336
Iraq Freedom Fund	207,500	—	50,000	50,000
Afghanistan Security Forces Fund	1,350,000	—	1,400,000	1,400,000
Iraq Security Forces Fund	1,500,000	—	1,500,000	1,500,000
Subtotal, Other	3,057,500	—	2,950,000	2,950,000
<b>Total, Operation and Maintenance</b>	<b>34,329,103</b>	<b>—</b>	<b>34,425,336</b>	<b>34,425,336</b>
<b>Procurement</b>				
Aircraft Procurement, Army	1,181,864	—	954,111	954,111
Missile Procurement, Army	641,764	—	561,656	561,656
Procurement of Weapons and Tracked Combat Vehicles, Army	5,860,252	—	5,463,471	5,463,471
Procurement of Ammunition, Army	359,600	—	344,900	344,900
Other Procurement, Army	21,103,261	—	16,337,340	16,337,340
Aircraft Procurement, Navy	3,859,958	—	3,563,254	3,563,254
Weapons Procurement, Navy	318,281	—	317,456	317,456
Procurement of Ammunition, Navy and Marine Corps	304,945	—	304,945	304,945
Other Procurement, Navy	1,515,116	—	1,399,135	1,399,135
Procurement, Marine Corps	2,444,490	—	2,197,390	2,197,390
Aircraft Procurement, Air Force	3,894,839	—	7,103,923	7,103,923
Missile Procurement, Air Force	1,800	—	66,943	66,943
Procurement of Ammunition, Air Force	104,405	—	205,455	205,455
Other Procurement, Air Force	2,405,034	—	1,953,167	1,953,167
Procurement, Defense-Wide	266,237	—	408,209	408,209
National Guard and Reserve Equipment	—	—	825,000	825,000
Rapid Acquisition Fund	150,000	—		
<b>Total, Procurement</b>	<b>44,411,846</b>	<b>—</b>	<b>42,006,355</b>	<b>42,006,355</b>
<b>Research, Development, Test and Evaluation</b>				
Research, Development, Test & Evaluation, Army	163,299	—	162,958	162,958
Research, Development, Test & Evaluation, Navy	610,567	—	366,110	366,110
Research, Development, Test & Evaluation, Air Force	1,487,493	—	399,817	399,817
Research, Development, Test and Evaluation, Defense-Wide	684,389	—	816,598	816,598
<b>Total, Research, Development, Test and Evaluation</b>	<b>2,945,748</b>	<b>—</b>	<b>1,745,483</b>	<b>1,745,483</b>

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
<b>Revolving and Management Funds</b>				
Defense Working Capital Funds	957,675		1,837,450	1,837,450
National Defense Sealift Fund	5,110		5,110	5,110
<b>Total, Revolving and Management Funds</b>	<b>962,785</b>		<b>1,842,560</b>	<b>1,842,560</b>
<b>Other Department of Defense Programs</b>				
Defense Health Program	561,741	—	1,413,864	1,413,864
Psychological health and traumatic brain injury	—	—	75,000	75,000
Drug Interdiction and Counter-Drug Activities, Defense	65,017	—	65,317	65,317
Office of the Inspector General	4,394	—	6,394	6,394
<b>Total, Other Department of Defense Programs</b>	<b>631,152</b>	<b>—</b>	<b>1,560,575</b>	<b>1,560,575</b>
<b>General Provisions</b>				
Sec 11103 Additional transfer authority	—	—	[2,500,000]	[2,500,000]
Sec 11105 Defense Cooperation Account (transfer authority)	6,500	—	6,500	6,500
<b>Total, General Provisions</b>	<b>6,500</b>	<b>—</b>	<b>6,500</b>	<b>6,500</b>
<b>Total, Chapter 1: FY2008 SUPPLEMENTAL APPROPRIATIONS</b>	<b>100,054,433</b>	<b>—</b>	<b>99,652,408</b>	<b>99,652,408</b>
<b>Chapter 2</b>				
<b>DEFENSE BRIDGE FUND APPROPRIATIONS FOR FISCAL YEAR 2009</b>				
<b>DEPARTMENT OF DEFENSE — MILITARY</b>				
<b>Military Personnel</b>				
Military Personnel, Army	3,500,000	—	839,000	839,000
Military Personnel, Navy	95,000	—	75,000	75,000
Military Personnel, Marine Corps	85,000	—	55,000	55,000
Military Personnel, Air Force	105,000	—	75,000	75,000
National Guard Personnel, Army	20,000	—	150,000	150,000
<b>Total, Military Personnel</b>	<b>3,805,000</b>	<b>—</b>	<b>1,194,000</b>	<b>1,194,000</b>
<b>Operation and Maintenance</b>				
Operation & Maintenance, Army	35,560,055	—	37,300,000	37,300,000
Operation & Maintenance, Navy	238,437	—	3,500,000	3,500,000
(Transfer out)	[-200,000]	—	[-112,000]	[-112,000]
Operation & Maintenance, Marine Corps	2,200,000	—	2,900,000	2,900,000
Operation & Maintenance, Air Force	3,644,078	—	5,000,000	5,000,000
Operation & Maintenance, Defense-Wide	3,193,494	—	2,648,569	2,648,569
Operation & Maintenance, Army Reserve	—	—	79,291	79,291
Operation & Maintenance, Navy Reserve	—	—	42,490	42,490
Operation & Maintenance, Marine Corps Reserve	34,000	—	47,076	47,076
Operation & Maintenance, Air Force Reserve	—	—	12,376	12,376
Operation & Maintenance, Army National Guard	—	—	333,540	333,540
Operation & Maintenance, Air National Guard	—	—	52,667	52,667
Subtotal, Operation and Maintenance	44,870,064	—	51,916,009	51,916,009
Afghanistan Security Forces Fund	3,666,259	—	2,000,000	2,000,000
Iraq Security Forces Fund	2,000,000	—	1,000,000	1,000,000
<b>Total, Operation and Maintenance</b>	<b>50,536,323</b>	<b>—</b>	<b>54,916,009</b>	<b>54,916,009</b>
<b>Procurement</b>				
Aircraft Procurement, Army	—	—	84,000	84,000
Procurement of Weapons and Tracked Combat Vehicles, Army	—	—	822,674	822,674
Procurement of Ammunition, Army	—	—	46,500	46,500
Other Procurement, Army	80,536	—	1,009,050	1,009,050
Other Procurement, Navy	—	—	27,948	27,948

	Request	House- Passed May 15 H.R. 2642	Senate- Passed May 22 H.R. 2642	House- Passed June 19 H.R. 2642
Procurement, Marine Corps	—	—	565,425	565,425
Aircraft Procurement, Air Force	1,209,300	—	201,842	201,842
Other Procurement, Air Force	1,467,475	—	1,500,644	1,500,644
Procurement, Defense-Wide	72,733	—	177,237	177,237
Rapid Acquisition fund	100,000	—	—	—
<b>Total, Procurement</b>	<b>2,930,044</b>	—	<b>4,435,320</b>	<b>4,435,320</b>
<b>Research, Development, Test and Evaluation</b>				
Research, Development, Test & Evaluation, Navy	113,228	—	113,228	113,228
Research, Development, Test & Evaluation, Air Force	71,741	—	72,041	72,041
Research, Development, Test and Evaluation, Defense-Wide	194,156	—	202,559	202,559
<b>Total, Research, Development, Test and Evaluation</b>	<b>379,125</b>	—	<b>387,828</b>	<b>387,828</b>
<b>Revolving and Management Funds</b>				
Defense Working Capital Funds	2,200,000	—	—	—
<b>Total, Revolving and Management Funds</b>	<b>2,200,000</b>	—	—	—
<b>Other Department of Defense Programs</b>				
Defense Health Program	400,000	—	1,100,000	1,100,000
Drug Interdiction and Counter-Drug Activities, Defense	130,000	—	188,000	188,000
Joint Improvised Explosive Device Defeat fund	2,970,444	—	2,000,000	2,000,000
<b>Total, Other Department of Defenses Programs</b>	<b>3,500,444</b>	—	<b>3,288,000</b>	<b>3,288,000</b>
<b>General Provisions</b>				
Sec 11203 Transfer authority	[4,000,000]	—	[4,000,000]	[4,000,000]
Sec 11208 Mine Resistant Ambush Protected Vehicle fund	2,610,000	—	1,700,000	1,700,000
<b>Total, General Provisions</b>	<b>2,610,000</b>	—	<b>1,700,000</b>	<b>1,700,000</b>
<b>Total, Chapter 2: FY2009 BRIDGE FUND APPROPRIATIONS</b>	<b>65,960,936</b>	—	<b>65,921,157</b>	<b>65,921,157</b>
<b>Chapter 3</b>				
<b>General Provision</b>				
Sec 11308 rescission of emergency appropriations	—	—	-146,531	-146,531
<b>Total, Title IX</b>	<b>166,015,369</b>	—	<b>165,427,034</b>	<b>165,427,034</b>
Defense	166,015,369	—	165,427,034	165,427,034
International Affairs	—	—	—	—
Domestic	—	—	—	—

**Sources:** Request and Senate amounts from Senate Appropriations Committee, “FY2008 Supplemental Explanatory Material,” May 20, 2008, on line at [<http://appropriations.senate.gov/>]; House May 15 amounts by CRS based on explanatory material prepared by the House Appropriations Committee and distributed on May 15, 2008, by the House Rules Committee on line at [[http://www.rules.house.gov/announcement\\_details.aspx?NewsID=3333](http://www.rules.house.gov/announcement_details.aspx?NewsID=3333)]. House June 19 amounts from House Appropriations Committee text of the House amendment, explanatory material, and appropriations tables in the *Congressional Record*, June 19, 2008, pp. H5622-H5699. Totals by category are calculated by CRS.

**Notes:** Amounts may not add due to rounding. All totals shown are net of offsetting rescissions.

**Table B-2. Memorandum: Un-passed House Leadership Bill Defense Funding Compared to Request and Senate-Passed Bill**

(amounts in thousands of dollars)

	Request	House Leadership Bill May 15	Senate-Passed May 22	Senate vs House
<b>TITLE IX: DEFENSE MATTERS</b>				
<b>CHAPTER 1</b>				
<b>DEFENSE SUPPLEMENTAL APPROPRIATIONS FOR FISCAL YEAR 2008</b>				
<b>Military Personnel</b>				
Military Personnel, Army	11,535,055	11,807,655	12,216,715	+409,060
Military Personnel, Navy	696,053	866,753	894,185	+27,432
Military Personnel, Marine Corps	1,733,971	1,820,571	1,826,688	+6,117
Military Personnel, Air Force	1,277,853	1,286,153	1,355,544	+69,391
Reserve Personnel, Army	299,200	304,200	304,200	—
Reserve Personnel, Navy	70,000	72,800	72,800	—
Reserve Personnel, Marine Corps	15,420	16,720	16,720	—
Reserve Personnel, Air Force	3,000	5,000	5,000	—
National Guard Personnel, Army	1,136,747	1,369,747	1,369,747	—
National Guard Personnel, Air Force		4,000	4,000	—
<b>Total, Military Personnel</b>	<b>16,767,299</b>	<b>17,553,599</b>	<b>18,065,599</b>	<b>+512,000</b>
<b>Operation and Maintenance</b>				
Operation & Maintenance, Army	18,712,468	16,343,512	17,223,512	+880,000
Operation & Maintenance, Navy	2,498,765	2,952,864	2,977,864	+25,000
(Transfer out)	[-115,400]	[-112,607]	[-112,607]	—
Operation & Maintenance, Marine Corps	306,050	159,900	159,900	—
Operation & Maintenance, Air Force	5,924,865	5,922,520	5,972,520	+50,000
Operation & Maintenance, Defense-Wide	3,152,933	3,387,562	3,657,562	+270,000
Operation & Maintenance, Army Reserve	118,958	164,839	164,839	—
Operation & Maintenance, Navy Reserve	41,750	109,876	109,876	—
Operation & Maintenance, Marine Corps Reserve	22,040	70,256	70,256	—
Operation & Maintenance, Air Force Reserve	12,133	165,994	165,994	—
Operation & Maintenance, Army National Guard	430,008	685,633	685,644	+11
Operation & Maintenance, Air National Guard	51,633	287,369	287,369	—
Subtotal, Operation and Maintenance	31,271,603	30,250,325	31,475,336	+1,225,011
Iraq Freedom Fund	207,500	50,000	50,000	—
Afghanistan Security Forces Fund	1,350,000	1,400,000	1,400,000	—
Iraq Security Forces Fund	1,500,000	1,500,000	1,500,000	—
Subtotal, Other	3,057,500	2,950,000	2,950,000	—
<b>Total, Operation and Maintenance</b>	<b>34,329,103</b>	<b>33,200,325</b>	<b>34,425,336</b>	<b>+1,225,011</b>
<b>Procurement</b>				
Aircraft Procurement, Army	1,181,864	954,111	954,111	—
Missile Procurement, Army	641,764	561,656	561,656	—
Procurement of Weapons and Tracked Combat Vehicles, Army	5,860,252	5,393,471	5,463,471	+70,000
Procurement of Ammunition, Army	359,600	344,900	344,900	—
Other Procurement, Army	21,103,261	15,967,340	16,337,340	+370,000
Aircraft Procurement, Navy	3,859,958	3,411,254	3,563,254	+152,000
Weapons Procurement, Navy	318,281	317,456	317,456	—
Procurement of Ammunition, Navy and Marine Corps	304,945	304,945	304,945	—
Other Procurement, Navy	1,515,116	1,260,135	1,399,135	+139,000
Procurement, Marine Corps	2,444,490	2,153,390	2,197,390	+44,000

	Request	House Leadership Bill May 15	Senate- Passed May 22	Senate vs House
Aircraft Procurement, Air Force	3,894,839	7,028,563	7,103,923	+75,360
Missile Procurement, Air Force	1,800	66,943	66,943	—
Procurement of Ammunition, Air Force	104,405	205,455	205,455	—
Other Procurement, Air Force	2,405,034	1,903,167	1,953,167	+50,000
Procurement, Defense-Wide	266,237	408,209	408,209	—
National Guard and Reserve Equipment		750,000	825,000	+75,000
Rapid Acquisition Fund	150,000	—		
<b>Total, Procurement</b>	<b>44,411,846</b>	<b>41,030,995</b>	<b>42,006,355</b>	<b>+975,360</b>
<b>Research, Development, Test and Evaluation</b>				
Research, Development, Test & Evaluation, Army	163,299	162,958	162,958	—
Research, Development, Test & Evaluation, Navy	610,567	366,110	366,110	—
Research, Development, Test & Evaluation, Air Force	1,487,493	278,427	399,817	+121,390
Research, Development, Test and Evaluation, Defense-Wide	684,389	816,598	816,598	—
<b>Total, Research, Development, Test and Evaluation</b>	<b>2,945,748</b>	<b>1,624,093</b>	<b>1,745,483</b>	<b>+121,390</b>
<b>Revolving and Management Funds</b>				
Defense Working Capital Funds	957,675	1,837,450	1,837,450	—
National Defense Sealift Fund	5,110	5,110	5,110	—
Total, Revolving and Management Funds	962,785	1,842,560	1,842,560	—
Other Department of Defense Programs				
Defense Health Program	561,741	1,363,864	1,413,864	+50,000
Operation and maintenance	[561,741]	[907,063]	[957,064]	—
Procurement	—	[91,900]	[91,900]	—
Research Development and Testing	—	[363,900]	[365,900]	—
Psychological health and traumatic brain injury	—	75,000	75,000	—
Drug Interdiction and Counter-Drug Activities, Defense	65,017	65,317	65,317	—
Office of the Inspector General	4,394	6,394	6,394	—
<b>Total, Other Department of Defense Programs</b>	<b>631,152</b>	<b>1,510,575</b>	<b>1,560,575</b>	<b>+50,000</b>
<b>General Provisions</b>				
Sec 11103 Additional transfer authority	—	[2,500,500]	[2,500,000]	—
Sec 11105 Defense Cooperation Account (transfer authority)	6,500	6,500	6,500	—
Rescissions of emergency funds	—	-146,531	—	+146,531
<b>Total, General Provisions</b>	<b>6,500</b>	<b>-140,031</b>	<b>6,500</b>	<b>+146,531</b>
<b>Total, Chapter 1: FY2008 Appropriations</b>	<b>100,054,433</b>	<b>96,622,116</b>	<b>99,652,408</b>	<b>+3,030,292</b>
<b>Chapter 2</b>				
<b>DEFENSE BRIDGE FUND APPROPRIATIONS FOR FISCAL YEAR 2009</b>				
<b>DEPARTMENT OF DEFENSE — MILITARY</b>				
<b>Military Personnel</b>				
Military Personnel, Army	3,500,000	839,000	839,000	—
Military Personnel, Navy	95,000	75,000	75,000	—
Military Personnel, Marine Corps	85,000	55,000	55,000	—
Military Personnel, Air Force	105,000	75,000	75,000	—
National Guard Personnel, Army	20,000	150,000	150,000	—
<b>Total, Military Personnel</b>	<b>3,805,000</b>	<b>1,194,000</b>	<b>1,194,000</b>	<b>—</b>
<b>Operation and Maintenance</b>				
Operation & Maintenance, Army	35,560,055	37,300,000	37,300,000	—
Operation & Maintenance, Navy	238,437	3,500,000	3,500,000	—
(Transfer out)	[-200,000]	[-112,000]	[-112,000]	—

	Request	House Leadership Bill May 15	Senate-Passed May 22	Senate vs House
Operation & Maintenance, Marine Corps	2,200,000	2,900,000	2,900,000	—
Operation & Maintenance, Air Force	3,644,078	5,000,000	5,000,000	—
Operation & Maintenance, Defense-Wide	3,193,494	2,648,569	2,648,569	—
Operation & Maintenance, Army Reserve	—	79,291	79,291	—
Operation & Maintenance, Navy Reserve	—	42,490	42,490	—
Operation & Maintenance, Marine Corps Reserve	34,000	47,076	47,076	—
Operation & Maintenance, Air Force Reserve	—	12,376	12,376	—
Operation & Maintenance, Army National Guard	—	333,540	333,540	—
Operation & Maintenance, Air National Guard	—	52,667	52,667	—
<b>Subtotal, Operation and Maintenance</b>	<b>44,870,064</b>	<b>51,916,009</b>	<b>51,916,009</b>	<b>—</b>
Afghanistan Security Forces Fund	3,666,259	2,000,000	2,000,000	—
Iraq Security Forces Fund	2,000,000	1,000,000	1,000,000	—
<b>Total, Operation and Maintenance</b>	<b>50,536,323</b>	<b>54,916,009</b>	<b>54,916,009</b>	<b>—</b>
<b>Procurement</b>				
Aircraft Procurement, Army	—	84,000	84,000	—
Procurement of Weapons and Tracked Combat Vehicles, Army	—	822,674	822,674	—
Procurement of Ammunition, Army	—	46,500	46,500	—
Other Procurement, Army	80,536	1,009,050	1,009,050	—
Other Procurement, Navy	—	27,948	27,948	—
Procurement, Marine Corps	—	565,425	565,425	—
Aircraft Procurement, Air Force	1,209,300	201,842	201,842	—
Other Procurement, Air Force	1,467,475	1,500,644	1,500,644	—
Procurement, Defense-Wide	72,733	177,237	177,237	—
Rapid Acquisition fund	100,000	—	—	—
<b>Total, Procurement</b>	<b>2,930,044</b>	<b>4,435,320</b>	<b>4,435,320</b>	<b>—</b>
<b>Research, Development, Test and Evaluation</b>				
Research, Development, Test & Evaluation, Navy	113,228	113,228	113,228	—
Research, Development, Test & Evaluation, Air Force	71,741	72,041	72,041	—
Research, Development, Test and Evaluation, Defense-Wide	194,156	202,559	202,559	—
<b>Total, Research, Development, Test and Evaluation</b>	<b>379,125</b>	<b>387,828</b>	<b>387,828</b>	<b>—</b>
<b>Revolving and Management Funds</b>				
Defense Working Capital Funds	2,200,000	—	—	—
<b>Total, Revolving and Management Funds</b>	<b>2,200,000</b>	<b>—</b>	<b>—</b>	<b>—</b>
<b>Other Department of Defense Programs</b>				
Defense Health Program	400,000	1,100,000	1,100,000	—
Drug Interdiction and Counter-Drug Activities, Defense	130,000	188,000	188,000	—
Joint Improvised Explosive Device Defeat fund	2,970,444	2,000,000	2,000,000	—
<b>Total, Other Department of Defenses Programs</b>	<b>3,500,444</b>	<b>3,288,000</b>	<b>3,288,000</b>	<b>—</b>
<b>General Provisions</b>				
Sec 11203 Transfer authority	[4,000,000]	[4,000,000]	[4,000,000]	—
Sec 11208 Mine Resistant Ambush Protected Vehicle fund	2,610,000	1,700,000	1,700,000	—
<b>Total, General Provisions</b>	<b>2,610,000</b>	<b>1,700,000</b>	<b>1,700,000</b>	<b>—</b>
<b>Total, Chapter 2</b>	<b>65,960,936</b>	<b>65,921,157</b>	<b>65,921,157</b>	<b>—</b>
<b>Chapter 3</b>				
<b>General Provision</b>				
Sec 11308 rescission of emergency appropriations	—	—	-146,531	-146,531

	<b>Request</b>	<b>House Leadership Bill May 15</b>	<b>Senate- Passed May 22</b>	<b>Senate vs House</b>
<b>Total, Title IX</b>	<b>166,015,369</b>	<b>162,543,273</b>	<b>165,427,034</b>	<b>+2,883,761</b>

**Sources:** Request and Senate amounts from Senate Appropriations Committee, "FY2008 Supplemental Explanatory Material," May 20, 2008, on line at [<http://appropriations.senate.gov/>]; House amounts by CRS based on explanatory material prepared by the House Appropriations Committee and distributed on May 15, 2008, by the House Rules Committee on line at [[http://www.rules.house.gov/announcement\\_details.aspx?NewsID=3333](http://www.rules.house.gov/announcement_details.aspx?NewsID=3333)].