

# Department of State, Foreign Operations, and Related Programs: FY2023 Budget and Appropriations

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**Emily M. Morgenstern**  
Analyst in Foreign  
Assistance and Foreign  
Policy

**Cory R. Gill**  
Analyst in Foreign Affairs

# Department of State, Foreign Operations, and Related Programs: FY2023 Budget and Appropriations

Each year, Congress considers 12 distinct appropriations measures to fund federal programs and activities. One of these is the Department of State, Foreign Operations, and Related Programs (SFOPS) appropriations bill, which includes funding for U.S. diplomatic activities, cultural exchanges, development, security, humanitarian assistance, and participation in multilateral organizations, among other international activities. On March 28, 2022, the Biden Administration released its proposed FY2023 budget request, which called for \$66.00 billion in new budget authority for SFOPS accounts (\$65.94 billion after rescissions of prior year funding).

The FY2023 request, including rescissions, represented a 17.2% increase from FY2022 enacted base appropriations (excluding emergency funding to address crises in Afghanistan and Ukraine) and a 22.8% decrease from total FY2022 enacted appropriations (this calculation has changed and may continue to change with the enactment of supplemental FY2022 appropriations). Consistent with previous budget requests and annual SFOPS appropriations measures, the budget request divided SFOPS into two main components:

- **Department of State and Related Agency.** These accounts, which are provided in Title I of the SFOPS bill, primarily support Department of State diplomatic and security activities. The FY2023 proposal included \$18.58 billion for Title I accounts, which represented a 7.9% increase from FY2022 enacted base appropriations and a 3.0% increase from total FY2022 enacted levels.
- **Foreign Operations and Related Programs.** These accounts, which are provided in Titles II-VI of the SFOPS bill, fund most foreign assistance activities and would have seen a total of \$47.42 billion for FY2023, a 15.8% increase when compared to FY2022 enacted base levels and a 31.6% decrease when compared to total FY2022 enacted levels.

On June 29, 2022, the House Appropriations Committee approved its FY2023 SFOPS bill, which would provide a total of \$65.18 billion in new budget authority for SFOPS accounts (\$64.73 billion after rescissions). Of that total, the bill provides \$18.01 billion for Department of State and Related Agency accounts and \$47.16 billion for Foreign Operations and Related Programs accounts.

**Appendix A** provides an account-by-account comparison of the FY2023 request to FY2022 enacted and FY2021 actual funding levels. **Appendix B** offers a similar comparison focused specifically on the International Affairs budget. Both appendices will be updated to reflect congressional action. **Appendix C** depicts the SFOPS account structure.

This report tracks SFOPS budget requests and appropriations, comparing funding levels for accounts and purposes. It does not provide extensive analysis of international affairs policy issues. For in-depth analysis and contextual information on international affairs issues, please consult the wide range of CRS reports on specific subjects, such as global health, diplomatic security, and U.S. participation in the United Nations. For more information on SFOPS accounts, see CRS Report R40482, *Department of State, Foreign Operations Appropriations: A Guide to Component Accounts*, by Nick M. Brown and Cory R. Gill.

## Contents

|   |    |
|---|----|
| Overview .....  | 1  |
| Emergency Funds .....   | 2  |
| Congressional Action .....  | 4  |
| State Department Operations and Related Agency Funding Highlights .....               | 5  |
| Diplomatic Programs .....   | 6  |
| Diplomatic Security .....   | 7  |
| Assessed Contributions to International Organizations and Peacekeeping Missions ..... | 9  |
| Foreign Operations Highlights .....   | 12 |
| Foreign Operations Sectors .....  | 13 |
| Global Health Programs (GHP) .....  | 13 |
| Humanitarian Assistance .....   | 15 |
| Security Assistance .....   | 16 |
| Development Assistance, Export Promotion, and Related Assistance .....                | 17 |
| Regional Assistance .....   | 19 |
| General Provisions .....  | 20 |
| Outlook .....   | 21 |

## Figures

|   |        |
|---|--------|
| Figure 1. International Affairs as a Portion of the Federal Budget, FY2023 Estimate ..... | 1      |
| Figure 2. SFOPS Funding, FY2012-FY2023 .....  | 4      |
| Figure 3. Humanitarian Assistance by Account, FY2021-FY2023 .....                         | 16     |
| Figure 4. Security Assistance by Account, FY2021-FY2023 .....                             | 17     |
| Figure 5. Regional Assistance, FY2021 Actual vs. FY2023 Request .....                     | 20     |
| <br>Figure C-1. International Affairs Components .....                                    | <br>31 |

## Tables

|  |    |
|--|----|
| Table 1. SFOPS Request vs. Actual/Enacted Funding, FY2014-FY2023 .....   | 2  |
| Table 2. Emergency Supplemental Funds, FY2021-FY2022 Enacted .....   | 3  |
| Table 3. State Department and Related Agency: Selected Accounts, FY2021-FY2023 .....                                   | 5  |
| Table 4. Diplomatic Security Annual Appropriations, FY2021-FY2023 .....  | 8  |
| Table 5. U.S. Payments of Assessments to International Organizations and Peacekeeping<br>Missions, FY2021-FY2023 ..... | 10 |
| Table 6. Foreign Assistance by Type, FY2021-FY2023 .....   | 12 |
| Table 7. Global Health Appropriations by Subaccount, FY2021-FY2023 .....   | 14 |
| Table 8. Select Development Sectors, FY2021-FY2022 .....   | 18 |

|   |    |
|---|----|
| Table A-1. Department of State, Foreign Operations, and Related Programs<br>Appropriations: FY2021-FY2023 ..... | 24 |
| Table B-1. International Affairs Budget: FY2021-FY2023 .....  | 30 |

## **Appendixes**

|  |    |
|--|----|
| Appendix A. SFOPS Funding by Account .....         | 24 |
| Appendix B. International Affairs Budget.....      | 30 |
| Appendix C. International Affairs Components ..... | 31 |

## **Contacts**

|                         |    |
|-------------------------|----|
| Author Information..... | 31 |
|-------------------------|----|

## Overview

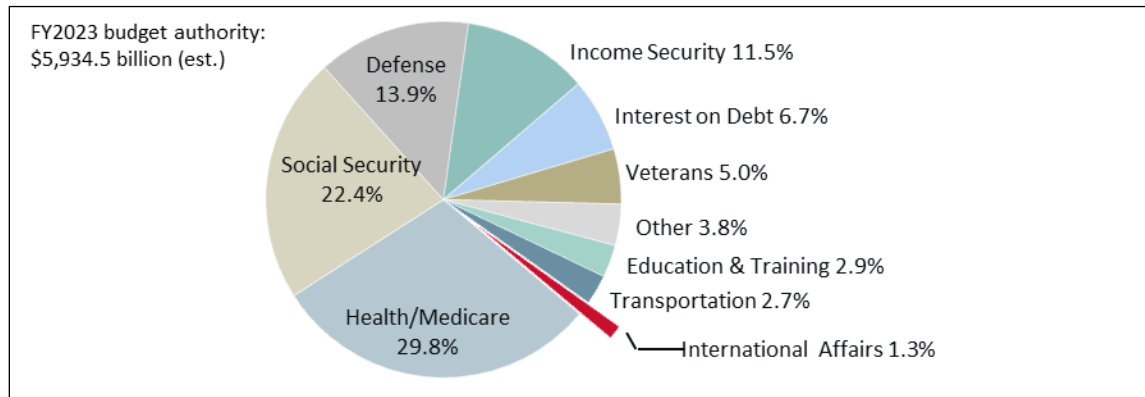
Annual Department of State, Foreign Operations, and Related Programs (SFOPS) appropriations support a range of U.S. activities around the world, including the operation of U.S. embassies; diplomatic activities; development, security, and humanitarian assistance; U.S. participation in multilateral organizations; and certain U.S. export promotion activities. The SFOPS appropriation closely aligns with the International Affairs budget function (150), which typically represents about 1% of the annual federal budget (**Figure 1**).<sup>1</sup>

### A Note on Numbers

The Biden Administration prepared its FY2023 budget request prior to passage of FY2022 full year appropriations; it is unclear how it prepared FY2022 “estimates” presented in the budget request. As such, and to remain consistent with prior year analyses, CRS is comparing the FY2023 SFOPS request and subsequent appropriations bills to FY2022 enacted funding levels and/or FY2021 actual funding.

Unless otherwise indicated, CRS is using the FY2023 SFOPS Congressional Budget Justification for FY2021 “actuals,” and P.L. 117-43, P.L. 117-70, P.L. 117-103, and P.L. 117-128 for FY2022 enacted levels.

**Figure 1. International Affairs as a Portion of the Federal Budget, FY2023 Estimate**



**Source:** Prepared by CRS using Office of Management and Budget FY2023 Budget Historical Table 5.1.

The Biden Administration’s budget request for FY2023, released on March 28, 2022, proposed \$66.00 billion in new budget authority for SFOPS accounts, or \$65.94 billion when including proposed rescissions of prior year funding.<sup>2</sup> The total request, including rescissions, represented a 17.2% increase from FY2022 enacted base appropriations and a 22.8% decrease from total FY2022 enacted appropriations (including emergency supplemental funds to address crises in Afghanistan and Ukraine). The request was lower than the Biden Administration’s FY2022 request but higher than every other SFOPS request from the past decade in current U.S. dollars (**Table 1**).

<sup>1</sup> The SFOPS budget aligns closely but not exactly with the International Affairs budget (Function 150). The primary differences are that international food aid programs are part of Function 150 but funded through the Agriculture appropriation, and that SFOPS includes funding for international commissions that are part of the Function 300 budget.

<sup>2</sup> Rescissions of prior year funding do not affect new budget authority but are considered when calculating budget totals for purposes such as compliance with Appropriations Committees’ 302(b) allocations or statutory spending caps.

**Table 1. SFOPS Request vs. Actual/Enacted Funding, FY2014-FY2023**

(In billions of current U.S. dollars)

|                       | FY2014 | FY2015 | FY2016 | FY2017 | FY2018 | FY2019 | FY2020 | FY2021 | FY2022 | FY2023 |
|-----------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| <b>Request</b>        | 51.96  | 55.01  | 54.83  | 60.21  | 40.21  | 41.66  | 43.10  | 44.12  | 71.37  | 66.00  |
| <b>Actual/Enacted</b> | 50.89  | 54.39  | 54.52  | 59.78  | 54.18  | 54.38  | 57.37  | 71.38  | 85.45  |        |
| <b>Difference</b>     | -2.1%  | -1.1%  | -0.6%  | -0.7%  | 34.7%  | 30.5%  | 33.1%  | 61.8%  | 19.7%  |        |

**Source:** Annual SFOPS Congressional Budget Justifications (CBJs) prepared by the Department of State and U.S. Agency for International Development; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128.

**Notes:** Includes supplemental and emergency funds and rescissions. FY2022 figures are enacted, while FY2014-FY2021 figures are actual.

## Emergency Funds

Congress periodically has appropriated funding designated as “emergency” to address a range of activities outside of pre-established budget caps. From FY2012-FY2021, SFOPS appropriations included funding designated as “Overseas Contingency Operations” (OCO), emergency funding initially used by Congress in the “frontline” states of Afghanistan, Pakistan, and Iraq.<sup>3</sup> OCO was also one of the mechanisms by which Congress sought to fund various activities while still adhering to discretionary spending caps established by the Budget Control Act of 2011 (BCA; P.L. 112-25). Congress and successive Administrations expanded OCO’s use considerably in funding level and scope, with OCO funds supporting a broader range of programs, including those that were considered to be base budget programs in the later years. The BCA discretionary caps expired in FY2021; the Administration did not request and Congress did not enact any OCO-designated funding in FY2022.

Congress has also enacted emergency funds outside of OCO to address unanticipated situations both during the regular budget cycle in annual appropriations bills and in off-cycle supplemental measures. In FY2021 and FY2022, Congress enacted emergency SFOPS funding as part of annual omnibus appropriations, three off-budget supplemental funding measures, and two Continuing Resolutions (**Table 2**). Such funding was enacted primarily to address needs related to the Coronavirus Disease 2019 (COVID-19) pandemic abroad; humanitarian assistance for Afghanistan and Afghan refugees; and security, humanitarian, and economic assistance for Ukraine.

<sup>3</sup> For more on OCO, see CRS In Focus IF10143, *Foreign Affairs Overseas Contingency Operations (OCO) Funding: Background and Current Status*, by Emily M. Morgenstern.

**Table 2. Emergency Supplemental Funds, FY2021-FY2022 Enacted**

(In millions of current U.S. dollars)

|   | FY2021                               |                                  |                          | FY2022                 |                        |                                   |                                     |
|---|--------------------------------------|----------------------------------|--------------------------|------------------------|------------------------|-----------------------------------|-------------------------------------|
|   | P.L. 116-260,<br>Div. K,<br>Title IX | P.L. 117-2,<br>Title X<br>(ARPA) | P.L. 117-31,<br>Title IV | P.L. 117-43,<br>Div. C | P.L. 117-70,<br>Div. B | P.L. 117-103,<br>Div. N<br>(USAA) | P.L. 117-128,<br>Title V<br>(AUSAA) |
| Diplomatic Programs   |                                      | 204.00                           |                          |                        | 44.30                  | 125.00                            | 190.00                              |
| Capital Investment Fund   |                                      |                                  |                          |                        |                        |                                   | 10.00                               |
| Consular & Border Security Programs                             | 300.00                               |                                  |                          |                        |                        |                                   |                                     |
| Emergencies in the Diplomatic & Consular Services               |                                      |                                  |                          | 276.90                 | 36.00                  |                                   |                                     |
| Office of Inspector General                                     |                                      |                                  |                          |                        |                        | 4.00                              | 4.00                                |
| Embassy Security, Construction and Maintenance                  |                                      |                                  |                          |                        |                        |                                   | 110.00                              |
| Sudan Claims  | 150.00                               |                                  |                          |                        |                        |                                   |                                     |
| International Broadcasting Operations                           |                                      |                                  |                          |                        |                        | 25.00                             |                                     |
| <b>Total, State, Broadcasting &amp; Related Agencies</b>        | <b>450.00</b>                        | <b>204.00</b>                    | <b>—</b>                 | <b>276.90</b>          | <b>80.30</b>           | <b>154.00</b>                     | <b>314.00</b>                       |
| USAID Operating Expenses  |                                      | 41.00                            |                          |                        |                        | 25.00                             | 17.00                               |
| USAID Office of Inspector General                               |                                      |                                  |                          |                        |                        | 4.00                              | 1.00                                |
| Global Health Programs  | 4,000.00                             |                                  |                          |                        |                        |                                   |                                     |
| International Disaster Assistance                               |                                      |                                  |                          | 400.00                 |                        | 2,650.00                          | 4,348.00                            |
| Transition Initiatives  |                                      |                                  |                          |                        |                        | 120.00                            |                                     |
| Economic Support Fund   | 700.00                               | 8,675.00                         |                          |                        |                        | 647.00                            | 8,766.00                            |
| Assistance for Europe, Eurasia and Central Asia                 |                                      |                                  |                          |                        |                        | 1,120.00                          |                                     |
| Migration & Refugee Assistance                                  |                                      | 500.00                           | 100.00                   | 415.00                 |                        | 1,400.00                          | 350.00                              |
| Emergency Refugee & Migration Assistance                        |                                      |                                  | 500.00                   | 1,076.10               | 1,200.00               |                                   |                                     |
| Dept. of the Treasury Debt Restructuring                        | 120.00                               |                                  |                          |                        |                        |                                   |                                     |
| Int'l Organizations & Programs                                  |                                      | 580.00                           |                          |                        |                        |                                   |                                     |
| Int'l Narcotics Control & Law Enforcement                       |                                      |                                  |                          |                        |                        | 30.00                             | 400.00                              |
| Nonproliferation, Anti-Terrorism, Demining and Related Programs |                                      |                                  |                          |                        |                        |                                   | 100.00                              |
| Foreign Military Financing                                      |                                      |                                  |                          |                        |                        | 650.00                            | 4,000.00                            |
| European Bank for Reconstruction & Development                  |                                      |                                  |                          |                        |                        |                                   | 500.00                              |

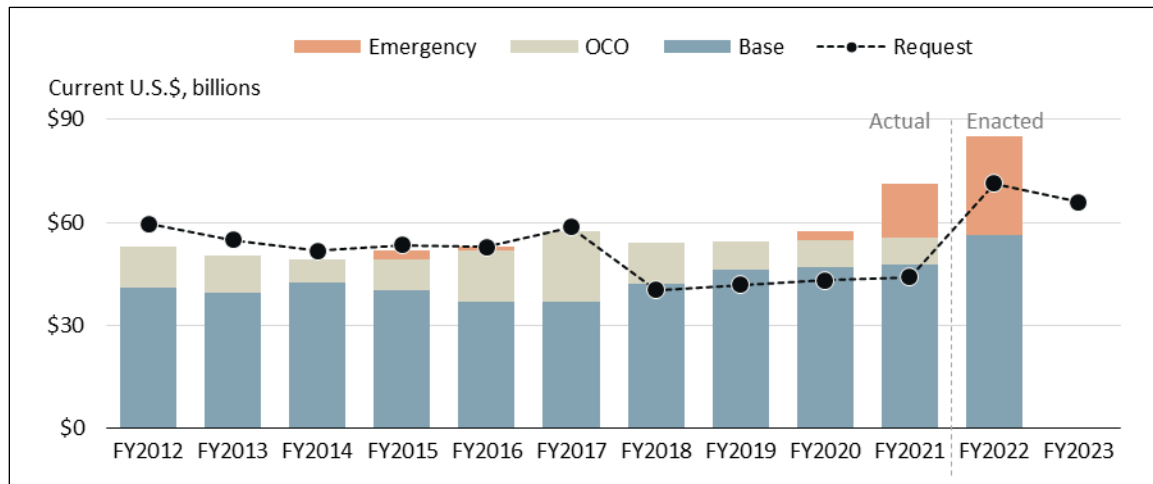
|  | FY2021                               |                                  |                          | FY2022                 |                        |                                   |                                     |
|--|--------------------------------------|----------------------------------|--------------------------|------------------------|------------------------|-----------------------------------|-------------------------------------|
|  | P.L. 116-260,<br>Div. K,<br>Title IX | P.L. 117-2,<br>Title X<br>(ARPA) | P.L. 117-31,<br>Title IV | P.L. 117-43,<br>Div. C | P.L. 117-70,<br>Div. B | P.L. 117-103,<br>Div. N<br>(USAA) | P.L. 117-128,<br>Title V<br>(AUSAA) |
| Global Agriculture and Food Security Program |                                      |                                  |                          |                        |                        |                                   | 150.00                              |
| Total Foreign Operations                     | 4,820.00                             | 9,796.00                         | 600.00                   | 1,819.10               | 1,200.00               | 6,646.00                          | 18,632.00                           |
| <b>SFOPS Total</b>                           | <b>5,270.00</b>                      | <b>10,000.00</b>                 | <b>600.00</b>            | <b>2,168.00</b>        | <b>1,280.30</b>        | <b>6,800.00</b>                   | <b>18,946.00</b>                    |

**Source:** P.L. 116-260; P.L. 117-2; P.L. 117-31; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128.

**Notes:** USAA = Ukraine Supplemental Appropriations Act; AUSAA = Additional Ukraine Supplemental Appropriations Act. Because OCO-designated funding was largely indistinguishable from base (also referred to as enduring) funding in FY2021, it is not included in this table. For more on SFOPS supplemental funds for Ukraine, see CRS Insight IN11877, *Supplemental Funding for Ukraine: Department of State, Foreign Operations, and Related Programs (SFOPS)*, by Emily M. Morgenstern.

Emergency and OCO-designated funding for SFOPS accounts has fluctuated from year to year, at times accounting for a significant portion of total annual SFOPS appropriations (**Figure 2**). In FY2017, OCO-designated SFOPS funding peaked at \$20.80 billion, or 36.1% of SFOPS funds that year. In FY2021, OCO and emergency supplemental funds totaled \$23.51 billion, representing 32.9% of SFOPS funding that year. Thus far for FY2022, appropriated emergency supplemental funding totals \$28.7 billion, representing 33.8% of total appropriated SFOPS funding.

**Figure 2. SFOPS Funding, FY2012-FY2023**



**Sources:** CRS using data from annual SFOPS Congressional Budget Justifications, P.L. 117-43, P.L. 117-70, P.L. 117-103, and P.L. 117-128.

## Congressional Action

**House Legislation.** On June 29, 2022, the House Appropriations Committee approved its FY2023 SFOPS bill, which would provide a total of \$65.18 billion in new budget authority for SFOPS accounts (\$64.73 billion after rescissions). Of that total, the bill provides \$18.01 billion for Department of State and Related Agency accounts and \$47.16 billion for Foreign Operations and Related Programs accounts.



## State Department Operations and Related Agency Funding Highlights

The Biden Administration's FY2023 request sought \$18.58 billion in funding for the Department of State and Related Agency appropriations accounts. This totaled 3.0% more than the FY2022 enacted funding level of \$18.04 billion (including all base and emergency funding). When considering base budget funding only, the Administration's request was 7.9% above the FY2022 funding total. The Biden Administration identified several key priorities it intended to fund through these accounts in FY2023, including

- enabling the State Department to meet critical staffing gaps and attract and retain a diverse workforce;
- ensuring the safety and security of the overseas workforce;
- paying U.S. assessed contributions to international organizations and international peacekeeping missions on time and in full; and
- modernizing the State Department's information technology to improve efficiency, collaboration, data analysis capabilities, and information security.<sup>4</sup>

**House Legislation.** H.R. 8282, the FY2022 House SFOPS appropriations bill, would provide approximately \$18.02 billion for the State Department and Related Agency appropriations accounts. This funding level totals about 4.7% more than the base funding Congress provided in FY2022, 0.1% less than FY2022 total funding (which includes OCO and emergency funds), and 3.0% less than the Biden Administration's FY2023 request for these accounts.

**Table 3. State Department and Related Agency: Selected Accounts, FY2021-FY2023**

(In millions of current U.S. dollars; includes OCO and emergency funds)

| Account  | FY2021 Actual    | FY2022 Enacted <sup>a</sup> | FY2023 Request   | FY2023 Request as % Change from FY2022 Base | FY2023 Request as % Change from FY2022 Total | FY2023 House     |
|--|------------------|-----------------------------|------------------|---|--|------------------|
| <b>Diplomatic Programs</b>   | 8,963.14         | 9,538.09                    | 9,637.80         | 5.0%  | 1.0%   | 9,637.71         |
| Worldwide Security Protection  | 3,903.60         | 3,788.20                    | 3,813.71         | 0.7%  | 0.7%   | 3,813.71         |
| <b>Embassy Security, Construction &amp; Maintenance</b>  | 1,950.45         | 2,093.15                    | 1,957.82         | -1.3%                                       | -6.5%  | 1,957.82         |
| <b>Educational &amp; Cultural Exchange Programs</b>  | 740.30           | 753.00                      | 741.30           | -1.6%                                       | -1.6%  | 773.00           |
| <b>International Organizations</b>   | 2,962.14         | 3,161.54                    | 3,985.47         | 26.1%                                       | 26.1%  | 3,457.24         |
| <b>U.S. Agency for Global Media</b>  | 802.96           | 885.00                      | 840.00           | -2.3%                                       | -5.1%  | 862.00           |
| <b>State and Related Agency Total</b><br>(includes Function 300 funding and other commissions) | <b>17,233.05</b> | <b>18,038.68</b>            | <b>18,577.45</b> | <b>7.9%</b>                                 | <b>3.0%</b>                                  | <b>18,016.23</b> |

<sup>4</sup> U.S. Department of State, *Congressional Budget Justification: Department of State, Foreign Operations, and Related Programs, Fiscal Year 2023*, pp. i-iii; U.S. Department of State, *FY2023 Budget Request*, slide presentation, March 28, 2022, pp 5-6.

**Sources:** FY2023 SFOPS Congressional Budget Justification; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128; CRS calculations. State and Related Agency totals include additional funding for accounts not listed above.

a. Includes supplemental funding provided in P.L. 117-43, P.L. 117-70, and P.L. 117-128.

**Note:** Percentage changes may not reflect numbers included in this table due to rounding.

## Diplomatic Programs

The Diplomatic Programs account is the State Department's principal operating appropriation and funds several programs and functions, including

- most domestic and overseas Foreign Service and Civil Service personnel salaries;
- the State Department's recruitment, training, and diversity, equity, inclusion, and access programs;
- public diplomacy programs;
- operating costs at U.S. overseas posts, including embassies and consulates; and
- the operations and programs of the State Department's strategic and managerial units, including the Bureaus of Budget and Planning, Information Resource Management (the State Department's information technology bureau), and Legislative Affairs, as well as the new Bureau of Cyberspace and Digital Policy.<sup>5</sup>

The Biden Administration's FY2023 request for the Diplomatic Programs account totaled \$9.64 billion, or about 1% more than the \$9.54 billion Congress appropriated in FY2022 (including all base and supplemental funding). The Biden Administration requested that Congress make the entirety of this appropriation (with the exception of the Worldwide Security Protection, or WSP, component, which Congress generally makes available until expended) available for expenditure for two fiscal years (also known as "two-year funding"). For FY2022, Congress made 15% of this appropriation (excluding WSP and supplemental funding) available for two fiscal years, with budget authority for the remainder of the funds expiring at the end of the fiscal year for which they were appropriated. However, the Biden Administration cited "ongoing crises, future of work, and domestic facilities projects, and the endemic posture due to COVID-19" to justify its request that Congress make all FY2023 funds available as two-year funding.<sup>6</sup>

The Biden Administration's request expanded on its ongoing efforts to strengthen the State Department's workforce.<sup>7</sup> It sought resources for an additional 629 Foreign Service and Civil Service positions, 619 of which the Administration intended to fund through the Diplomatic Programs account.<sup>8</sup> Focus areas of newly funded positions included implementation of the Administration's Indo-Pacific Strategy and countering the malign influence of state and non-state actors.<sup>9</sup> Also within the request was funding for an additional 250 Foreign Service and Civil Service positions to expand the State Department's Professional Development and Training Float ("training float," or component of employees participating in training and professional development programs rather than serving in policy assignments).<sup>10</sup> Expansion of the training

<sup>5</sup> U.S. Department of State, *Congressional Budget Justification*, pp. 14-24.

<sup>6</sup> *Ibid.*, p. 15.

<sup>7</sup> For more detail on these efforts as they pertain to the Biden Administration's FY2022 request, see CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, pp. 6-8.

<sup>8</sup> U.S. Department of State, *FY2023 Congressional Budget Justification Appendix I: Department of State Diplomatic Engagement*, pp. 7-8.

<sup>9</sup> U.S. Department of State, *Congressional Budget Justification*, p. 15.

<sup>10</sup> *Ibid.*, p. 16.

float might enable the State Department to provide opportunities for more staff to participate in training and learning modules while maintaining the personnel strength needed to advance U.S. national security and foreign policy interests.

The Biden Administration also sought \$65.6 million within its request for Diplomatic Programs for diversity, equity, inclusion, and access (DEIA) programs for staff in support of several executive orders President Biden has issued that are intended to advance DEIA in the federal workforce. Such programs included a new initiative to modernize the State Department's recruitment practices to better ensure the department is able to attract a diverse workforce, increased paid internship opportunities, and a new Civil Service diversity fellowship program. Furthermore, the Administration requested 30 additional State Department positions focused on DEIA efforts.<sup>11</sup>

**House Legislation.** H.R. 8282, if enacted, would provide \$89,000 less for the Diplomatic Programs account than the Biden Administration requested.<sup>12</sup> The bill does not implement the Biden Administration's request that all non-WSP Diplomatic Programs funding be made available as two-year funding. Instead, it mirrors the FY2022 appropriations law (Division K of P.L. 117-103) in making 15% of the Diplomatic Programs appropriation available for two fiscal years, with budget authority for the remaining funds expiring at the end of FY2023.<sup>13</sup> H.R. 8282 fully funds the Administration's request for additional State Department Foreign Service and Civil Service positions and the expansion of the State Department's training float. The House Appropriations Committee report accompanying this bill expressly prioritizes staffing increases in areas including Central America sanctions issues, management and oversight of security assistance programs, and cybersecurity.<sup>14</sup> The committee report also states that the bill includes funding for "not less than the budget request" to expand the State Department's DEIA programming, including recruitment, retention, and professional development initiatives.<sup>15</sup> The report specifically allocates not less than \$18 million for paid internships (a figure which equals the Biden Administration's request), while also requiring the State Department to submit reports to Congress describing all of its workforce diversity activities and separately, barriers to equity in Foreign and Civil Service staff promotions.<sup>16</sup>

## Diplomatic Security

The WSP allocation within the Diplomatic Programs account and the Embassy Security, Construction, and Maintenance (ESCM) account are often referred to as the "diplomatic security accounts" within SFOPS. WSP funds the Bureau of Diplomatic Security (DS), which is tasked with implementing the State Department's security programs to protect U.S. embassies and other overseas posts, diplomatic residences, and domestic State Department offices.<sup>17</sup> Other bureaus that receive funding through WSP include the Bureau of Information Resource Management,

<sup>11</sup> Ibid., pp. 15-16.

<sup>12</sup> The Biden Administration's request for Diplomatic Programs totaled \$9,637,796,000. If enacted, the House bill would provide \$9,637,707,000 for Diplomatic Programs.

<sup>13</sup> See Diplomatic Programs heading in Title I of H.R. 8282 and Division K, Title I of P.L. 117-103.

<sup>14</sup> U.S. Congress, House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2023*, report to accompany H.R. 8282, 117th Cong., 2nd sess., H.Rept. 117-401, (Washington, DC: GPO, 2022), p. 12.

<sup>15</sup> Ibid.

<sup>16</sup> Ibid., pp. 14-15, 18.

<sup>17</sup> U.S. Department of State, *Congressional Budget Justification*, p. 19.

which shares responsibility with DS for protecting the State Department’s information technology assets. The ESCM account funds the Bureau of Overseas Buildings Operations, which is responsible for providing U.S. diplomatic and consular missions overseas with secure, safe, and functional facilities abroad.<sup>18</sup>

The Biden Administration requested approximately \$5.77 billion for the diplomatic security accounts: \$3.81 billion for WSP and \$1.96 billion for ESCM. The Administration’s request was 1.9% less than the funding Congress provided for these accounts in FY2022 (including supplemental funding, see **Table 4** and footnote below).<sup>19</sup>

**Table 4. Diplomatic Security Annual Appropriations, FY2021-FY2023**

(In millions of current U.S. dollars, includes OCO and emergency funds)

| Account  | FY2021<br>Actual | FY2022<br>Enacted <sup>a</sup> | FY2023<br>Request | FY2023<br>Request<br>as %<br>Change<br>from<br>FY2022<br>Base | FY2023<br>Request<br>as %<br>Change<br>from<br>FY2022<br>Total | FY2023<br>House |
|--|------------------|--------------------------------|-------------------|---|--|-----------------|
| Worldwide Security Protection                      | 3,903.60         | 3,788.20                       | 3,813.71          | 0.67%   | 0.67%  | 3,813.71        |
| Embassy Security, Construction,<br>and Maintenance | 1,950.45         | 2,093.15                       | 1,957.82          | -1.30%  | -6.5%  | 1,957.82        |
| <b>Diplomatic Security (total)</b>                 | <b>5,854.05</b>  | <b>5,881.35</b>                | <b>5,771.53</b>   | <b>0.00%</b>  | <b>-1.9%</b>   | <b>5,771.53</b> |

**Sources:** FY2023 SFOPS Congressional Budget Justification; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128; H.R. 8282; CRS calculations.

**Notes:** Sums and percentage changes may not reflect numbers included in this table due to rounding. Annual appropriations data do not reflect available carryover funds.<sup>20</sup>

a. Includes supplemental funding provided in P.L. 117-128.

For FY2023, the Biden Administration sought WSP funding for 64 additional positions, including 30 new Civil Service positions to focus on areas including security clearance processing and cybersecurity initiatives.<sup>21</sup> The request also identified several cybersecurity initiatives and enhancements, including enterprise vulnerability scanning and network intrusion detection modernization, which the Biden Administration intends to prioritize. While the request reflected a \$538 million reduction due to suspended operations at the U.S. Embassy in Afghanistan, it also called for nearly \$42 million to implement an agreement the United States reached with Qatar to provide some consular services to U.S. citizens in Afghanistan and monitor the condition of U.S. diplomatic facilities there.<sup>22</sup> With regard to ESCM, the request included the State Department’s \$940 million ESCM funding share of the Capital Security Cost Sharing and Maintenance Cost

<sup>18</sup> Ibid., p. 37.

<sup>19</sup> The FY2022 enacted appropriation for the diplomatic security accounts totaled \$5,771,348,000. The FY2023 request for these accounts totaled \$5,771,528,000.

<sup>20</sup> Over the past several years, Congress provided no-year appropriations for both WSP and ESCM, thereby authorizing the State Department to indefinitely retain appropriated funds beyond the fiscal year for which they were appropriated. As a result, the department has carried over balances of unexpired, unobligated WSP and ESCM funds each year that it is authorized to obligate for purposes including multiyear construction projects and unexpected security contingencies.

<sup>21</sup> U.S. Department of State, *Congressional Budget Justification*, p. 37.

<sup>22</sup> Ibid., p. 19; Humeyra Pamuk and Jonathan Landay, “Blinken says Qatar to act as U.S. diplomatic representative in Afghanistan,” *Reuters*, November 12, 2021.

Sharing Programs (CSCS/MCS), which fund the construction and maintenance of U.S. diplomatic posts. The Administration maintained that this request, when combined with contributions from other agencies with overseas personnel, would fund these programs at the \$2.2 billion level recommended by the State Department Accountability Review Board convened after the 2012 terrorist attack against U.S. personnel in Benghazi, Libya.<sup>23</sup>

**House Legislation.** The FY2023 House SFOPS bill funds the diplomatic security accounts at levels equal to the Biden Administration's request. While the bill does not directly address many of the security programs the Biden Administration has prioritized, the committee report notes that WSP resources are intended to support "enhanced high threat protection, security technology, [and] cyber and information security," along with protective services for senior State Department officials and foreign dignitaries visiting the United States.<sup>24</sup> The bill also provides funding equal to what the Biden Administration requested for WSP salaries, which may allow the State Department to move forward with creating additional WSP positions described in the FY2023 request.<sup>25</sup> The committee report allocates \$940 million provided within ESCM for the State Department's CSCS/MCS funding requirements, which equals the Biden Administration's request.<sup>26</sup> The House bill further includes notification and reporting requirements similar to those included in past SFOPS appropriations laws to enable Congress to conduct oversight of ongoing overseas diplomatic facility construction projects.<sup>27</sup>

## Assessed Contributions to International Organizations and Peacekeeping Missions

The Contributions to International Organizations (CIO) account is the funding vehicle for the United States' payments of its annual assessed contributions (membership dues) to 43 international organizations. These include the United Nations (U.N.) and organizations in the U.N. system (among them the World Health Organization, or WHO, and the Food and Agriculture Organization, or FAO) and regional organizations such as the North Atlantic Treaty Organization (NATO).<sup>28</sup> Separately, the United States pays its assessed contributions to U.N. peacekeeping missions through the Contributions for International Peacekeeping Activities (CIPA) account.<sup>29</sup> The United States provides additional funding to international organizations through various SFOPS humanitarian and multilateral assistance accounts.

The Biden Administration's FY2023 SFOPS request included a combined \$3.99 billion for these accounts. This request comprised a 26.1% increase from the FY2022 enacted funding level. **Table 5** illustrates recent funding for each account.

<sup>23</sup> Ibid., p. 37.

<sup>24</sup> House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2023*, p. 11.

<sup>25</sup> U.S. Department of State, *Congressional Budget Justification*, p. 22; see paragraph (1) under the Diplomatic Programs heading in Title I of H.R. 8282.

<sup>26</sup> House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2023*, p. 11.

<sup>27</sup> See Section 7004 of H.R. 8282 and House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2023*, pp. 23-25.

<sup>28</sup> U.S. Department of State, *Congressional Budget Justification*, pp. 48-50.

<sup>29</sup> Ibid., pp. 52-55.

**Table 5. U.S. Payments of Assessments to International Organizations and Peacekeeping Missions, FY2021-FY2023**

(In millions of current U.S. dollars; includes OCO funds)

| Account   | FY2021<br>Actual | FY2022<br>Enacted | FY2023<br>Request | FY2023<br>Request<br>as %<br>Change<br>from<br>FY2022<br>Total | FY2023<br>House |
|---|------------------|-------------------|-------------------|--|-----------------|
| Contributions to International Organizations            | 1,505.93         | 1,662.93          | 1,658.24          | -0.28%   | 1,659.74        |
| Contributions for International Peacekeeping Activities | 1,456.21         | 1,498.61          | 2,327.24          | 55.29%   | 1,797.50        |
| <b>Total</b>  | <b>2,962.14</b>  | <b>3,161.54</b>   | <b>3,985.47</b>   | <b>26.06%</b>  | <b>3,457.24</b> |

**Sources:** FY2023 SFOPS Congressional Budget Justification; P.L. 117-43; P.L. 117-70; P.L. 117-103; H.R. 8282; CRS calculations.

**Note:** Percentage changes may not reflect numbers included in this table due to rounding.

Among other priorities, the Biden Administration's request sought \$150 million to begin paying U.S. arrears (overdue assessed contributions) to the United Nations Educational, Scientific and Cultural Organization (UNESCO) with the intention of rejoining the organization. The United States previously withheld funding to UNESCO after the organization admitted the Palestinians as a member in 2011 pursuant to U.S. laws prohibiting funding to U.N. entities that take such actions. The United States later withdrew from UNESCO in 2018.<sup>30</sup> The Biden Administration also sought a waiver to allow it to expend these funds, which Congress previously refrained from providing when the Administration included funding for UNESCO in its FY2022 request.<sup>31</sup> The FY2023 request further called for nearly \$58 million to support increased funding for NATO's civil budget, which funds personnel expenses, operating costs, and program expenditures at the NATO Headquarters in Brussels, Belgium.<sup>32</sup> The Biden Administration asserted that increased funding for the civil budget would enable NATO to "maintain its technological and operational edge in the evolving strategic and security environment that includes threats and challenges such as a more aggressive and assertive Russia and China, the need for strengthened cybersecurity, and threats posed by emerging and destructive technologies."<sup>33</sup>

With regard to CIPA, the Biden Administration maintained that its FY2023 request would advance its intention to fund the United States' U.N. peacekeeping commitments at its current assessed rate of 26.94%. This assessment exceeds the enacted 25% cap on U.S. contributions Congress has kept in place since the 1990s due to concerns that assessed rates are too high.<sup>34</sup> The

<sup>30</sup> For additional detail, see CRS Insight IN10802, *U.S. Withdrawal from the United Nations Educational, Scientific and Cultural Organization (UNESCO)*, by Luisa Blanchfield.

<sup>31</sup> U.S. Department of State, *FY2023 Budget Request*, slide presentation, pp. 37, 50. CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, p. 12.

<sup>32</sup> U.S. Department of State, *Congressional Budget Justification*, p. 49; North Atlantic Treaty Organization (NATO), *Funding NATO*, April 1, 2022. The Administration notes that this request is an estimate subject to the final outcome of 2023 NATO budget negotiations that will conclude in June 2022.

<sup>33</sup> U.S. Department of State, *Congressional Budget Justification*, p. 49.

<sup>34</sup> Over the years, the gap between the actual U.S. assessment and the cap led to funding shortfalls. The State



Administration also once again requested language to authorize the State Department to pay assessed contributions above the 25% statutory cap; Congress refrained from including such a measure in the FY2022 SFOPS appropriations law despite the State Department's request.<sup>35</sup> The FY2023 request also included \$620 million for the State Department to pay some peacekeeping arrears accrued from FY2017 to FY2020 due to the 25% cap and an additional \$110.3 million to pay arrears from the 2021-2022 peacekeeping year (also due to the cap).<sup>36</sup> The Biden Administration similarly sought additional funding as part of its FY2022 request for CIPA to pay down arrears accumulated over the previous four years, yet Congress funded CIPA at a level much closer to the FY2021 appropriation for that account.<sup>37</sup>

**House Legislation.** The House SFOPS bill includes a combined \$3.46 billion for CIO and CIPA, or about 13.3% less than the Biden Administration's request and 9.4% more than the FY2022 funding provided by Congress. This lower overall figure relative to the Administration's request is attributable entirely to CIPA, as the House bill funds CIO slightly above (about 0.09% more) the request. The House bill includes waiver authority similar to what the Administration requested that, if exercised, would allow the State Department to begin paying U.S. arrears to UNESCO.<sup>38</sup> While neither the bill nor the committee report directly address NATO in the context of CIO, the bill's provision of slightly more funding than the Biden Administration requested for this account appears to allow the State Department to fund NATO's civil budget at requested levels. With regard to CIPA, the committee report notes that this bill includes "more than \$200 million" to enable the State Department to begin paying down peacekeeping arrears.<sup>39</sup> This appears lower than the \$620 million the Biden Administration requested for this purpose. H.R. 8282 further includes language similar to what the Biden Administration requested that would authorize the State Department to pay assessed peacekeeping contributions above the 25% statutory cap, which the committee report maintains will enable the State Department to use FY2023 funds to pay the full share of the United States' assessed peacekeeping costs.<sup>40</sup> The bill also requires that any State Department payment of peacekeeping arrears shall be subject to prior consultation with Congress,

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Department and Congress often covered these shortfalls by raising the cap for limited periods and allowing for the application of U.N. peacekeeping credits (excess U.N. funds from previous missions) to fund outstanding U.S. balances. For several years, these actions allowed the United States to pay its peacekeeping assessments in full. However, since FY2017 Congress has declined to raise the cap, and in mid-2017, the Trump Administration allowed for the application of peacekeeping credits up to, but not beyond, the 25% cap—which has led to the accumulation of about \$920 million in U.S. arrears from FY2017 to FY2020. For more information, see CRS In Focus IF10354, *United Nations Issues: U.S. Funding to the U.N. System*, by Luisa Blanchfield.

<sup>35</sup> U.S. Department of State, *FY2023 Budget Request*, slide presentation, p. 52; CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, p. 12.

<sup>36</sup> U.S. Department of State, *Congressional Budget Justification*, p. 52.

<sup>37</sup> For additional detail, see CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, pp. 10-12.

<sup>38</sup> Section 7071 of H.R. 8282. While operatively similar to the language included the State Department included in its request, this waiver authority includes several conditions that the State Department did not make part of its requested language. To review the State Department's requested language, see the State Department requested Section 7025(i)(11) language at U.S. Department of State, *FY2023 Congressional Budget Justification Appendix I: Department of State Diplomatic Engagement*, p. 39.

<sup>39</sup> House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2023*, p. 28.

<sup>40</sup> See the final clause under the "Contributions for International Peacekeeping Activities" heading under Title I of H.R. 8282 and proposed legislative language under the same heading at U.S. Department of State, *FY2023 Congressional Budget Justification Appendix I: Department of State Diplomatic Engagement*, p. 35. See also House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2023*, p. 28.

while also stipulating that no CIPA funding may be used for the procurement of Russian equipment unless the Secretary of State reports to Congress on a case-by-case basis that this prohibition “would pose a substantial risk to human health or welfare.”<sup>41</sup>

## Foreign Operations Highlights

SFOPS Foreign Operations accounts comprise the majority of U.S. foreign assistance included in the international affairs budget; the remainder is enacted in the Agriculture appropriations bill, which provides funding for the Food for Peace Act, Title II (FFP) and McGovern-Dole International Food for Education and Child Nutrition Programs.<sup>42</sup> The FY2023 request for Foreign Operations totaled \$47.42 billion, an increase of 15.8% over FY2022 enacted base funding and 31.6% below total FY2022 enacted funding. The total foreign assistance request, including food aid provided for in the agriculture appropriation, was \$49.39 billion. See **Table 6** for a more detailed breakdown of foreign assistance funding by type.

**Table 6. Foreign Assistance by Type, FY2021-FY2023**

(In millions of current U.S. dollars)

| Type   | FY2021 Actual <sup>a</sup> | FY2022 Enacted <sup>b</sup> | FY2023 Request   | FY2023 Request as % Change from FY2022 Base | FY2023 Request as % Change from FY2022 Total | FY2022 House     |
|--|----------------------------|-----------------------------|------------------|---|--|------------------|
| USAID Administration <sup>c</sup>                        | 1,752.45                   | 2,021.15                    | 2,112.95         | 7.03%                                       | 4.54%  | 2,087.35         |
| Global Health Programs                                   | 13,195.95                  | 9,830.00                    | 10,576.00        | 7.59%                                       | 7.59%  | 10,976.50        |
| Global Health Programs, Mandatory (non-add) <sup>d</sup> |                            |                             | 6,500.00         |   |  |                  |
| Non-Health Development Assistance <sup>e</sup>           | 17,797.04                  | 20,110.19                   | 10,644.49        | 12.55%                                      | -47.07%                                      | 10,622.09        |
| Humanitarian Assistance <sup>f</sup>                     | 11,467.46                  | 20,601.85                   | 10,451.36        | 22.13%                                      | -49.27%                                      | 9,895.10         |
| Independent Agencies <sup>g</sup>                        | 1,393.50                   | 1,404.50                    | 1,431.50         | 1.92%                                       | 1.92%  | 1,437.50         |
| Security Assistance                                      | 9,004.03                   | 14,079.35                   | 8,999.78         | 1.13%                                       | -36.08%                                      | 8,996.98         |
| Multilateral Assistance                                  | 2,620.82                   | 3,024.46                    | 4,726.72         | 99.06%                                      | 56.28%                                       | 4,671.51         |
| Export Promotion   | 264.99                     | 323.80                      | 451.05           | 39.30%                                      | 39.30%                                       | 540.63           |
| <b>Foreign Assistance Total</b>                          | <b>57,496.24</b>           | <b>71,395.30</b>            | <b>49,393.85</b> | <b>15.07%</b>                               | <b>-30.82%</b>                               | <b>49,227.67</b> |

**Source:** SFOPS Congressional Budget Justification for FY2023; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128; and H.R. 8282.

- Totals include base, OCO, and Title IX emergency supplemental funds from the Consolidated Appropriations Act, 2021 (P.L. 116-260), emergency funding from the American Rescue Plan Act (P.L. 117-2), and emergency supplemental funds from P.L. 117-31.
- Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act 2022 (P.L. 117-103) and emergency supplemental funding from the FY2022 Extending Funding and Emergency Assistance Act (P.L. 117-43), the FY2022 Further Extending Government Funding Act (P.L. 117-70), and the Additional Ukraine Supplemental Appropriations Act (P.L. 117-128).

<sup>41</sup> To review this language, see “Contributions for International Peacekeeping Activities” heading under Title I of H.R. 8282.

<sup>42</sup> For more on international food assistance programs, see CRS Report R45422, *U.S. International Food Assistance: An Overview*, by Alyssa R. Casey and Emily M. Morgenstern.



- c. Includes USAID Operating Expenses, Capital Investment Fund, and the USAID Inspector General.
- d. Historically, funding for all Foreign Operations appropriations accounts has been discretionary; Administration budget requests for SFOPS have remained consistent with that approach. For FY2023, however, the Biden Administration is requesting \$6.5 billion in mandatory budget authority for Global Health Programs. This mandatory line is considered a “non-add” in the budget request and therefore is not included in the total. For more information, see “Global Health Programs (GHP)” below.
- e. Includes Treasury Technical Assistance (appropriated in SFOPS) and the McGovern-Dole International Food for Education and Child Nutrition Program (appropriated in Agriculture appropriations).
- f. Includes Food for Peace Act, Title II funds appropriated in annual Agriculture appropriations.
- g. Includes the Peace Corps, Millennium Challenge Corporation, Inter-American Foundation, and the U.S. African Development Foundation.

The Administration asserted that the FY2023 budget request would, among other priorities, support U.S. efforts to combat COVID-19 abroad, invest in climate mitigation and adaptation programs, lead global humanitarian assistance vis-a-vis other donors in countries such as Ukraine and Afghanistan, address root causes of migration, and defend democratic institutions globally.<sup>43</sup> The request also included funding to increase USAID Direct Hire staff by 200 (100 Civil Service and 100 Foreign Service) and invest in agency systems to support the proposed overall increase in funding and program operations. For more detail on selected sectors, see “Foreign Operations Sectors” below.

**House Legislation.** The House SFOPS bill for FY2023 would provide a total of \$49.2 billion for foreign assistance, nearly level with the Administration’s request. The bill includes a 20% increase in funding for export promotion and a nearly 12% increase for global health programs. All other types of foreign assistance would see level funding or modest decreases (-5% for Humanitarian Assistance and -1% for both USAID Administration and Multilateral Assistance) compared to the Administration’s request. When compared to FY2022 enacted base funding, the House bill represents a nearly 15% overall increase with the largest increases provided to Multilateral Assistance (+96.7%) and Export Promotion (+67.0%). When compared to the FY2022 total enacted level, including emergency supplemental funding, the House bill represents a decrease of 31.0% with three foreign assistance types severely reduced (-52.0% for Humanitarian Assistance, -47.2% for Non-Health Development Assistance, and -36.1% for Security Assistance).

## Foreign Operations Sectors

### Global Health Programs (GHP)<sup>44</sup>

The Administration requested \$10.98 billion for Global Health Programs (GHP) funding for FY2023. This represented an 11.7% increase from FY2022 enacted funding levels. The largest increases were for family planning and reproductive health programs (+9.2%), raising U.S. contributions to the multilateral Global Fund to Fight AIDS, Tuberculosis, and Malaria (Global Fund, +28.2%), and bolstering global health security (+42.9%)—the latter of which included strengthening health systems worldwide and enhancing their capacity to fight diseases with pandemic potential, such as COVID-19.<sup>45</sup> The Administration maintained historical practices of requesting the bulk (73%) of GHP funds for fighting HIV/AIDS, tuberculosis (TB), and malaria through the U.S. President’s Emergency Plan for AIDS Relief (PEPFAR) and the Global Fund

<sup>43</sup> U.S. Department of State, *Congressional Budget Justification*, pp. 74-77.

<sup>44</sup> Tiaji Salaam-Blyther, Specialist in Global Health, contributed to this section.

<sup>45</sup> The Administration proposes that the increases be used to “mitigate program losses ... due to COVID-19.” U.S. Department of State, *Congressional Budget Justification*.

(see **Table 7**). The Administration sought decreases in five subaccounts: bilateral HIV/AIDS funding through the State Department (-0.5%), Maternal and Child Health (-1.2%), Nutrition (-3.2%), Tuberculosis (-5.8%), and Vulnerable Children (-9.1%).

Notably, the request included a proposal to make available \$6.5 billion in “mandatory” funding “to make transformative investments in global health security and pandemic and other biological threat preparedness” over five years.<sup>46</sup> The Administration did not count these funds in its FY2023 international affairs budget request total. It is unclear from what subaccounts these funds would be drawn and what portion of this funding would have needed to be appropriated given references to related funding in previous fiscal years. For example, the budget proposal included within the multi-year funding commitment pledges by the Administration to the Coalition for Epidemic Preparedness and Innovation (CEPI) and other stakeholders in previous fiscal years, and amounts provided through P.L. 117-2, the American Rescue Plan Act (ARPA), subject to Congressional approval. The Administration counted \$1.05 billion of the FY2023 global health security request (\$775 million from USAID and \$250 million from the Department of State) towards the multi-year funding authority.

**Table 7. Global Health Appropriations by Subaccount, FY2021-FY2023**

(In millions of current U.S. dollars)

| <b>GHP Subaccount</b>       | <b>FY2021 Enacted</b> | <b>FY2022 Enacted</b> | <b>FY2023 Request</b> | <b>FY2023 Request as % Change from FY2022 Total</b> | <b>FY2023 House</b> |
|-----------------------------|-----------------------|-----------------------|-----------------------|---|---------------------|
| HIV/AIDS                    | 4,370.0               | 4,390.0               | 4,370.0               | -0.46%  | 4,395.0             |
| Global Fund                 | 1,560.0               | 1,560.0               | 2,000.0               | 28.21%  | 2,000.0             |
| GHS                         |                       |                       | 250.0                 |   |                     |
| <b>Total, State-GHP</b>     | <b>5,930.0</b>        | <b>5,950.0</b>        | <b>6,620.0</b>        | <b>11.26%</b>                                       | <b>6,395.0</b>      |
| HIV/AIDS                    | 330.0                 | 330.0                 | 330.0                 | 0.00%   | 330.0               |
| Tuberculosis                | 319.0                 | 371.5                 | 350.0                 | -5.79%  | 469.0               |
| Malaria                     | 770.0                 | 775.0                 | 780.0                 | 0.65%   | 820.0               |
| MCH                         | 855.0                 | 890.0                 | 879.5                 | -1.18%  | 890.0               |
| Nutrition                   | 150.0                 | 155.0                 | 150.0                 | -3.33%  | 160.0               |
| Vulnerable Children         | 25.0                  | 27.5                  | 25.0                  | -9.09%  | 30.0                |
| FP/RH                       | 524.0                 | 524.0                 | 572.0                 | 9.16%   | 760.0               |
| Other Public Health Threats |                       |                       |                       |   | 10.0                |
| NTDs                        | 102.5                 | 107.5                 | 114.5                 | 6.51%   | 112.5               |
| GHS                         | 190.0                 | 700.0                 | 755.0                 | 7.96%   | 1,000.0             |
| <b>Total, USAID-GHP</b>     | <b>3,265.5</b>        | <b>3,880.5</b>        | <b>3,956.0</b>        | <b>1.96%</b>  | <b>4,581.5</b>      |
| Emergency GHP               | 4,000.0               |                       |                       |   |                     |

<sup>46</sup> FY2023 SFOPS Congressional Budget Justification, p. 146.

| GHP Subaccount          | FY2021 Enacted | FY2022 Enacted | FY2023 Request | FY2023 Request as % Change from FY2022 Total | FY2023 House |
|-------------------------|----------------|----------------|----------------|--|--------------|
| Total, GHP              | 13,195.5       | 9,830.0        | 10,576.0       | 7.59%  | 10,976.5     |
| Mandatory GHP (non-add) |                |                | 6,500.0        |  |              |

**Sources:** FY2023 SFOPS Congressional Budget Justification; P.L. 116-260; P.L. 117-103; H.R. 8282.

**Notes:** FY2021 emergency supplemental funding to combat COVID-19 abroad was enacted in Title IX of P.L. 116-260, but subaccount allocations were not specified. Table does not include funding for global health from other appropriations vehicles (e.g., CDC funding for global health activities appropriated through Labor-HHS). MCH = Maternal and Child Health; FP/RH = Family Planning and Reproductive Health; NTDs = Neglected Tropical Diseases; GHS = Global Health Security. “Mandatory” GHP refers to a request from the Administration to make available \$6.5 billion for the Department of State and USAID over five years “to make transformative investments in global health security and pandemic and other biological threats preparedness.”

**House Legislation.** The House SFOPS bill for FY2023 would provide a total of \$10.976 billion for Global Health Programs, an increase of 3.8% over the President’s request. The measure would provide more than the President requested for most global health subaccounts, with the exception of Neglected Tropical Diseases (NTDs), which would receive \$2 million less than the budget request. When compared to the FY2022 enacted level, the bill represents an increase of 11.7% and provides level or increased funding for all subaccounts. While the House bill does not mention the Administration’s request for mandatory spending, the report accompanying the bill expresses the Committee’s support for CEPI and World Health Organization’s ACT-Accelerator and urges USAID “to integrate global health security programming with other health programming at the country level.”<sup>47</sup> Additionally, the Committee notes that while it did not establish a Health Resilience Fund as the Administration requested, it would provide the requested \$10.0 million under the “Other Public Health Threats” subaccount.

## Humanitarian Assistance<sup>48</sup>

The U.S. government consistently provides about one-third of total global humanitarian assistance to support those affected by conflict and natural disasters. Such assistance is generally appropriated through global humanitarian accounts administered by the State Department and USAID, including the Migration and Refugee Assistance (MRA), Emergency Refugee and Migration Assistance (ERMA), and International Disaster Assistance (IDA) accounts in the SFOPS appropriation, and the Food for Peace, Title II account (FFP) in the Agriculture appropriation. Historically, Congress has appropriated global humanitarian funding well above Administration budget requests.

The projected numbers of those displaced or requiring humanitarian assistance in 2022 are the highest on record, and are expected to increase again with new emergencies like Ukraine.<sup>49</sup> The Biden Administration’s FY2023 budget request calls for \$10.45 billion in humanitarian assistance to support displaced and vulnerable persons and to invest in migration management, including \$4.70 billion for IDA, \$3.91 billion for MRA, \$1.74 billion for FFP, and \$100 million for ERMA.

<sup>47</sup> H.Rept. 117-401.

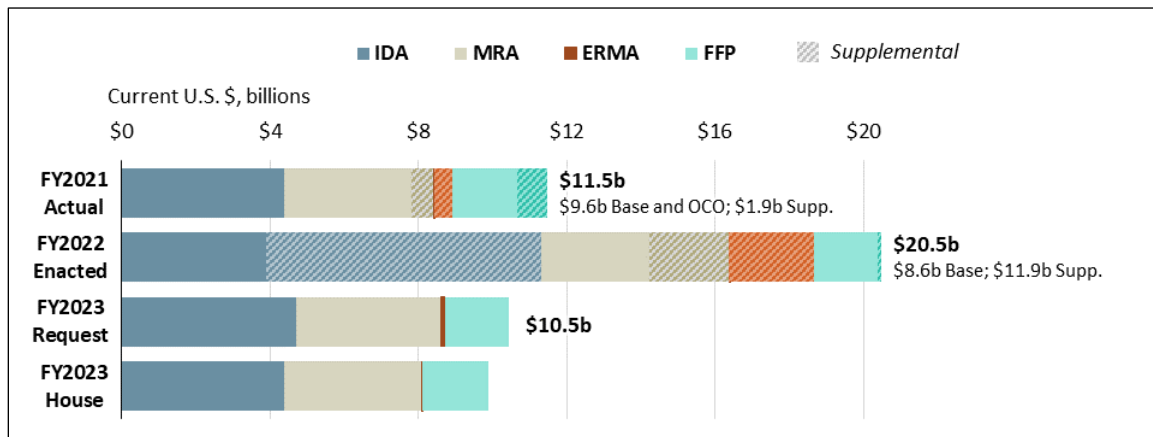
<sup>48</sup> Prepared by Rhoda Margesson, CRS Specialist in International Humanitarian Policy.

<sup>49</sup> The U.N. 2022 global humanitarian appeal for \$41.00 billion is the highest ever and almost double the level from five years ago. U.N. Office for the Coordination of Humanitarian Affairs, *Global Humanitarian Overview 2022*, December 2, 2021. U.N. High Commissioner for Refugees, *Global Trends Report*, June 2022.

The request is about 4% above the Administration's FY2022 budget request of \$10.1 billion, and nearly 50% less than the total FY2022 enacted funding level. It is common for the humanitarian assistance request to be lower than prior year enacted funding, and also common for appropriators to provide significantly more funding than is requested, often through emergency supplemental appropriations. Base humanitarian funding enacted in FY2021 and FY2022 totaled \$9.57 billion and \$8.56 billion, respectively; the total for each year increased with supplemental funding (primarily in response to the Afghanistan and Ukraine crises) to \$11.47 billion in FY2021 and \$20.46 billion in FY2022 (**Figure 3** and **Table 2**).

**Figure 3. Humanitarian Assistance by Account, FY2021-FY2023**

(In billions of U.S. dollars)



**Sources:** CRS using data from the FY2023 SFOPS Congressional Budget Justification, P.L. 117-43, P.L. 117-70, P.L. 117-103, P.L. 117-128, and H.R. 8282.

**Notes:** IDA = International Disaster Assistance; MRA = Migration and Refugee Assistance; ERMA = Emergency Refugee and Migration Assistance; FFP = Food for Peace Act, Title II.

**House Legislation.** The House SFOPS bill for FY2023 would provide a total of \$8.1 billion for global humanitarian assistance through the IDA, MRA, and ERMA accounts (and excluding FFP, which is funded through the agriculture appropriation<sup>50</sup>). For these three SFOPS accounts, this is roughly 8% less than the Administration's FY2023 request and about 16% above the base humanitarian funding enacted in FY2022 without emergency supplemental measures. The report accompanying the bill highlights several issues related to children in humanitarian emergencies, including child malnutrition, protection, and education. Under IDA, it also stresses the potential use of air drops, support for programs addressing gender-based violence, the role of local and national NGOs in the humanitarian response, and the continued use of the Emergency Food Security Program. Under MRA, the Committee notes its support, but not specific funding allocations, for aid to specific populations, including vulnerable migrants in Mexico; Rohingya, Tibetan, and Uyghur refugees; and Venezuelan migrants and refugees.

## Security Assistance

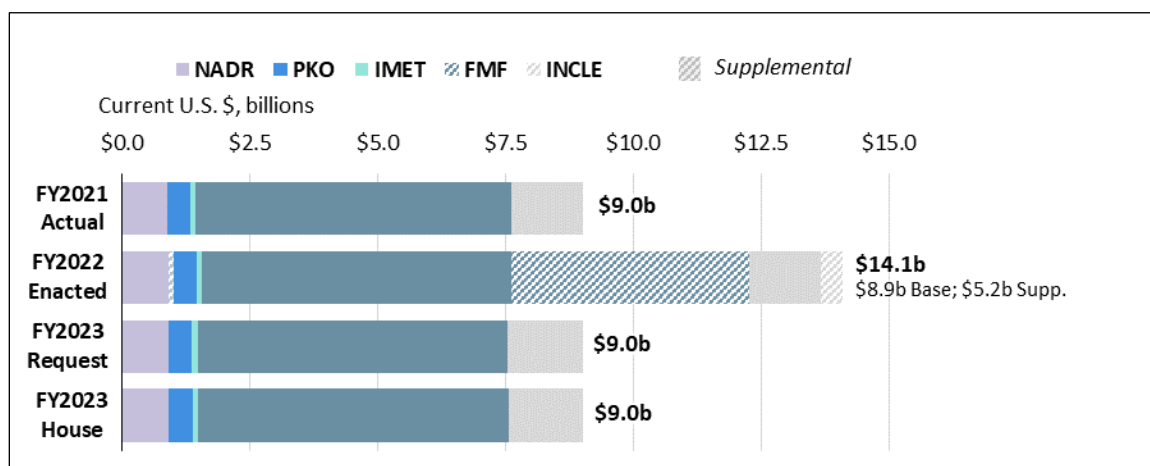
For FY2023, the Administration requested a total of \$9.0 billion for security assistance accounts, representing a 1.1% increase from FY2022 enacted base funding and a 36.1% decrease from FY2022 total funding (**Figure 4**). The FY2022 enacted total included \$5.2 billion in emergency funding for security assistance for Ukraine and allies in the region, of which \$4.65 billion was for

<sup>50</sup> The House Agriculture Bill for FY2023, H.R. 8239, provides \$1.8 billion for FFP.

Foreign Military Financing (FMF), \$430 million was for International Narcotics Control and Law Enforcement (INCLE), and \$100 million was for Nonproliferation, Anti-Terrorism, Demining and Related Programs (NADR). The largest proposed increase for FY2023 was for INCLE, which would have seen a 5.4% increase from FY2022 enacted base funding but a 19.5% decrease from total FY2022 enacted funding. The Administration asserted that the proposed funds would support global programming that would “reflect a heightened emphasis on advancing U.S. objectives on anticorruption and [would] consolidate important investments in combating transnational organized crime (TOC) and other national security threats by addressing the opioid crisis, financial crimes, cybercrime, wildlife trafficking, and police peacekeeping.”<sup>51</sup>

**Figure 4. Security Assistance by Account, FY2021-FY2023**

(In billions of current U.S. dollars)



**Sources:** CRS using data from the FY2023 SFOPS Congressional Budget Justification; P.L. 117-103; P.L. 117-128; and H.R. 8282.

**Notes:** NADR = Nonproliferation, Anti-terrorism, Demining and Related Programs; PKO = Peacekeeping Operations; IMET = International Military Education and Training; FMF = Foreign Military Financing; INCLE = International Narcotics Control and Law Enforcement.

**House Legislation.** The House SFOPS bill for FY2023 would provide a total of \$9.0 billion for security assistance accounts, essentially level with the President’s request for FY2023 and slightly higher than FY2022 enacted base funding. When compared to total enacted levels for FY2022, though, the House measure represents a decrease of 36.1%.

## Development Assistance, Export Promotion, and Related Assistance

Approximately one third of the FY2023 foreign operations request was for non-health development sectors (e.g., education, food security, and the environment), independent agencies (e.g., the Peace Corps and Millennium Challenge Corporation), multilateral assistance, and export promotion and development finance agencies.

### Non-Health Development Sectors

As in prior years, the Administration’s request for FY2023 did not specify dollar amounts for many non-health development sectors but offered detail on program priorities within certain sectors. (For FY2021 and FY2022 enacted levels for select development sectors, see **Table 8**).

<sup>51</sup> U.S. Department of State, *Congressional Budget Justification*, p. 118.

Consistent with the Administration's broader foreign operations priorities, focus areas within the non-health development sectors for FY2023 included climate mitigation and adaptation, addressing root causes of migration, defending democratic institutions, promoting education and food security, and spurring economic growth, particularly in countries that experienced severe economic downturns as a result of the COVID-19 pandemic.

**Table 8. Select Development Sectors, FY2021-FY2022**

(In millions of current U.S. dollars)

| Sector                                       | FY2021 Enacted | FY2022 Enacted | FY2023 House |
|--|----------------|----------------|--------------|
| Democracy Programs (excluding NED)           | 2,417.00       | 2,600.00       | 2,800.00     |
| Education (basic and higher)                 | 1,235.00       | 1,200.00       | 1,235.00     |
| Cooperative Development Programs             | 18.50          | 18.50          | 20.00        |
| American Schools and Hospitals Abroad (ASHA) | 30.00          | 31.50          | 33.00        |
| Food Security                                | 1,010.60       | 1,010.60       | 1,200.00     |
| Environment                                  | 986.66         | 1,295.00       | 1,860.00     |
| Water and Sanitation                         | 450.00         | 475.00         | 500.00       |
| Gender                                       | 560.00         | 560.00         | 650.00       |
| Trafficking in Persons                       | 99.00          | 106.40         | 112.20       |
| Reconciliation Programs                      | 25.00          | 25.00          | 30.00        |
| Micro and Small Enterprise                   | 265.00         | 265.00         | 265.00       |

**Sources:** P.L. 116-260; P.L. 117-103; H.R. 8282.

**Note:** NED = National Endowment for Democracy.

**House Legislation.** The House bill for FY2023 would provide increases for all selected non-health development sectors when compared to FY2022 enacted levels. The largest increases are provided for the Environment (+43.6%), Reconciliation Programs (+20%), Food Security (+18.7%), and Gender (+16.1%) sectors.

### *Independent Agencies*

The Biden Administration's budget proposal for FY2023 included \$1.43 billion for independent agencies, a 1.9% increase from FY2022 enacted levels. Both the Peace Corps and Millennium Challenge Corporation would have seen funding increases under the request (+4.9% and +2.0%, respectively) when compared to FY2022 enacted levels, and the Inter-American Foundation (IAF) and U.S. African Development Foundation (USADF) would have seen funding decreases (-9.5% and -17.5%, respectively).<sup>52</sup>

**House Legislation.** The House bill for FY2023 would provide a total of \$1.44 billion for independent agencies, which is nearly level with the President's request. The bill includes level funding for the Peace Corps as compared to the request, a moderate decrease for MCC (-1.6%), and significant increases for IAF (+23.7%) and USADF (+36.4%). When compared to the FY2022 enacted level, the House's FY2023 bill would provide an overall increase of 2.4% for

<sup>52</sup> For more on the Peace Corps, see CRS Report RS21168, *The Peace Corps: Overview and Issues*, by Nick M. Brown. For more on the Millennium Challenge Corporation, see CRS Report RL32427, *Millennium Challenge Corporation: Overview and Issues*, by Nick M. Brown.



independent agencies with IAF and USADF again receiving the greatest funding increases (+11.9% and +12.5%, respectively).

### **Multilateral Assistance**

The Administration proposed a near doubling of funding for multilateral assistance for FY2023 when compared to FY2022 base enacted levels and a 56.3% increase when compared to total FY2022 enacted levels. The FY2022 enacted total included a total of \$650 million in emergency supplemental funds provided in the AUSA (P.L. 117-128): \$500 million for the European Bank for Reconstruction and Development and \$150 million for the Global Agriculture and Food Security Program. The Administration's proposed increase in multilateral funding for FY2023 was largely a result of requested investments in the Green Climate Fund (GCF) and Climate Investment Funds, which the Administration contended would "accelerate progress toward meeting the goals of the Paris Agreement by assisting developing countries in reducing greenhouse gas emissions, adapting to climate change and building resilience, and investing in sustainable infrastructure."<sup>53</sup> The Administration had proposed funding for both the GCF and Climate Investment Funds for FY2022; both the House-passed and Senate drafted SFOPS bills for FY2022 included funds for the GCF (\$1.60 billion and \$1.45 billion, respectively), however the FY2022 consolidated appropriation did not include any funding for GCF or the proposed Climate Investment Funds.<sup>54</sup>

The request included other substantial changes to multilateral assistance accounts when compared to FY2022 enacted levels. These included a significant increase to the International Development Association (+42.8%); significant decreases to the Asian Development Fund (-18.2%), African Development Fund (-18.9%), and the International Monetary Fund (-80.4%); and a zeroing out of the Global Agriculture and Food Security.

**House Legislation.** The House bill for FY2023 includes a total of \$4.67 billion for multilateral assistance accounts, a 1.2% decrease from the President's request. The decrease is largely due to the House bill not accepting the President's proposed contributions to Climate Investment Funds; all other multilateral accounts are funded at the President's request, with the exception of International Organizations and Programs, which would see a 29.5% increase. When compared to FY2022 total enacted funding for multilateral assistance, the House measure provides a 54.5% increase with the most significant increases to the Clean Technology Fund (+180.0%), the International Development Association (+42.8%), and International Organizations and Programs (+40.0%).

### **Regional Assistance**

As with prior year budget requests, the Administration did not propose regional funding allocations that captured all appropriations accounts. For example, funding for humanitarian assistance was proposed for what are referred to as "global" accounts, wherein funding would be allocated throughout the fiscal year based on assessed needs and U.S. humanitarian priorities.

The Administration, however, did propose regional funding for certain accounts. These included GHP; DA; ESF; Assistance to Europe, Eurasia, and Central Asia (AEECA); and all five security assistance accounts. Compared to FY2021 actuals (including emergency funding), for FY2023,

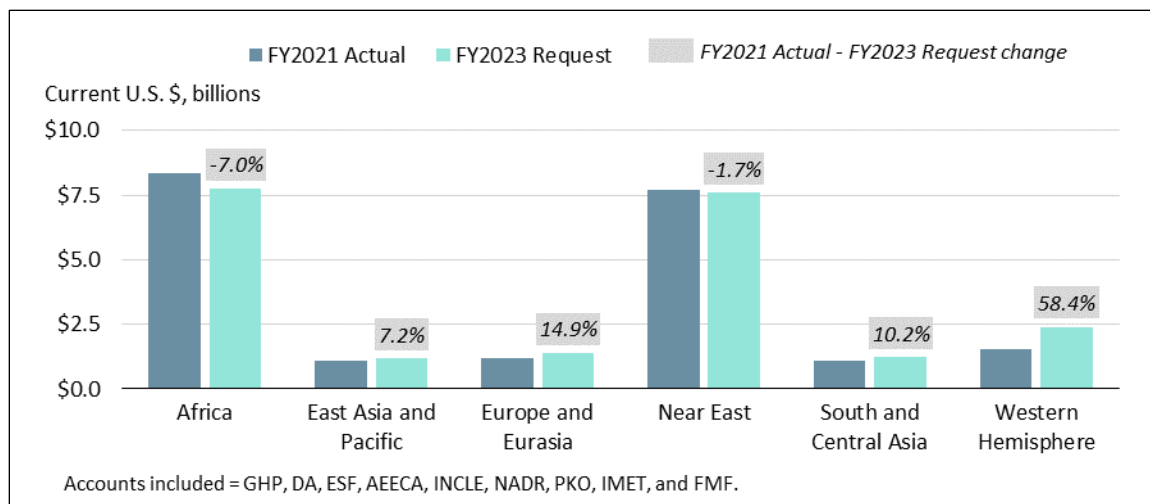
<sup>53</sup> U.S. Department of State, *Congressional Budget Justification*, p. 135.

<sup>54</sup> House-passed SFOPS was H.R. 4373, Senate-drafted SFOPS was S. 3075, and the Consolidated Appropriations Act, 2022 was P.L. 117-103. The Joint Explanatory Statement accompanying P.L. 117-103 did not include details on the decision not to fund GCF for FY2022.

the Administration proposed the largest increase in funding for the Western Hemisphere (58.4%), followed by Europe and Eurasia, South and Central Asia, and East Asia and the Pacific; the proposal reduces funding from FY2022 levels for both sub-Saharan Africa and the Near East (**Figure 5**). The Administration also set out priorities for certain regions, including addressing the root causes of migration and bolstering civil society and governance in Central America; countering Russia’s malign influence and supporting Ukraine and other regional allies in Europe and Eurasia; and advancing the Indo-Pacific strategy.

**Figure 5. Regional Assistance, FY2021 Actual vs. FY2023 Request**

(In billions of current U.S. dollars)



**Source:** CRS using FY2023 SFOPS Congressional Budget Justification.

**Notes:** FY2021 is the most recent year for which “actual” data are available. FY2021 Actual includes emergency funding.

**House Legislation.** The House legislation and accompanying report do not provide comprehensive regional allocations, but do specify assistance levels for several countries and regions. The legislation directs that \$3.3 billion be made available for Israel, \$1.7 billion for the implementation of the Indo-Pacific Strategy, \$1.4 billion for Egypt, \$487.4 million for Colombia, and \$132.0 million for Georgia. Notably, the House bill does not include a designated funding level for Ukraine as existed in previous fiscal years.

## General Provisions

The SFOPS General Provisions (generally Title VII of the bill) set policy; direct, condition, and restrict appropriated funding; and outline notification and reporting requirements among other functions. As many SFOPS appropriations accounts do not receive regular reauthorization, legislative language related to policy priorities is often found in the General Provisions title. While some sections remain unchanged from year to year, others are dynamic, indicating Members’ use of the General Provisions—and the SFOPS appropriations measure more broadly—to address current and emerging global issues.

For FY2023, the Administration requested legislative language in a number of areas to address its policy priorities. Selected examples of such requests included the following:

- **Consular and Border Security Programs.** The Biden Administration requested General Provisions pertaining to consular fees the State Department collects and



deposits into the Consular and Border Security programs account to fund consular services.<sup>55</sup> One proposal would have authorized the State Department to adjust machine-readable visa fees to account for the costs it incurs for consular services for which there is currently no fee or surcharge collected, or for which the State Department is required to remit the applicable fee or surcharge to the Treasury. The State Department requested an additional General Provision that would, among other measures, amend the fee collection and expenditure authorities for passport and immigrant visa surcharges to encompass a broader array of consular services.<sup>56</sup>

- **Global Engagement Center Extension.** The authorizing statute for the State Department's Global Engagement Center (GEC), which is responsible for leading inter-agency efforts to recognize, understand, expose, and counter foreign state and non-state propaganda and disinformation efforts aimed at the United States and its allies and partners, currently provides that the GEC will terminate on December 23, 2024.<sup>57</sup> The Biden Administration requested a General Provision that would extend this date to December 31, 2027.<sup>58</sup>
- **Build Back Better World (B3W) Fund.** The Administration requested that Congress make available up to \$350 million of Title III funds for a new B3W Fund that would provide for "assistance, including through contributions, to address climate, health and health security, digital connectivity, and gender equity."<sup>59</sup> Such funds would have been in addition to SFOPS funding made available for such purposes elsewhere in the bill.

**House Legislation.** The House measure introduces new general provisions and makes adjustments to a number of general provisions from prior year appropriations bills. Selected examples include renaming funds previously appropriated for "Women's Leadership" as the "Madeleine Albright Women's Leadership Program"; adjusting standard notification requirements to include information not previously required; and requiring new or updated reporting on topics such as activities related to democracy and gender equality, the prioritization of funding to marginalized groups, and security assistance coordination. The House measure does accept certain Administration proposals, including the aforementioned consular fee proposals, the requested B3W Fund, and the extension of the GEC's statutory mandate.

## Outlook

It is unclear whether the House and Senate may take further action on individual SFOPS bills in the coming months. The House may or may not consider H.R. 8282 as a stand-alone measure on the House floor prior to the August recess.<sup>60</sup> Reportedly, consistent with the past two fiscal years, the Senate Appropriations Committee is planning to release draft bills in late July but is not

<sup>55</sup> The authorization statute for the Consular and Border Security Programs account can be accessed as codified at 8 U.S.C. §1715.

<sup>56</sup> U.S. Department of State, *FY2023 Budget Request*, slide presentation, pp. 50-51.

<sup>57</sup> See "Global Engagement Center" at 22 U.S.C. §2656 note and U.S. Department of State, "Global Engagement Center."

<sup>58</sup> U.S. Department of State, *FY2023 Budget Request*, slide presentation, p. 54.

<sup>59</sup> Office of Management and Budget, *FY2023 Budget Appendix*, p. 886.

<sup>60</sup> Aidan Quigley and Avery Roe, "House spending bills make headway as lawmakers eye exits," *CQ*, July 19, 2022.

planning on marking up the measures.<sup>61</sup> Congress aims to complete all 12 appropriations bills by the start of FY2023—October 1, 2022. If that deadline is not met, Congress may pursue a Continuing Resolution (or multiple CRs) to keep the government funded while it completes negotiations.<sup>62</sup>

As Congress debates FY2023 SFOPS appropriations, issues that may feature in debates include the following.

**Ukraine.** Russia’s invasion of Ukraine affected consideration of FY2022 SFOPS appropriations and is expected to remain a subject of debate in the FY2023 budget cycle. As the fighting in Ukraine continues and the displacement and humanitarian crises worsen, Congress may consider further supplemental appropriations to provide immediate aid to the region and/or regular appropriations in anticipation of longer-term assistance to stabilize and rebuild the country after the war’s conclusion.<sup>63</sup> Congress has also expressed interest in the broader effects of the conflict—for example on global food security—and may seek additional foreign assistance resources to address such challenges.

**COVID-19.** Congress may continue to debate how, if at all, to address the global COVID-19 response in the FY2023 SFOPS bill. The FY2022 supplemental funding request included \$4.25 billion for SFOPS accounts to “support the global COVID-19 pandemic response.”<sup>64</sup> Such funds were proposed to support the U.S. Government’s Global VAX initiative, procure and distribute therapeutics and other related medical supplies, and provide humanitarian assistance to vulnerable populations. The draft FY2022 omnibus included supplemental funds to address COVID-19, including \$5.00 billion for SFOPS accounts.<sup>65</sup> However, prior to the bill’s passage, and reportedly in response to a lack of bipartisan support for such funds, the COVID-19 funds were removed from the measure.<sup>66</sup> At an April 2022, event, Deputy Secretary of State Brian McKeon suggested that the Administration would continue to advocate for additional funding to address COVID-19 abroad.<sup>67</sup> If Congress does not enact such funds in a FY2022 supplemental funding measure, the Administration and some Members of Congress may seek to bolster COVID-related funding in FY2023.

**Consular Operations Resources.** The Consular and Border Security Programs (CBSP) account funds many of the State Department’s core consular functions, including the adjudication of visa and passport applications. While CBSP is typically funded through consular fees and surcharges

<sup>61</sup> Paul M. Krawzak and Aidan Quigley, “Senate panel to skip fiscal 2023 appropriations markups,” *CQ*, July 12, 2022.

<sup>62</sup> In the absence of a continuing resolution, the government would shut down.

<sup>63</sup> Some have suggested that more needs to be done to invest in Ukraine’s long-term needs. For example, European Budget Commissioner Johannes Hahn reportedly announced on April 6<sup>th</sup> that Ukraine would need an “updated model of the Marshall Plan.” “Ukraine needs new Marshall Plan after Russian invasion -EU Commission,” *Reuters*, April 6, 2022.

<sup>64</sup> Letter from Shalanda Young, March 2, 2022.

<sup>65</sup> Division M included \$15 million for Diplomatic Programs, \$35 million for USAID’s Operating Expenses, \$4.45 billion for Global Health Programs, \$425 million for International Disaster Assistance, and \$75 million for Migration and Refugee Assistance.

<sup>66</sup> For example, a March 2, 2022, letter from 36 Senators to President Biden noted that “before [they] would consider supporting an additional \$30 billion for COVID-19 relief, Congress must receive a full accounting of how the government has already spent the first \$6 trillion.” Letter from Senators Mitt Romney et al. to President Joseph R. Biden, March 2, 2022.

<sup>67</sup> Noted during the question and answer portion of the U.S. Global Leadership Coalition’s April 6, 2022, event titled *Modernizing Foreign Aid: Building a State Department for the 21<sup>st</sup> Century*. Event recording available at <https://www.usglc.org/events/modernizing-foreign-aid-building-a-state-department-for-the-21st-century/>.

retained by the State Department rather than appropriations, fee collections declined considerably amid global travel restrictions imposed during the COVID-19 pandemic.<sup>68</sup> Throughout the pandemic, Congress has sought to ensure that the State Department maintains sufficient resources for consular operations. For example, Congress has provided appropriations for the CBSP account, directed the State Department to retain greater shares of the consular fees it collects rather than remit them to the Treasury, and authorized the State Department to spend fee collections on consular services generally rather than services related only to the collection of the applicable fee.<sup>69</sup> If international travel continues to recover, State Department fee collections will increase, which may lead some to consider whether Congress should keep new fee-related authorities in place (for examples of additional authorities of this kind that the Biden Administration requested for FY2023, see the preceding “General Provisions” section). Conversely, should COVID-19 cases around the world reach a degree of severity that once again significantly impacts international travel, Congress may need to weigh whether it should provide additional appropriations and/or flexible fee authorities to sustain consular operations.

**State Department Information Technology Enterprise Modernization.** As part of the Administration’s “Modernization of American Diplomacy” initiative, Secretary of State Antony Blinken is prioritizing enhancing the State Department’s information technology (IT) infrastructure.<sup>70</sup> The State Department has faced several cyberattacks and was among the federal agencies targeted in the so-called “SolarWinds” cyber espionage campaign that the U.S. government attributed to the Russian Foreign Intelligence Service (SVR).<sup>71</sup> The State Department’s Office of Inspector General has also identified “information security and management” among the major management challenges the State Department faces in annual reporting going back to at least FY2016. In addition to aforementioned funding for cybersecurity requested for the Diplomatic Programs account (see above), the Biden Administration is requesting \$470.2 million for the State Department’s Capital Investment Fund (CIF) for IT programs, or 57% more than Congress appropriated in FY2022. Stated uses for this funding include modernizing the State Department’s IT systems, including financial, personnel, and logistics systems; updating critical enterprise software licenses; and increasing cloud security.<sup>72</sup> The House SFOPS appropriations bill, H.R. 8282, includes \$350 million for the CIF, which totals 25.6% less than the Administration’s request.

<sup>68</sup> To review the statutory authorization for the CBSP account, see Division J, Title VII, Section 7081 of P.L. 115-31.

<sup>69</sup> Congress provided a line item appropriation of \$300 million for CBSP in Division K, Title IX of P.L. 116-260. Additionally Section 7069(e) of Division K of P.L. 117-103 provided the State Department the authority to deposit passport fees currently transferred to the General Fund of the Treasury to the CBSP account. Congress estimated in the Joint Explanatory Statement accompanying that law that this measure will provide at least \$340 million in additional resources for consular operations in FY2022. Congress also extended other provisions intended to provide the State Department more flexibility regarding spending consular fees within Section 7069 of that law.

<sup>70</sup> U.S. Department of State, “Secretary Antony J. Blinken on the Modernization of American Diplomacy,” October 27, 2021.

<sup>71</sup> White House Fact Sheet, “Imposing Costs for Harmful Foreign Activities by the Russian Government,” April 15, 2021.

<sup>72</sup> U.S. Department of State, *Congressional Budget Justification*, p. 31.

# Appendix A. SFOPS Funding by Account

**Table A-1. Department of State, Foreign Operations, and Related Programs Appropriations: FY2021-FY2023**

(In millions of current U.S. dollars; numbers in parentheses are the portion of the account totals designated as OCO or emergency funds)

|  | <b>FY2021<br/>Actual<sup>a</sup></b> | <b>FY2022<br/>Enacted<sup>b</sup></b> | <b>FY2023<br/>Request</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Base</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Total</b> | <b>FY2023 House</b> |
|--|--------------------------------------|---------------------------------------|---------------------------|--|---|---------------------|
| <b>Title I. State, Broadcasting &amp; Related Agencies TOTAL</b> | 17,233.05<br>(4,201.42)              | 18,038.68<br>(825.20)                 | 18,577.45                 | 7.92%  | 2.99%   | 18,016.23           |
| Administration of Foreign Affairs, Subtotal                      | 12,891.92<br>(3,399.19)              | 13,386.31<br>(800.20)                 | 13,181.51                 | 4.73%  | -1.53%  | 13,092.94           |
| Diplomatic Programs  | 8,963.14<br>(2,070.00)               | 9,538.09<br>(359.30)                  | 9,637.80                  | 5.00%  | 1.05%   | 9,637.71            |
| <i>of which Worldwide Security Protection</i>                    | 3,903.60<br>(2,226.12)               | 3,788.20                              | 3,813.71                  | 0.67%  | 0.67%   | 3,813.71            |
| Consular and Border Security Programs                            | 300.00<br>(300.00)                   |                                       |                           |  |   |                     |
| Capital Investment Fund  | 250.00                               | 310.00<br>(10.00)                     | 470.18                    | 56.73%   | 51.67%  | 350.00              |
| Office of Inspector General                                      | 145.73<br>(54.90)                    | 139.46<br>(8.00)                      | 133.70                    | 1.71%  | -4.13%  | 133.70              |
| Educational & Cultural Exchanges                                 | 740.30                               | 753.00                                | 741.30                    | -1.55%   | -1.55%  | 773.00              |
| Representation Expenses  | 7.42                                 | 7.42                                  | 7.42                      | 0.00%  | 0.00%   | 7.42                |
| Protection of Foreign Missions & Officials                       | 30.89                                | 30.89                                 | 30.89                     | 0.00%  | 0.00%   | 30.89               |
| Embassy Security, Construction & Maintenance                     | 1,950.45<br>(824.29)                 | 2,093.15<br>(110.00)                  | 1,957.82                  | -1.28%   | -6.47%  | 1,957.82            |
| <i>of which Worldwide Security Upgrades</i>                      | 1,181.39<br>(824.29)                 | 1,132.43                              | 1,055.21                  | -6.82%   | -6.82%  | 1,055.21            |

|  | <b>FY2021<br/>Actual<sup>a</sup></b> | <b>FY2022<br/>Enacted<sup>b</sup></b> | <b>FY2023<br/>Request</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Base</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Total</b> | <b>FY2023 House</b> |
|--|--------------------------------------|---------------------------------------|---------------------------|--|---|---------------------|
| Emergencies in the Diplomatic & Consular Services  | 157.89                               | 320.79<br>(312.90)                    | 8.89                      | 12.68%   | -97.23%   | 8.89                |
| Repatriation Loans Program                         | 2.50                                 | 1.30                                  | 1.30                      | 0.00%  | 0.00%   | 1.30                |
| Payment to the American Institute in Taiwan        | 31.96                                | 32.58                                 | 32.58                     | 0.00%  | 0.00%   | 32.58               |
| International Chancery Center                      | 2.74                                 | 0.74                                  | 0.74                      | 0.00%  | 0.00%   | 0.74                |
| Sudan Claims                                       | 150.00<br>(150.00)                   | 0.00                                  |                           |  |   |                     |
| Foreign Service Retirement (mandatory)             | 158.90                               | 158.90                                | 158.90                    | 0.00%  | 0.00%   | 158.90              |
| International Organizations, Subtotal              | 2,962.14<br>(802.23)                 | 3,161.54                              | 3,985.47                  | 26.06%   | 26.06%  | 3,457.24            |
| Contributions to International Organizations       | 1,505.93<br>(96.24)                  | 1,662.93                              | 1,658.24                  | -0.28%   | -0.28%  | 1,659.74            |
| Contributions to International Peacekeeping        | 1,456.21<br>(705.99)                 | 1,498.61                              | 2,327.24                  | 55.29%   | 55.29%  | 1,797.50            |
| International Commissions, Subtotal (Function 300) | 176.62                               | 180.85                                | 168.71                    | -6.72%   | -6.72%  | 182.05              |
| International Boundary/U.S. Mexico                 | 98.77                                | 103.00                                | 101.74                    | -1.23%   | -1.23%  | 103.00              |
| American Sections                                  | 15.01                                | 15.01                                 | 13.20                     | -12.02%  | -12.02%   | 16.20               |
| International Fisheries                            | 62.85                                | 62.85                                 | 53.77                     | -14.45%  | -14.45%   | 62.85               |
| Agency for Global Media, Subtotal                  | 802.96                               | 885.00<br>(25.00)                     | 840.00                    | -2.33%   | -5.08%  | 862.00              |
| Broadcasting Operations                            | 793.26                               | 875.30<br>(25.00)                     | 830.30                    | -2.35%   | -5.14%  | 852.30              |
| Capital Improvements                               | 9.70                                 | 9.70                                  | 9.70                      | 0.00%  | 0.00%   | 9.70                |
| Related Programs, Subtotal                         | 385.12                               | 410.67                                | 387.39                    | -5.67%   | -5.67%  | 407.47              |
| Asia Foundation                                    | 20.00                                | 21.50                                 | 20.00                     | -6.98%   | -6.98%  | 22.00               |

|  | FY2021<br>Actual <sup>a</sup> | FY2022<br>Enacted <sup>b</sup> | FY2023<br>Request | FY2023<br>Request as %<br>Change from<br>FY2022 Base | FY2023<br>Request as %<br>Change from<br>FY2022 Total | FY2023 House |
|--|-------------------------------|--------------------------------|-------------------|--|---|--------------|
| U.S. Institute of Peace                        | 45.00                         | 54.00                          | 47.25             | -12.50%  | -12.50%   | 54.00        |
| Center for Middle East-West Dialogue           | 0.20                          | 0.18                           | 0.18              | -1.67%   | -1.67%  | 0.18         |
| Eisenhower Exchange Fellowship                 | 0.09                          | 0.17                           | 0.18              | 2.94%  | 2.94%   | 0.17         |
| Israeli-Arab Scholarship                       | 0.12                          | 0.12                           | 0.09              | -23.53%  | -23.53%   | 0.12         |
| East-West Center                               | 19.70                         | 19.70                          | 19.70             | 0.00%  | 0.00%   | 21.00        |
| National Endowment for Democracy               | 300.00                        | 315.00                         | 300.00            | -4.76%   | -4.76%  | 310.00       |
| Other Commissions, Subtotal                    | 14.30                         | 14.30                          | 14.36             | 0.44%  | 0.44%   | 14.53        |
| Preservation of America's Heritage Abroad      | 0.64                          | 0.64                           | 0.66              | 2.02%  | 2.02%   | 0.82         |
| International Religious Freedom                | 4.50                          | 4.50                           | 4.50              | 0.00%  | 0.00%   | 4.50         |
| Security & Cooperation in Europe               | 2.91                          | 2.91                           | 2.91              | 0.00%  | 0.00%   | 2.91         |
| Cong.-Exec. on People's Republic of China      | 2.25                          | 2.25                           | 2.30              | 2.22%  | 2.22%   | 2.30         |
| U.S.-China Economic and Security Review        | 4.00                          | 4.00                           | 4.00              | 0.00%  | 0.00%   | 4.00         |
| <b>Foreign Operations, TOTAL</b>               | 54,726.24<br>(19,733.58)      | 69,318.30<br>(28,369.10)       | 47,423.73         | 15.81%   | -31.59%   | 47,162.67    |
| Title II. Administration of Foreign Assistance | 1,752/45<br>(41.00)           | 2,021.15<br>(47.00)            | 2,112.95          | 7.03%  | 4.54%   | 2,087.35     |
| USAID Operating Expenses                       | 1,418.75<br>(41.00)           | 1,677.95<br>(42.00)            | 1,743.35          | 6.57%  | 3.90%   | 1,743.35     |
| USAID Capital Investment Fund                  | 258.20                        | 258.20                         | 289.10            | 11.97%   | 11.97%  | 263.50       |
| USAID Inspector General                        | 75.50                         | 85.00<br>(5.00)                | 80.50             | 0.63%  | -5.29%  | 80.50        |
| Title III. Bilateral Assistance                | 41,083.95<br>(18,210.46)      | 49,869.54<br>(22,492.10)       | 31,133.24         | 13.72%   | -37.57%   | 30,866.19    |
| Global Health Programs                         | 13,195.95<br>(4,000.00)       | 9,830.00                       | 10,576.00         | 7.59%  | 7.59%   | 10,976.50    |

|   | <b>FY2021<br/>Actual<sup>a</sup></b> | <b>FY2022<br/>Enacted<sup>b</sup></b> | <b>FY2023<br/>Request</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Base</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Total</b> | <b>FY2023 House</b> |
|---|--------------------------------------|---------------------------------------|---------------------------|--|---|---------------------|
| <i>of which USAID</i>                         | 7,265.95<br>(4,000)                  | 3,880.00                              | 3,956.00                  | 1.96%  | 1.96%   | 4,581.50            |
| <i>of which State</i>                         | 5,930.00                             | 5,950.00                              | 6,620.00                  | 11.26%   | 11.26%  | 6,395.00            |
| Global Health Programs (mandatory, non-add)   |                                      |                                       | 6,500.00                  |  |   |                     |
| Development Assistance                        | 3,500.00                             | 4,140.49                              | 4,769.79                  | 15.20%   | 15.20%  | 4,769.79            |
| International Disaster Assistance             | 4,395.36<br>(1,914.04)               | 11,303.46<br>(7,398.00)               | 4,699.36                  | 20.33%   | -58.43%   | 4,395.00            |
| Transition Initiatives                        | 92.04                                | 200.00<br>(120.00)                    | 102.00                    | 27.50%   | -49.00%   | 93.00               |
| Complex Crisis Fund                           | 30.00                                | 60.00                                 | 40.00                     | -33.33%  | -33.33%   | 60.00               |
| Economic Support Fund                         | 12,526.96<br>(9,375.00)              | 13,512.00<br>(9,413.00)               | 4,122.46                  | 0.57%  | -69.49%   | 4,128.27            |
| Democracy Fund                                | 290.70                               | 340.70                                | 290.70                    | -14.68%  | -14.68%   | 345.70              |
| Assistance for Europe, Eurasia & Central Asia | 770.33                               | 1,620.00<br>(1,120.00)                | 984.43                    | 96.89%   | -39.23%   | 850.33              |
| Migration & Refugee Assistance                | 4,032.00<br>(2,301.42)               | 5,077.19<br>(2,165.00)                | 3,912.00                  | 34.33%   | -22.95%   | 3,700.00            |
| Emergency Refugee & Migration Assistance      | 500.10<br>(500.00)                   | 2,276.20<br>(2,276.10)                | 100.00                    | 99900.00%  | -95.61%   | 0.10                |
| Independent Agencies, Subtotal                | 1,393.50                             | 1,404.50                              | 1,431.50                  | 1.92%  | 1.92%   | 1,437.50            |
| Peace Corps                                   | 410.50                               | 410.50                                | 430.50                    | 4.87%  | 4.87%   | 430.50              |
| Millennium Challenge Corporation              | 912.00                               | 912.00                                | 930.00                    | 1.97%  | 1.97%   | 915.00              |
| Inter-American Foundation                     | 38.00                                | 42.00                                 | 38.00                     | -9.52%   | -9.52%  | 47.00               |
| U.S. Africa Development Foundation            | 33.00                                | 40.00                                 | 33.00                     | -17.50%  | -17.50%   | 45.00               |
| Dept. of the Treasury, Subtotal               | 357.00<br>(120.00)                   | 105.00                                | 105.00                    | 0.00%  | 0.00%   | 110.00              |

|  | <b>FY2021<br/>Actual<sup>a</sup></b> | <b>FY2022<br/>Enacted<sup>b</sup></b> | <b>FY2023<br/>Request</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Base</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Total</b> | <b>FY2023 House</b> |
|--|--------------------------------------|---------------------------------------|---------------------------|--|---|---------------------|
| International Affairs Technical Assistance         | 33.00                                | 38.00                                 | 38.00                     | 0.00%  | 0.00%   | 38.00               |
| Treasury Debt Restructuring                        | 324.00<br>(120.00)                   | 67.00                                 | 67.00                     | 0.00%  | 0.00%   | 52.00               |
| <b>Title IV. International Security Assistance</b> | <b>9,004.03<br/>(902.12)</b>         | <b>14,079.35<br/>(5,180.00)</b>       | <b>8,999.78</b>           | <b>1.13%</b>   | <b>-36.08%</b>  | <b>20.00</b>        |
| International Narcotics Control & Law Enforcement  | 1,385.57                             | 1,821.00<br>(430.00)                  | 1,466.00                  | 5.39%  | -19.49%   | 8,996.98            |
| Nonproliferation, Anti-terrorism, Demining         | 889.25                               | 1,000.00<br>(100.00)                  | 900.25                    | 0.03%  | -9.98%  | 1,450.00            |
| Peacekeeping Operations                            | 440.76<br>(325.21)                   | 455.00                                | 463.56                    | 1.88%  | 1.88%   | 920.25              |
| International Military Education & Training        | 112.93                               | 112.93                                | 112.93                    | 0.00%  | 0.00%   | 460.76              |
| Foreign Military Financing                         | 6,175.52<br>(576.91)                 | 10,690.42<br>(4,650.00)               | 6,057.05                  | 0.28%  | -43.34%   | 112.93              |
| <b>Title V. Multilateral Assistance</b>            | <b>2,620.82<br/>(580.00)</b>         | <b>3,024.46<br/>(650.00)</b>          | <b>4,726.72</b>           | <b>99.06%</b>  | <b>56.28%</b>   | <b>4,671.51</b>     |
| International Organizations & Programs             | 967.50<br>(580.00)                   | 423.00                                | 457.20                    | 8.09%  | 8.09%   | 592.00              |
| Int'l Bank for Reconstruction & Development        | 206.50                               | 206.50                                | 206.50                    | 0.00%  | 0.00%   | 206.50              |
| Global Environment Facility                        | 139.58                               | 149.29                                | 150.20                    | 0.61%  | 0.61%   | 150.20              |
| International Development Association              | 1,001.40                             | 1,001.40                              | 1,430.26                  | 42.83%   | 42.83%  | 1,430.26            |
| Asian Development Fund                             | 47.40                                | 53.32                                 | 43.61                     | -18.22%  | -18.22%   | 43.61               |
| African Development Bank                           | 54.65                                | 54.65                                 | 54.65                     | 0.00%  | 0.00%   | 54.65               |
| African Development Fund                           | 171.30                               | 211.30                                | 171.30                    | -18.93%  | -18.93%   | 171.30              |
| Green Climate Fund                                 | 0.00                                 | 0.00                                  | 1,600.00                  |  |   | 1,600.00            |
| Climate Investment Funds                           | 0.00                                 | 0.00                                  | 550.00                    |  |   |                     |



|  | <b>FY2021<br/>Actual<sup>a</sup></b>   | <b>FY2022<br/>Enacted<sup>b</sup></b>  | <b>FY2023<br/>Request</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Base</b> | <b>FY2023<br/>Request as %<br/>Change from<br/>FY2022 Total</b> | <b>FY2023 House</b> |
|--|--|--|---------------------------|--|---|---------------------|
| Clean Technology Fund                            | 0.00                                   | 125.00                                 | 0.00                      | -100.00%   | -100.00%  | 350.00              |
| International Monetary Fund                      | 0.00                                   | 102.00                                 | 20.00                     | -80.39%  | -80.39%   | 20.00               |
| International Fund for Agricultural Development  | 32.50                                  | 43.00                                  | 43.00                     | 0.00%  | 0.00%   | 43.00               |
| Global Agriculture & Food Security Program       | 2,620.82                               | 155.00                                 | 0.00                      | -100.00%   | -100.00%  | 10.00               |
| European Bank for Reconstruction and Development | 0.00                                   | 500.00                                 | 0.00                      |  |   |                     |
| <b>Title VI. Export Assistance</b>               | <b>264.99</b>                          | <b>323.80</b>                          | <b>451.05</b>             | <b>39.30%</b>  | <b>39.30%</b>   | <b>540.63</b>       |
| Export-Import Bank (net)                         | 54.80                                  | -74.50                                 | -202.09                   | 171.26%  | 171.26%   | 47.50               |
| U.S. Development Finance Corporation (net.)      | 130.69                                 | 318.80                                 | 555.13                    | 74.13%   | 74.13%  | 406.13              |
| Trade and Development Agency                     | 79.50                                  | 79.50                                  | 98.00                     | 23.27%   | 23.27%  | 87.00               |
| <b>SFOPS Total</b>                               | <b>71,959.29</b><br><b>(23,935.00)</b> | <b>87,356.98</b><br><b>(29,194.30)</b> | <b>66,001.18</b>          | <b>13.48%</b>  | <b>-24.45%</b>  | <b>65,178.90</b>    |
| Rescissions, net                                 | -580.53<br>(-425.12)                   | -1,903.78                              | -65.00                    | -96.59%  | -96.59%   | -445.00             |
| <b>SFOPS Total, Net of Rescissions</b>           | <b>71,378.76</b><br><b>(23,509.88)</b> | <b>85,453.20</b><br><b>(29,194.30)</b> | <b>65,936.18</b>          | <b>17.20%</b>  | <b>-22.84%</b>  | <b>64,733.90</b>    |

**Source:** SFOPS Congressional Budget Justification for FY2023; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128; H.R. 8282.

**Notes:** Figures in parentheses are amounts designated as Overseas Contingency Operations (OCO) or supplemental emergency funding and are subsumed in the larger account number above them. Numbers may not add due to rounding.

- Totals include base, OCO, and Title IX emergency supplemental funds from the Consolidated Appropriations Act, 2021 (P.L. 116-260), emergency funding from the American Rescue Plan Act (P.L. 117-2), and emergency supplemental funds from P.L. 117-31.
- Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act 2022, (P.L. 117-103) and emergency supplemental funding from both the FY2022 Extending Funding and Emergency Assistance Act (P.L. 117-43), the FY2022 Further Extending Government Funding Act (P.L. 117-70), and the Additional Ukraine Supplemental Appropriations Act (AUSAA, P.L. 117-128).

## Appendix B. International Affairs Budget

The International Affairs budget, or Function 150, includes funding that is not in the Department of State, Foreign Operations, and Related Programs (SFOPS) appropriation; in particular, international food assistance programs (Food for Peace Act, Title II (FFP) and McGovern-Dole International Food for Education and Child Nutrition programs) are in the Agriculture Appropriations, and the Foreign Claim Settlement Commission and the International Trade Commission are in the Commerce, Justice, Science appropriations. In addition, the SFOPS appropriation measure includes funding for certain international commissions that are not part of the International Affairs Function 150 account.

**Table B-1. International Affairs Budget: FY2021-FY2023**

(In millions of current U.S. dollars; numbers in parentheses are the portion of the account totals designated as OCO or emergency funds)

|  | <b>FY2021<br/>Actual<sup>a</sup></b>  | <b>FY2022<br/>Enacted<sup>b</sup></b> | <b>FY2023<br/>Request</b> | <b>FY2023<br/>Request<br/>as %<br/>Change<br/>from<br/>FY2022<br/>Base</b> | <b>FY2023<br/>Request<br/>as %<br/>Change<br/>from<br/>FY2022<br/>Total</b> | <b>FY2023<br/>House</b> |
|--|---------------------------------------|---------------------------------------|---------------------------|--|---|-------------------------|
| <b>State-Foreign<br/>Operations, excluding<br/>Commissions</b> | 71,202.14<br>(23,509.88)              | 85,272.35<br>(29,194.30)              | 65,767.48                 | 17.28%   | -22.87%   | 64,551.85               |
| <b>Commerce-Science-<br/>Justice</b>                           | 105.37                                | 112.43                                | 109.32                    | -2.77%   | -2.77%  | 124.90                  |
| Foreign Claims Settlement<br>Commission                        | 2.37                                  | 2.43                                  | 2.50                      | 2.71%  | 2.71%   | 2.50                    |
| Int'l Trade Commission   | 103.00                                | 110.00                                | 106.82                    | -2.89%   | -2.89%  | 122.40                  |
| <b>Agriculture</b>   | 2,770.00<br>(800.00)                  | 2,077.00<br>(100.00)                  | 1,970.11                  | -0.35%   | -5.15%  | 2,065.00                |
| Food for Peace Act, Title II                                   | 2,540.00<br>(800.00)                  | 1,840.00<br>(100.00)                  | 1,740.00                  | 0.00%  | -5.43%  | 1,800.00                |
| McGovern-Dole  | 230.00                                | 237.00                                | 230.11                    | -2.91%   | -2.91%  | 265.00                  |
| <b>Total International<br/>Affairs (150)</b>                   | <b>74,077.50<br/>(24,309.8<br/>8)</b> | <b>87,461.78<br/>(29,294.3<br/>0)</b> | <b>67,846.91</b>          | <b>16.64%</b>  | <b>-22.43%</b>  | <b>66,741.75</b>        |

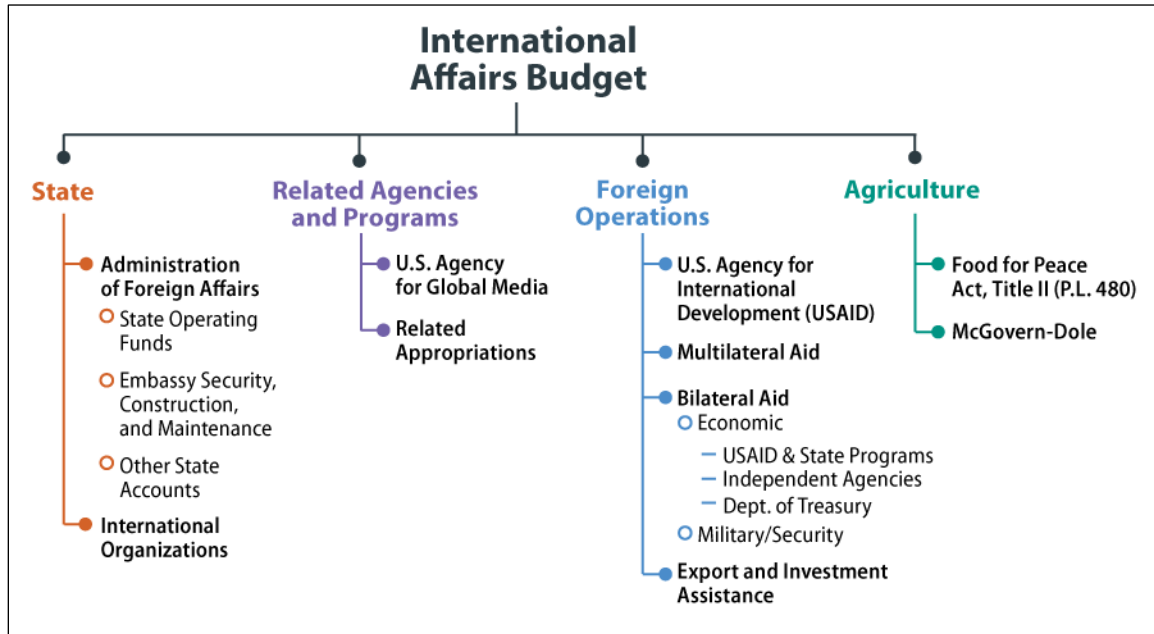
**Sources:** SFOPS Congressional Budget Justification for FY2023; P.L. 117-43; P.L. 117-70; P.L. 117-103; P.L. 117-128; H.R. 8282.

**Notes:** Figures in parentheses are amounts designated as Overseas Contingency Operations (OCO) or supplemental emergency funding and are subsumed in the larger account number above them. Numbers may not add due to rounding.

- Totals include base, OCO, and Title IX emergency supplemental funds from the Consolidated Appropriations Act, 2021 (P.L. 116-260), emergency funding from the American Rescue Plan Act (P.L. 117-2), and emergency supplemental funds from P.L. 117-31.
- Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act 2022, (P.L. 117-103) and emergency supplemental funding from both the FY2022 Extending Funding and Emergency Assistance Act (P.L. 117-43), the FY2022 Further Extending Government Funding Act (P.L. 117-70), and the Additional Ukraine Supplemental Appropriations Act (AUSAA, P.L. 117-128).

## Appendix C. International Affairs Components

Figure C-1. International Affairs Components



Source: Created by CRS.

### Author Information

Emily M. Morgenstern  
Analyst in Foreign Assistance and Foreign Policy

Cory R. Gill  
Analyst in Foreign Affairs

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