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# Department of State, Foreign Operations, and Related Programs: FY2024 Budget and Appropriations

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**Emily M. McCabe**

Analyst in Foreign  
Assistance and Foreign  
Policy

**Cory R. Gill**

Analyst in Foreign Affairs

## Department of State, Foreign Operations, and Related Programs: FY2024 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, and humanitarian assistance; and participation in multilateral organizations, among other international activities. On March 9, 2023, the Biden Administration released its proposed FY2024 budget request, which called for \$69.01 billion in new budget authority for SFOPS accounts, or \$68.73 billion when including proposed rescissions of prior year funding.

The FY2024 request, including rescissions, represented a 14.9% increase from FY2023 enacted base appropriations (excluding emergency funding responding to Russia's war in Ukraine) and a 15.0% decrease from total FY2023 enacted 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 FY2024 proposal included \$18.84 billion for Title I accounts, representing an 8.4% increase from FY2023 enacted base appropriations and a 7.4% increase from total FY2023 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 see a total of \$50.16 billion for FY2024, a 16.4% increase when compared with FY2023 enacted base levels and a 21.7% decrease when compared with total FY2023 enacted levels.

**Table A-1** provides an account-by-account comparison of the FY2024 request to FY2023 enacted and FY2022 actual (allotted) funding levels. **Table A-2** offers a similar comparison focused specifically on the International Affairs budget. Both appendices will be updated to reflect congressional action. **Figure A-1** 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, consult the wide range of CRS reports on specific subjects, such as global health, diplomatic security, and U.S. participation in the United Nations. **Table A-3** includes a list of CRS experts who may be consulted for additional information within their respective issue areas. For more information on SFOPS accounts, see CRS Report R40482, *Department of State, Foreign Operations, and Related Programs Appropriations: A Guide to Component Accounts*, by Cory R. Gill and Emily M. McCabe.

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# Overview

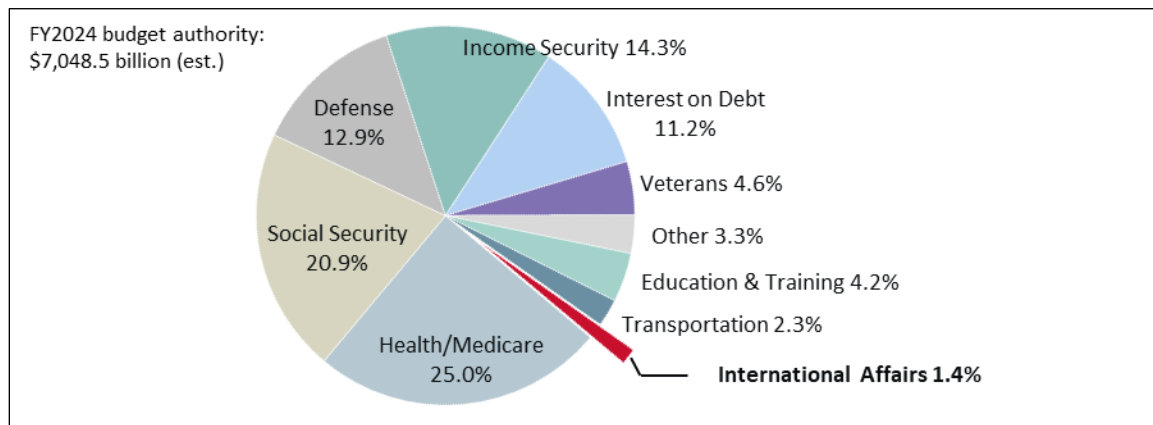
Annual Department of State, Foreign Operations, and Related Programs (SFOPS) appropriations support a range of U.S. activities around the world, including the operation of U.S. embassies; diplomatic activities; international development, security, and humanitarian assistance; U.S. participation in multilateral organizations; and certain U.S. export promotion activities. The SFOPS appropriations closely align with the International Affairs budget function (150), which typically represents about 1%-1.5% of the annual federal budget (see **Figure 1**).<sup>1</sup>

## A Note on Numbers

Consistent with prior years' analyses, CRS is comparing the FY2024 SFOPS request and subsequent appropriations bills to FY2023 enacted funding levels from the appropriations laws and/or FY2022 actual funding as presented in the Congressional Budget Justification (CBJ).

Unless otherwise indicated, CRS is using the FY2024 CBJ for the FY2024 request and FY2022 "actuals," and Division B of P.L. 117-180 and Divisions K and M of P.L. 117-328 for FY2023 enacted. In the CBJ, the Administration provides an "adjusted enacted" total for FY2023 that shifts \$2.12 billion in emergency funding enacted in Division M of P.L. 117-328 to "base" funding. Because Congress designated such funds as "being for an emergency requirement," CRS is keeping such funds separate from base enacted levels for calculations in this report and using the enacted FY2023 legislation as the basis of comparison.

**Figure 1. International Affairs as a Portion of the Federal Budget, FY2024 Estimate**



**Source:** Prepared by CRS using Office of Management and Budget FY2024 Budget Historical Table 5.1.

The Biden Administration's budget request for FY2024, released on March 9, 2023, proposed \$69.01 billion in new budget authority for SFOPS accounts, or \$68.73 billion when including proposed rescissions of prior year funding.<sup>2</sup> The request, including rescissions, represented a 14.9% increase from FY2023 enacted base appropriations and a 15.0% decrease from FY2023 enacted total appropriations, which include supplemental appropriations enacted for SFOPS accounts to respond to Russia's war in Ukraine. When compared with prior years' requests, the Administration's request is lower than that for the past two fiscal years (see **Table 1**). However, in

<sup>1</sup> The SFOPS appropriation 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 (Natural Resources and Environment).

<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.

both of those years, Administration requests included proposals for supplemental funds that were transmitted to Congress later in the fiscal year and separate from the regular budget request.

**Table 1. SFOPS Request vs. Actual/Enacted Funding, FY2016-FY2024 Request**  
(In billions of current U.S. dollars)

	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23	FY24
<b>Request</b>	54.83	60.21	40.21	41.66	43.10	44.12	71.37	90.54	69.01
<b>Actual/Enacted</b>	54.52	59.78	54.18	54.38	57.37	71.38	85.42	80.92	
<b>Difference</b>	-0.6%	-0.7%	+34.7%	+30.5%	+33.1%	+61.8%	+19.7%	-10.6%	

**Source:** Annual SFOPS Congressional Budget Justifications (CBJs) prepared by the Department of State and U.S. Agency for International Development; FY2023 enacted levels compiled from P.L. 117-180 and P.L. 117-328.

**Notes:** Includes supplemental, emergency, and overseas contingency operations funds and rescissions. FY2023 figures are enacted appropriations, while FY2016-FY2022 figures are “actual” spending as reported in the CBJs.

## Emergency Funds

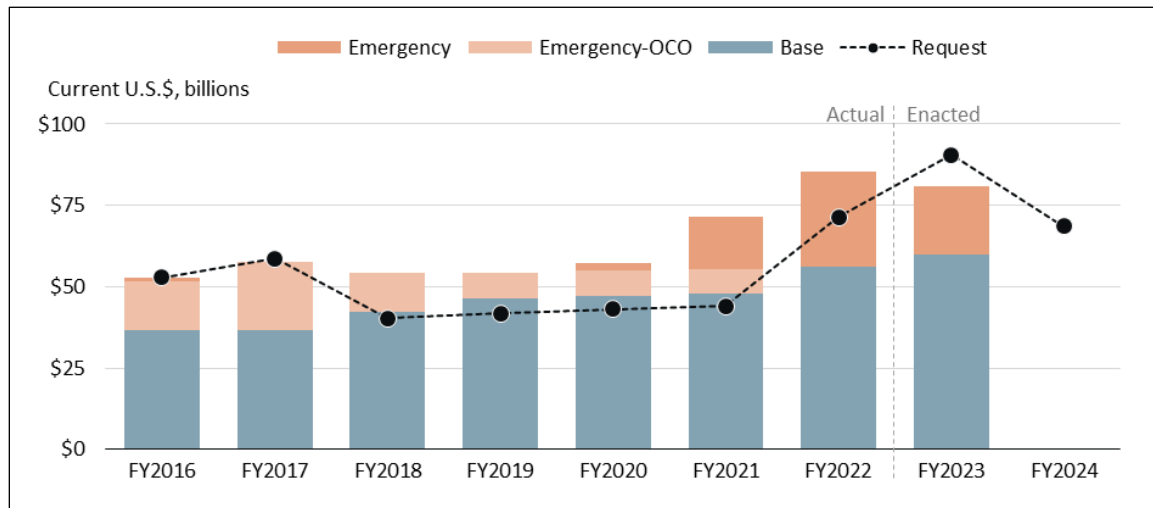
Congress periodically appropriates funding designated as “emergency” to address a range of activities outside of preestablished budget caps. In recent years, Congress has enacted emergency funds to address unanticipated situations both during the regular budget cycle in annual appropriations bills and in off-cycle supplemental measures. For FY2023, for example, Congress has thus far enacted two emergency funding measures that included appropriations for SFOPS accounts: one as part of the first continuing resolution for FY2023 (P.L. 117-180) and the other as part of the omnibus appropriation (P.L. 117-328). Such funding was enacted primarily for security, economic, and humanitarian assistance for Ukraine and countries and populations affected by the war in Ukraine.

From FY2012 through FY2021, SFOPS appropriations included funding designated as “Overseas Contingency Operations” (OCO), a type of emergency funding initially used by Congress in the “frontline” states of Afghanistan, Pakistan, and Iraq.<sup>3</sup> OCO funding 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 many that were widely considered to be base budget programs, in the later years. The BCA discretionary caps expired in FY2021; OCO has not been requested or appropriated in the fiscal years since.

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 (see **Figure 2**). In FY2017, OCO-designated SFOPS funding peaked at \$20.80 billion, or 36.1% of SFOPS funds that year. For FY2022, appropriated emergency supplemental funding totaled \$29.19 billion, representing 34.2% of total appropriated SFOPS funding. Thus far, for FY2023, supplemental funding for SFOPS accounts has totaled \$21.07 billion, accounting for 26.0% of total appropriated SFOPS funding.

<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. McCabe.

**Figure 2. SFOPS Funding, FY2016-FY2024 Request**



**Source:** Prepared by CRS using annual SFOPS Congressional Budget Justifications (CBJs) prepared by the Department of State and U.S. Agency for International Development; FY2023 enacted levels compiled from P.L. 117-180 and P.L. 117-328.

## Mandatory Funds<sup>4</sup>

Traditionally, the majority of funding for SFOPS accounts is discretionary (enacted in annual appropriations measures).<sup>5</sup> However, for the past two fiscal years, the Biden Administration has proposed mandatory budget authority for select initiatives. For FY2023, for example, the Administration proposed \$6.5 billion in mandatory budget authority for global health security purposes.<sup>6</sup> Congress did not act on the Administration’s proposal.

For FY2024, the Administration proposed \$11.1 billion in mandatory budget authority as part of a U.S. government effort to “out-compete China, strengthen the U.S. role in the Indo-Pacific, and grow the U.S. economy.”<sup>7</sup> The proposed mandatory budget authority would include \$7.1 billion for Compact of Free Association economic assistance to the Marshall Islands, Micronesia, and Palau over 20 years, to be administered by the Department of the Interior (DOI);<sup>8</sup> \$2 billion over five years to support the implementation of the Indo-Pacific Strategy;<sup>9</sup> and \$2 billion over five years to establish an International Infrastructure Fund for projects that “align with U.S. strategic interests in countries that are vulnerable to malign influence by strategic competitors.”<sup>10</sup>

<sup>4</sup> Thomas Lum, CRS Specialist in Asian Affairs, contributed to this section. For a brief explanation of discretionary and mandatory budget authority, see CRS In Focus IF12105, *Introduction to Budget Authority*, by James V. Saturno.

<sup>5</sup> The consistent exception to this has been annual Payment to the Foreign Service Retirement and Disability Fund (\$158.9 million annually).

<sup>6</sup> For more details on the request, see “Global Health Programs (GHP)” in CRS Report R47070, *Department of State, Foreign Operations, and Related Programs: FY2023 Budget and Appropriations*, by Emily M. McCabe and Cory R. Gill.

<sup>7</sup> U.S. Department of State, *FY2024 Congressional Budget Justification*, p. 100.

<sup>8</sup> The \$7.1 billion includes \$634 million for U.S. Postal Service services. Compact assistance is distinct from USAID program assistance.

<sup>9</sup> The White House, “Indo-Pacific Strategy of the United States,” February 2022, at <https://www.whitehouse.gov/wp-content/uploads/2022/02/U.S.-Indo-Pacific-Strategy.pdf>.

<sup>10</sup> U.S. Department of State, *Congressional Budget Justification*, p. 179.

Economic assistance pursuant to Title II of the Compacts of Free Association is set to expire at the end of FY2023 for the Marshall Islands and Micronesia and at the end of FY2024 for Palau. Such assistance currently is both funded (through mandatory appropriations) and administered by DOI. The Administration has not indicated why it proposes shifting Compact administration from DOI to the Department of State. Once the United States and the three Compact countries reach bilateral agreements, currently under negotiation, to extend Compact assistance, the President is to submit draft legislation to Congress, after which both houses of Congress must approve them through implementing legislation for them to go into effect.<sup>11</sup>

## State Department Operations and Related Agency Funding Highlights

The Biden Administration's FY2024 request sought \$18.84 billion in funding for the State Department and Related Agency appropriations accounts. This request comprised an increase of 7.4% from the total FY2023 enacted funding Congress provided for these accounts and an 8.4% increase from base (nonemergency) funding. The Biden Administration identified several key priorities it intended to fund through the State Department and Related Agency accounts in FY2024, including

- implementing its Indo-Pacific Strategy, including by strengthening U.S. engagement in the region and expanding the U.S. diplomatic presence;
- investing in the State Department's workforce through building professional expertise and training capacity in areas critical to U.S. national security such as cyberspace and emerging technologies, and climate and clean energy;
- ensuring the safety and security of U.S. personnel and facilities overseas while enabling robust, on-the-ground diplomatic engagement;
- fulfilling U.S. commitments to Afghan partners who served alongside the United States in Afghanistan (see the **text box** below); and
- renewing U.S. leadership in multilateral diplomacy through paying U.S. assessed contributions (membership dues) and arrears (overdue assessed contributions) to international organizations and international peacekeeping missions.<sup>12</sup>

### Enduring Welcome Account

The State Department is leading a whole-of-government effort known as "Enduring Welcome" that seeks to "expeditiously process the applications of our Afghan allies, such as Afghan Special Immigrant Visa (SIV) candidates, and family reunification cases, and welcome them to the United States—while simultaneously safeguarding national security."<sup>13</sup> During FY2023, the State Department assumed new responsibilities in this effort, including establishing and managing overseas civilian processing sites to adjudicate the applications of Afghans potentially eligible for U.S. immigration benefits. As part of the FY2024 request, the Biden Administration asked Congress to create a new Enduring Welcome appropriations account to consolidate funds Congress previously appropriated to support Afghan allies, including funds transferred by the Department of Defense to the State Department. The Biden Administration did not request any new funding for this account for FY2024.

<sup>11</sup> For further information on the Compacts of Free Association, see CRS In Focus IF12194, The Compacts of Free Association, and CRS Report R46573, The Freely Associated States and Issues for Congress.

<sup>12</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2024*, pp. v-viii; U.S. Department of State, *FY2024 Budget Request*, slide presentation, March 8, 2023, p. 75.

<sup>13</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, p. 78.



**Table 2. State Department and Related Agency: Selected Accounts and Total, FY2022-FY2024 Request**

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

Account	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
Diplomatic Programs	9,638.87 (346.73)	9,610.21 (147.05)	10,433.85	+10.3%	+8.6%
<i>Worldwide Security Protection</i>	3,788.20	3,813.71	4,066.17	+6.6%	+6.6%
Embassy Security, Construction & Maintenance	2,093.15 (110.00)	1,957.82	2,013.18	+2.8%	+2.8%
Educational & Cultural Exchange Programs	763.15 (9.40)	777.50	783.72	+0.8%	+0.8%
International Organizations	3,161.44	2,919.92	3,644.58	+24.8%	+24.8%
U.S. Agency for Global Media	885.00 (25.00)	884.70	944.00	+6.7%	+6.7%
<b>State and Related Agency Total<sup>c</sup></b>	<b>18,178.74 (851.20)</b>	<b>17,541.42 (152.55)</b>	<b>18,844.85</b>	<b>+8.4%</b>	<b>+7.4%</b>

**Source:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-103; P.L. 117-180; P.L. 117-328.

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

- Totals include emergency supplemental funds from P.L. 117-43, P.L. 117-70, Division N of P.L. 117-103, and P.L. 117-128.
- Totals include emergency supplemental funds from Division M of P.L. 117-328.
- State and Related Agency totals include additional funding for accounts not listed above. For all State and Related Agency accounts, see **Table A-1**.

## 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 (DEIA) 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 and Legislative Affairs.<sup>14</sup>

The Biden Administration's FY2024 Diplomatic Programs request totaled \$10.43 billion, or about 8.6% more than the \$9.61 billion Congress appropriated in FY2023 (including all base and emergency funding). As it did in its previous two budget requests, the Administration called on

<sup>14</sup> Ibid., pp. 94-106.

Congress to 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”). In previous years, Congress made about 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. In the FY2024 budget request, the Biden Administration asserted that broader provision of two-year availability would provide it “greater flexibility,” while also resulting in “streamline[d] funding execution during the second year of availability.”<sup>15</sup>

The Biden Administration’s request built upon its efforts to strengthen the State Department’s workforce, including through implementing Secretary Blinken’s Modernization Agenda (see the **text box** below). It sought funding for an additional 515 Foreign Service and Civil Service positions, 462 of which the Administration planned to fund through Diplomatic Programs and other State Department and Related Agency accounts.<sup>16</sup> The Biden Administration indicated that these new positions would focus on advancing State Department priorities, including increasing passport and visa processing capacity (204 positions), implementing the Indo-Pacific Strategy (56 positions), and conducting oversight of U.S. foreign assistance (53 positions). The request further called for an additional 50 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>17</sup> The State Department espoused the training float as a key element of the Modernization Agenda, asserting that it would provide department personnel with additional professional development opportunities to build requisite skills to address contemporary foreign policy challenges without understaffing bureaus and sacrificing readiness.<sup>18</sup>

### Modernization Agenda

Launched by Secretary Blinken in October 2021, the Modernization Agenda sought to position the State Department to meet contemporary foreign policy challenges and ensure that it was “strong, effective, diverse, and flexible enough to lead America’s engagement in the world.”<sup>19</sup> The State Department’s FY2024 budget request identified the following lines of effort for which it requested funding through Diplomatic Programs and other appropriations accounts to advance the Modernization Agenda.

- *Strengthening and Empowering the Workforce* through updated recruitment, hiring, and retention practices to effectively compete with the private sector for talent, along with increasing personnel expertise in foreign policy issues such as climate change and global health and strengthening the department’s diversity, equity, inclusion, and accessibility programming.
- *IT Modernization and Cybersecurity*, for which the Administration requested approximately \$3.0 billion in FY2024 across various appropriations accounts, to fund priorities including implementing Zero Trust Architecture across the department’s information technology (IT) enterprise, providing streamlined and secure cloud services, and leveraging special incentive pay to recruit and retain qualified, talented IT professionals.<sup>20</sup>

<sup>15</sup> Ibid., p. 95

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

<sup>17</sup> U.S. Department of State, *FY2024 Budget Request*, slide presentation, p. 82.

<sup>18</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, p. 8.

<sup>19</sup> State Department, *Fiscal Year 2022 Agency Financial Report: Data Informed Diplomacy*, p. 116.

<sup>20</sup> Zero-trust architecture moves away from protecting the boundary of an IT network and toward limiting access within a network and continually assessing whether or not a presented user is authorized to access a particular resource. Zero trust shifts security focus from the location of the system to the data or resource being accessed by the individual user regardless of its place. This philosophy inherently shifts the presumption that users and devices on a network are vetted (continued...)

- *Delivering Equitable and Effective Services for all Americans*, for which the budget includes \$258.60 million, including through improving and streamlining passport services.<sup>21</sup>

The Biden Administration also asked for \$76.2 million to further expand its diversity, equity, inclusion, and accessibility (DEIA) programming in support of several executive orders President Biden issued that were intended to advance DEIA in the federal workforce. This request exceeded the FY2023 funding level by 5.9%.<sup>22</sup> Among the priorities the Administration highlighted in its request were expanding the recruitment and retention of personnel from varied backgrounds, continuing the department's paid internship program, providing workforce training on DEIA-related issues, promoting a workplace free of discrimination and harassment, and increasing support for persons with disabilities who qualify for overseas employment.<sup>23</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 SFOPS “diplomatic security accounts.” WSP serves as the primary operating appropriation for the Bureau of Diplomatic Security (DS), which implements the State Department's security programs to protect U.S. diplomatic personnel, embassies and other overseas posts, diplomatic residences, and domestic State Department offices. WSP also funds security and emergency response programs at 10 additional State Department bureaus, including the Bureaus of Information Resource Management (which shares responsibility with DS for protecting the State Department's information technology enterprise) and Medical Services (which provides routine and emergency health services to U.S. government employees assigned abroad, including in high-threat, high-risk environments).<sup>24</sup> ESCM funds the Bureau of Overseas Buildings Operations, which is responsible for providing U.S. diplomatic and consular missions abroad with secure, safe, and functional facilities.<sup>25</sup>

For FY2024, the Biden Administration requested \$6.08 billion for the diplomatic security accounts: \$4.07 billion for WSP and \$2.01 billion for ESCM. This request totaled 5.3% more than the funding Congress appropriated for the diplomatic security accounts in FY2023 (see **Table 3**).

As part of its FY2024 WSP request, the Biden Administration called for \$747.4 million to support security operations in Iraq, including costs involved with local guard forces and armored vehicle replacements. The Administration requested an additional \$51.3 million to support similar programs to protect the U.S. Mission in Pakistan.<sup>26</sup> The request further sought \$42.7 million to potentially resume a U.S. diplomatic presence in Libya, where the U.S. Embassy suspended operations in 2014.<sup>27</sup> With regard to ESCM, the request included \$980.8 million in State Department funding for the Capital Security Cost Sharing and Maintenance Cost Sharing Programs (CSCS/MCS), which fund the planning, design, construction, and maintenance of U.S.

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to one that views users and devices as suspicious and requiring constant verification. For additional information, see CRS Report R46926, *Federal Cybersecurity: Background and Issues for Congress*, by Chris Jaikaran.

<sup>21</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, pp. 7-11.

<sup>22</sup> *Ibid.*, p. 70.

<sup>23</sup> *Ibid.*, pp. 67-68.

<sup>24</sup> *Ibid.*, pp. 378-393.

<sup>25</sup> *Ibid.*, p. 395.

<sup>26</sup> *Ibid.*, p. 382.

<sup>27</sup> *Ibid.*, p. 380; CRS Report RL33142, *Libya: Transition and U.S. Policy*, by Christopher M. Blanchard, p. 8.

diplomatic posts. The Administration indicated that this sum, combined with proceeds from consular fee collections and contributions from other agencies with personnel assigned abroad, would provide \$2.44 billion in funding for these programs. Among other priorities, the Administration stated its intent to use these funds to meet construction and maintenance costs involved with new U.S. embassies in the Central African Republic, Kiribati, and Tonga.<sup>28</sup>

**Table 3. Diplomatic Security Annual Appropriations, FY2022-FY2024**

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

Account	FY2022 Actual <sup>a</sup>	FY2023 Enacted	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
Worldwide Security Protection	3,788.20	3,813.71	4,066.17	+6.6%	+6.6%
Embassy Security, Construction, and Maintenance	2,093.15 (110.00)	1,957.82	2,013.18	+2.8%	+2.8%
<b>Diplomatic Security Total</b>	<b>5,881.35</b> <b>(110.0)</b>	<b>5,771.53</b>	<b>6,079.35</b>	<b>+5.3%</b>	<b>+5.3%</b>

**Source:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-103; P.L. 117-180; P.L. 117-328.

**Notes:** Percentage changes may not reflect numbers included in this table due to rounding. Annual appropriations data do not reflect available carryover funds.<sup>29</sup>

a. Totals include emergency supplemental funds from P.L. 117-128.

## 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 (such as 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>30</sup> Separately, the United States pays its assessed contributions to 10 U.N. peacekeeping missions through the Contributions for International Peacekeeping Activities (CIPA) account.<sup>31</sup> The United States provides additional funding to international organizations through various SFOPS humanitarian and multilateral assistance accounts.

<sup>28</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, pp. 397-398.

<sup>29</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. 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>30</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, p. 442.

<sup>31</sup> *Ibid.*, p. 483.

The Biden Administration’s FY2024 request for these accounts totaled a combined \$3.64 billion. The request exceeded the FY2023 funding level for these accounts by 24.8%. **Table 4** illustrates recent funding for each account.

**Table 4. U.S. Payments of Assessments to International Organizations and Peacekeeping Missions, FY2022-FY2024**

(In millions of current U.S. dollars)

<b>Account</b>	<b>FY2022 Actual</b>	<b>FY2023 Enacted</b>	<b>FY2024 Request</b>	<b>% Change FY2024 Request from FY2023 Base</b>	<b>% Change FY2024 Request from FY2023 Total</b>
Contributions to International Organizations	1,662.93	1,438.00	1,703.88	+18.5%	+18.5%
Contributions for International Peacekeeping Activities	1,498.51	1,481.92	1,940.70	+31.0%	+31.0%
<b>Total</b>	<b>3,161.44</b>	<b>2,919.92</b>	<b>3,644.58</b>	<b>+24.8%</b>	<b>+24.8%</b>

**Sources:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-103; P.L. 117-328; CRS calculations.

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

Among other priorities, the Biden Administration’s CIO request sought \$150 million to pay both an annual assessment to the United Nations Educational, Scientific and Cultural Organization (UNESCO) and a share of the \$612 million in accumulated U.S. arrears to UNESCO. The United States began accumulating these arrears in 2011, as UNESCO’s decision to grant membership as a state to the Palestinians that year triggered U.S. laws prohibiting funding U.N. entities that take such action. The United States later withdrew from UNESCO in 2018.<sup>32</sup> Congress included a measure in the FY2023 SFOPS law authorizing the President to waive these provisions with respect to UNESCO should the President inform Congress that doing so would enable the United States to counter Chinese influence or promote other U.S. national interests.<sup>33</sup> The Administration’s request noted that it intended to provide funding to UNESCO only if President Biden exercised this waiver authority.<sup>34</sup> Additionally, the request included \$69.8 million for NATO’s civil budget, which the Biden Administration said was necessary for NATO to maintain its “technological and operational edge” amid continued Russian and Chinese aggression, cybersecurity challenges, and dangers associated with emerging and destructive technologies.<sup>35</sup>

With regard to CIPA, the Biden Administration stated that its FY2024 request would advance its intention to fund the United States’ U.N. peacekeeping commitments at the current U.N.-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 Member concerns that assessed rates are too high.<sup>36</sup> The Administration also again requested language to authorize the State Department to pay assessed

<sup>32</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>33</sup> Section 7070 of the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2023 (Division K of P.L. 117-328).

<sup>34</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, p. 443.

<sup>35</sup> *Ibid.*, p. 444.

<sup>36</sup> For more information, see CRS In Focus IF10354, *United Nations Issues: U.S. Funding to the U.N. System*, by Luisa Blanchfield.

contributions above the 25% statutory cap; Congress refrained from including such a measure in the FY2023 and FY2022 SFOPS appropriations laws despite the Administration's request that it do so.<sup>37</sup> The FY2024 CIPA request further included \$343.8 million to pay a share of the \$1.1 billion in peacekeeping arrears that have accumulated since FY2017; the arrears stem from gaps between the U.N. rate of assessment and the congressional cap.<sup>38</sup> The Biden Administration noted that this request reflected its priority of paying its assessments in full, arguing that doing so would better enable the United States to use its influence to ensure peacekeeping missions had realistic and achievable mandates and were subject to clear performance and accountability standards.<sup>39</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 Food for Peace Act, Title II Grants (FFP), and McGovern-Dole International Food for Education and Child Nutrition Programs.<sup>40</sup> The FY2024 request for Foreign Operations totaled \$50.16 billion, an increase of 16.4% over FY2023 enacted base funding and 21.7% below total FY2023 enacted funding. The total foreign assistance request, including food aid provided for in the agriculture appropriation, was \$52.20 billion. See **Table 5** for a more detailed breakdown of foreign assistance funding by type.

**Table 5. Foreign Assistance, by Type, FY2022-FY2024 Request**

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

Type	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
USAID Administration <sup>c</sup>	2,021.15 (47.00)	2,095.95 (13.00)	2,293.04	+10.1%	+9.4%
Global Health Programs	9,830.00	10,560.95	10,928.00	+3.5%	+3.5%
Nonhealth Development Assistance <sup>d</sup>	20,182.99 (10,620.80)	27,780.78 (17,871.50)	12,674.72	+27.9%	-54.4%
Humanitarian Assistance <sup>e</sup>	20,496.85 (11,939.10)	11,090.70 (2,522.95)	10,511.36	+22.7%	-5.2%
Independent Agencies <sup>f</sup>	1,404.50	1,452.50	1,666.00	+14.7%	+14.7%
Security Assistance	14,085.55 (5,186.20)	9,498.73	9,076.08	+1.5%	-4.4%

<sup>37</sup> CRS Report R47070, *Department of State, Foreign Operations, and Related Programs: FY2023 Budget and Appropriations*, by Emily M. McCabe and Cory R. Gill, pp. 11-12, and 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.

<sup>38</sup> U.S. Department of State, *Congressional Budget Justification Appendix 1*, pp. 483-484.

<sup>39</sup> *Ibid.*, pp. vii-viii, 484.

<sup>40</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.



Type	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
Multilateral Assistance	3,024.46 (650.00)	2,763.12 (560.00)	4,411.21	+59.6%	+59.6%
Export Promotion	515.29	738.08	643.86	-12.8%	-12.8%
<b>Foreign Assistance Total</b>	<b>71,560.79</b> <b>(28,443.10)</b>	<b>65,980.81</b> <b>(20,967.45)</b>	<b>52,204.26</b>	<b>+16.0%</b>	<b>-20.9%</b>

**Source:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-180; P.L. 117-328.

- Totals include emergency supplemental funds from P.L. 117-43, P.L. 117-70, Division N of P.L. 117-103, and P.L. 117-128.
- Totals include emergency supplemental funds from Division B of P.L. 117-180 and Division M of P.L. 117-328.
- Includes USAID Operating Expenses, Capital Investment Fund, and the USAID Inspector General.
- Includes Treasury Technical Assistance (appropriated in SFOPS) and the McGovern-Dole International Food for Education and Child Nutrition Program (appropriated in Agriculture appropriations).
- Includes Food for Peace Act, Title II Grants appropriated in annual Agriculture appropriations.
- Includes the Peace Corps, Millennium Challenge Corporation, Inter-American Foundation, and the U.S. African Development Foundation.

The Administration asserted that the FY2024 foreign assistance request would “continue to ensure that Russia’s aggression remains a strategic failure and supports the people of Ukraine” and counter the People’s Republic of China (PRC) “to protect our interests and build a prosperous future.”<sup>41</sup> Related to the PRC, the Administration noted that it would seek to direct resources to areas in which the PRC is “gaining traction,” particularly the Indo-Pacific region. Beyond those two aims, the Administration also identified continuing work in the humanitarian, democracy and governance, digital and emerging technology, and infrastructure sectors as priorities for FY2024.

In an effort to support such priorities, the Administration proposed to increase USAID’s direct hire workforce by 230 in FY2024. The 105 Civil Service Officers and 125 Foreign Service Officers would be focused on “democracy and anti-corruption expertise, global health security, climate change, national security, operational management, and a more permanent humanitarian assistance workforce.”<sup>42</sup>

## Foreign Operations Sectors

### Humanitarian Assistance

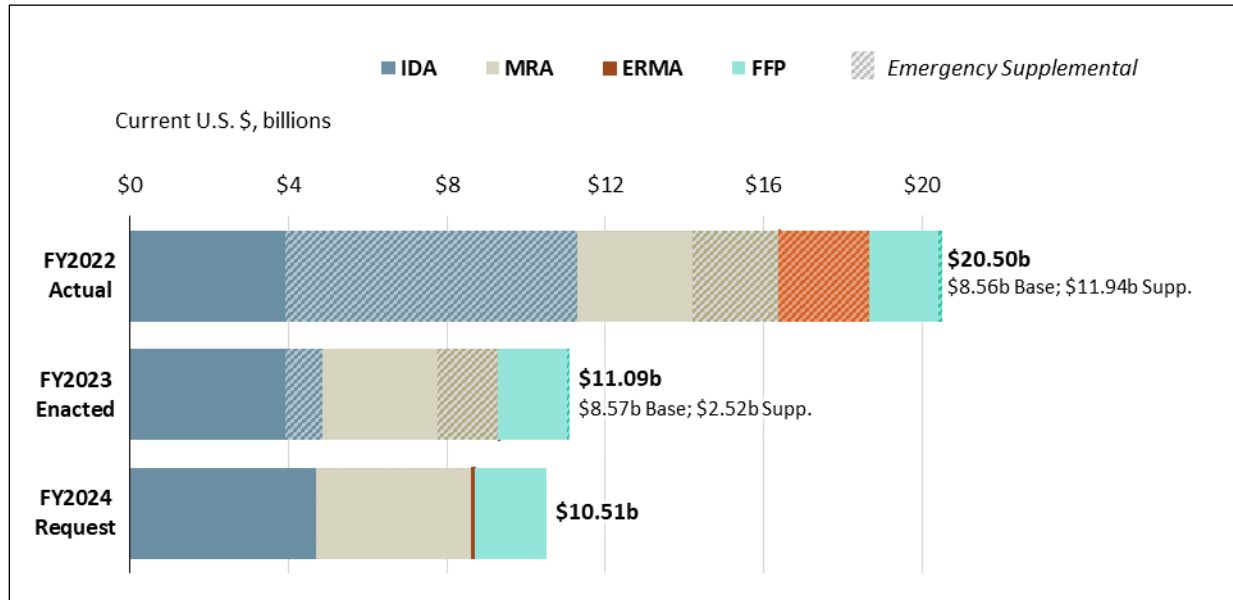
For FY2024, the Administration requested \$10.51 billion for the four global humanitarian assistance accounts administered by the State Department and USAID: International Disaster Assistance (IDA, \$4.7 billion), Migration and Refugee Assistance (MRA, \$3.9 billion), and Emergency Refugee and Migration Assistance (ERMA, \$100 million) accounts in the SFOPS appropriation; and Food for Peace, Title II Grants (FFP, \$1.8 billion) in the Agriculture appropriation (see **Figure 3**). This level would represent an increase of 22.7% over FY2023

<sup>41</sup> U.S. Department of State, *Congressional Budget Justification*, p. 109.

<sup>42</sup> *Ibid.*, p. 104.

enacted base funding but a 5.2% decrease from FY2023 total enacted funding (which included \$2.52 billion in emergency supplemental funding). The Administration noted that the request would aim to address ongoing humanitarian crises in countries and regions such as Afghanistan, the Horn of Africa, Syria, Ukraine, Haiti, Venezuela, and Yemen, among others. It also would prioritize combating growing food insecurity, which has been exacerbated by Russia's war in Ukraine. More broadly, the Administration also highlighted prioritizing U.S. leadership on humanitarian and refugee issues in international fora, such as in multilateral international organizations.

**Figure 3. Humanitarian Assistance, by Account, FY2022-FY2024 Request**



**Source:** CRS using data from the SFOPS Congressional Budget Justification for FY2024; P.L. 117-180; P.L. 117-328.

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

Historically, Congress has often appropriated global humanitarian funding well above Administration budget requests on a bipartisan basis. U.S. humanitarian assistance has also been provided through emergency supplemental funding, which in FY2022 and FY2023 has funded parts of the U.S. responses in Afghanistan and Ukraine, as well as in countries affected by Russia's war in Ukraine.

### Global Health Programs (GHP)

The Administration requested \$10.93 billion for Global Health Programs (GHP) for FY2024, an increase of 3.5% over FY2023 enacted levels (see **Table 6**). At the subaccount level, the Administration proposed the largest increase to Family Planning and Reproductive Health, which would see a 14.5% increase from 2023 enacted levels. Proposed decreases would be for Global Health Security at USAID (-17.2%), Tuberculosis (-9.1%), Malaria (-1.9%) and State HIV/AIDS programming (-0.6%). Five subaccounts would remain level with FY2023 enacted appropriations. For FY2024, the Administration also proposed two new global health subaccounts: the Pandemic Fund at the Department of State and the Global Health Worker Initiative at USAID. The Pandemic Fund, formally launched in response to the COVID-19 pandemic, seeks to build capacity, cooperation, and efficiency in global health to prevent,



prepare, and respond to global pandemics. The Global Health Workers Initiative would aim to strengthen global health systems by “reducing the estimated 10 million global health worker shortage.”<sup>43</sup> Including the request for the Pandemic Fund, the Administration sees an overall budgetary increase of 38.3% for global health security activities through the GHP account.

**Table 6. Global Health Programs, by Subaccount, FY2023-FY2024 Request**  
(In millions of current U.S. dollars)

	FY2023 Enacted	FY2024 Request	% Change FY2024 Request from FY2023 Total
HIV/AIDS (State)	4,395.0	4,370.0	-0.6%
Global Fund	2,000.0	2,000.0	0.0%
Pandemic Fund		500.0	n.a.
<b>Total, State-GHP</b>	<b>6,395.0</b>	<b>6,870.0</b>	<b>+7.4%</b>
HIV/AIDS (USAID)	330.0	330.0	0.0%
Tuberculosis	394.5	358.5	-9.1%
Malaria	795.0	780.0	-1.9%
MCH	910.0	910.0	0.0%
Nutrition	160.0	160.0	0.0%
Vulnerable Children	30.0	30.0	0.0%
FP/RH	524.0	600.0	+14.5%
Other Public Health Threats/NTDs	122.5	124.5	+1.6%
GHS	900.0	745.0	-17.2%
Global Health Worker Initiative		20.0	n.a.
<b>Total, USAID-GHP</b>	<b>4,166.0</b>	<b>4,058.0</b>	<b>-2.6%</b>
<b>Total, GHP</b>	<b>10,561.0</b>	<b>10,928.0</b>	<b>+3.5%</b>

**Source:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-328.

**Notes:** GHS = Global Health Security; MCH = Maternal and Child Health; FP/RH = Family Planning and Reproductive Health; NTDs = Neglected Tropical Diseases.

## Security Assistance

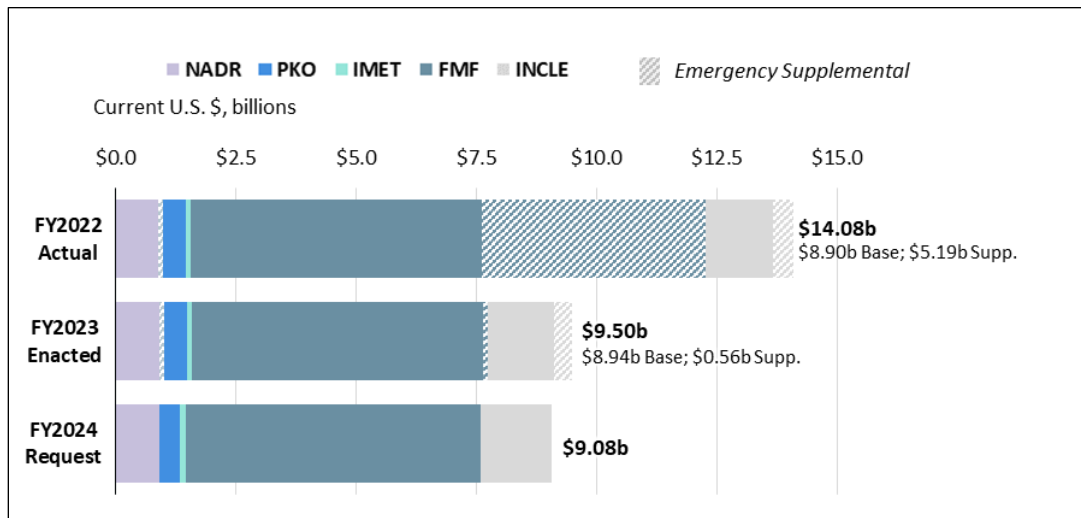
For FY2024, the Administration requested a total of \$9.08 billion for the five SFOPS security assistance accounts: Nonproliferation, Antiterrorism, Demining and Related Programs (NADR, \$921.3 million); Peacekeeping Operations (PKO, \$420.5 million); International Military Education and Training (IMET, \$125.4 million); Foreign Military Financing (FMF, \$6.12 billion); and International Narcotics Control and Law Enforcement (INCLE, \$1.48 billion). This funding level would represent a 1.5% increase from FY2023 enacted base funding and a 4.4% decrease from FY2023 total enacted funding (see **Figure 4**).<sup>44</sup> All security assistance accounts would be increased under the Administration’s proposal, with the exception of PKO, which would see an

<sup>43</sup> Ibid., p. 111.

<sup>44</sup> The FY2023 enacted total included \$560 million in emergency funding for security assistance for Ukraine and allies in the region.

8.7% decrease. The Administration noted that the proposed decrease was a result of the cancellation of a South Sudan program and an adjustment to the levels of UN Assessed Expenses arrears for Somalia.<sup>45</sup> More broadly, the Administration's articulated priorities for security assistance accounts were largely consistent with prior years, including countering transnational crime and drug trafficking, strengthening military alliances to promote national security, and combating corruption.

**Figure 4. Security Assistance, by Account, FY2022-FY2024 Request**



**Source:** CRS using data from the SFOPS Congressional Budget Justification for FY2024; P.L. 117-180; P.L. 117-328.

**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.

## Development Assistance, Export Promotion, and Related Assistance

More than one-third of the FY2024 foreign operations request is for nonhealth 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.

### Nonhealth Development Sectors

As in prior years, the Administration's request for FY2024 does not specify dollar amounts for many nonhealth development sectors but offers detail on program priorities within certain sectors. (For FY2022 and FY2023 enacted levels for select development sectors, see **Table 7**). Consistent with the Administration's broader foreign operations priorities, focus areas within the nonhealth development sectors for FY2024 include food security, climate change mitigation and adaptation, energy security, economic growth, democracy, and gender equity and equality.

<sup>45</sup> U.S. Department of State, *Congressional Budget Justification*, p. 156.

**Table 7. Select Development Sectors, FY2022-FY2023 Enacted**

(In millions of current U.S. dollars)

Sector	FY2022 Enacted	FY2023 Enacted
Democracy Programs (excluding NED)	2,600.00	2,900.00
Education (basic and higher)	1,200.00	1,262.00
Cooperative Development Programs	18.50	18.50
American Schools and Hospitals Abroad (ASHA)	31.50	31.50
Food Security	1,010.60	1,010.60
Environment	1,295.00	1,035.00
Water and Sanitation	475.00	475.00
Gender	560.00	650.00
Trafficking in Persons	106.40	116.40
Reconciliation Programs	25.00	25.00
Micro and Small Enterprise	265.00	265.00

**Source:** Division K of P.L. 117-103 and P.L. 117-328.**Notes:** NED = National Endowment for Democracy.

### *Independent Agencies*

The Biden Administration proposed \$1.67 billion for independent agencies for FY2024, a 14.7% increase from FY2023 enacted levels. All agencies would see increases under the proposal, with the Millennium Challenge Corporation (MCC) receiving the largest increase (15.4%), followed by the Peace Corps (15.0%), Inter-American Foundation (IAF, 10.6%), and U.S. African Development Foundation (USADF, 2.2%). According to the Administration, proposed increases would support new MCC compacts, continue the return of Peace Corps Volunteers overseas following the COVID-19 pandemic, and expand both IAF and USADF's grant portfolios.

### *Multilateral Assistance*

For FY2024, the Administration proposed increasing multilateral assistance by 59.6%. The proposal included funding for multiple entities that did not receive appropriations for FY2023, including the Asian Development Bank, Inter-American Development Bank, Green Climate Fund, Multilateral Development Bank Climate Trust Funds, Quality Infrastructure, and Treasury International Assistance Programs. The Administration also proposed large funding increases for the Global Agriculture and Food Security Program (+300%), Clean Technology Fund (+240%), and the Asian Development Fund (+145.9%). The only multilateral assistance account that would see a decrease under the President's request was International Organizations and Programs (-4.5%). Thematically, in its request for multilateral assistance, the Administration appeared to focus on environmental efforts, including those to combat climate change. In its budget materials, the Administration also highlighted global challenges such as poverty reduction, health systems modernization, and sustainable infrastructure.<sup>46</sup>

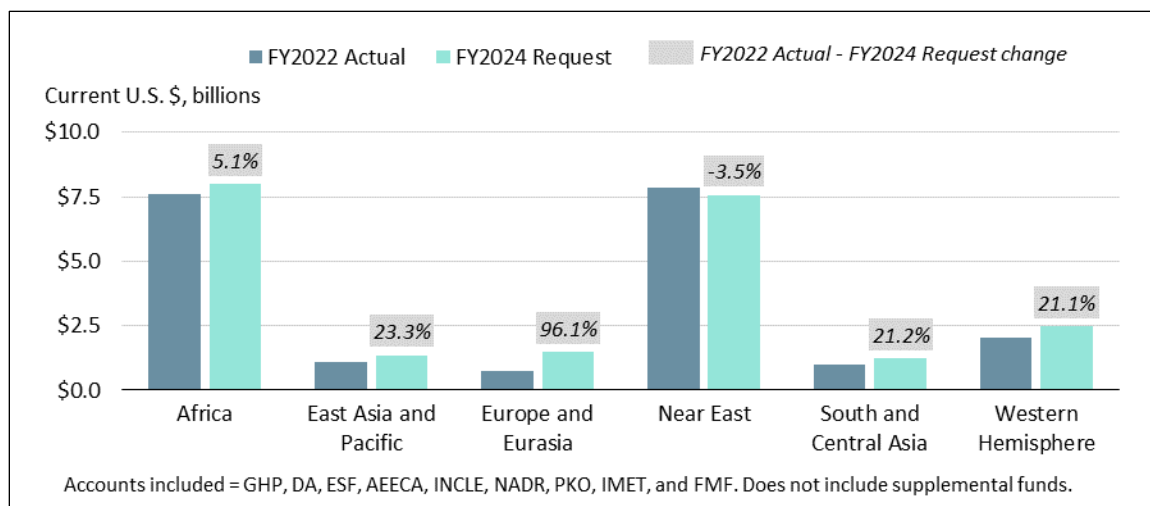
<sup>46</sup> For information on certain multilateral assistance accounts, including some funded through SFOPS but administered by the Department of the Treasury, see CRS In Focus IF11902, *International Financial Institutions: FY2024 Budget Request*, by Rebecca M. Nelson and Martin A. Weiss.

## Regional Assistance

As with prior year budget requests, the Administration did not propose regional funding allocations that capture all appropriations accounts. For example, funding for humanitarian assistance is 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; Development Assistance (DA); Economic Support Fund (ESF); Assistance to Europe, Eurasia, and Central Asia (AEECA); and all five security assistance accounts. Compared with FY2022 actuals (not including emergency supplemental funding), for FY2024, the Administration proposed the largest increase in funding for Europe and Eurasia (+96.1%), followed by East Asia and the Pacific (+23.3%), South and Central Asia (+21.2%), Western Hemisphere (+21.1%), and sub-Saharan Africa (+5.1%); the proposal reduced regional funding only for the Near East region (-3.5%) (see **Figure 5**). The Administration also set out priorities for certain regions, including countering Russia’s malign influence and supporting Ukraine and other regional allies in Europe and Eurasia; out-competing the PRC and advancing the Indo-Pacific strategy in East Asia and the Pacific; and addressing the root causes of migration and bolstering civil society and governance in Central America.

**Figure 5. Regional Assistance, FY2022 Actual vs. FY2024 Request**



**Source:** CRS using data from the SFOPS Congressional Budget Justification for FY2024.

**Notes:** FY2022 is the most recent year for which “actual” data are available. FY2022 actuals do not include emergency funding.

## Outlook

As Congress begins drafting and considering SFOPS legislation for FY2024, issues that may feature in debates include the following:

**Ukraine and Emergency Supplemental Funding.** Russia’s invasion of Ukraine affected consideration of both FY2022 and FY2023 SFOPS appropriations and is likely to remain a subject of debate in the FY2024 budget cycle. The Administration’s request for FY2024 noted that funds requested for the Europe, Eurasia, and Central Asia Region would seek to help

countries stabilize in the wake of Russian aggression and “prepare for a broader recovery.”<sup>47</sup> In budget hearings, Secretary of State Blinken noted that previously appropriated funds for Ukraine should last through much of this year, but did not state whether the Administration might request supplemental funding in the months ahead.<sup>48</sup> Congress may evaluate evolving needs in Ukraine and the surrounding region as it considers FY2024 regular appropriations. Members may also be thinking about how, if at all, they might address a potential request for emergency supplemental appropriations from the Administration either for FY2023 or FY2024.

**Mandatory Funding.** As noted above, SFOPS funds are traditionally discretionary, provided for in regular annual or emergency supplemental appropriations measures. FY2024 is the second fiscal year for which the Administration requested mandatory funding for SFOPS purposes. While Congress did not act on the Administration’s proposal for mandatory funding for global health purposes for FY2023, Congress did enact mandatory spending for the State Department in the CHIPS Act of 2022 (Division A of P.L. 117-167), which makes funding available to the Secretary of State through a “CHIPS for America International Technology Security and Innovation Fund.” As Congress considers the FY2024 budget request, Members may consider how, if at all, they might act on another Administration request for mandatory budget authority and what budgetary precedent it may set to enact mandatory funding in a space that traditionally receives only discretionary money.

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<sup>47</sup> U.S. Department of State, *Congressional Budget Justification*, p. 99.

<sup>48</sup> See, for example, U.S. Congress, House Committee on Appropriations, Subcommittee on State, Foreign Operations, and Related Programs, *Budget Hearing – Fiscal Year 2024 Request For The Department Of State*, 118<sup>th</sup> Cong., 1<sup>st</sup> sess., March 23, 2023.

## Appendix. Supplementary Tables and Figures

The following tables provide additional detail on and comparisons of the FY2024 request, FY2023 enacted, and FY2022 actual funding levels. **Table A-1** provides an account-by-account comparison of the three years; **Table A-2** offers a similar comparison focused specifically on the International Affairs budget. **Figure A-1** depicts the SFOPS account structure. **Table A-3** offers a list of CRS experts who focus on various issues related to International Affairs.

**Table A-1. Department of State, Foreign Operations, and Related Programs Appropriations: FY2022-FY2024**

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

	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
<b>Title I. State, Broadcasting &amp; Related Agencies TOTAL</b>	18,178.74 (851.20)	17,541.42 (152.55)	18,844.85	+8.4%	+7.4%
Administration of Foreign Affairs, Subtotal	13,526.41 (826.20)	13,115.95 (152.55)	13,667.41	+5.4%	+4.24%
Diplomatic Programs	9,638.87 (346.73)	9,610.21 (147.05)	10,433.85	+10.3%	+8.6%
<i>of which Worldwide Security Protection</i>	3,788.20	3,813.71	4,066.17	+6.6%	+6.6%
Consular and Border Security Programs	0.00	0.00	-434.00	n.a.	n.a.
Capital Investment Fund	334.17 (34.17)	389.00	491.59	+26.4%	+26.4%
Office of Inspector General	139.46 (8.00)	139.20 (5.50)	133.67	0.0%	-4.0%
Education & Cultural Exchanges	763.15 (9.40)	777.50	783.72	+0.8%	+0.8%
Representation Expenses	7.42	7.42	7.42	0.0%	0.0%
Protection of Foreign Missions & Officials	30.89	30.89	30.89	0.0%	0.0%
Embassy Security, Construction & Maintenance	2,093.15 (110.00)	1,957.82	2,013.18	+2.8%	+2.8%
<i>of which Worldwide Security Upgrades</i>	1,242.43 (110.00)	1,055.21	1,095.80	+3.8%	+3.8%
Emergencies in the Diplomatic & Consular Services	325.29 (317.90)	8.89	10.69	+20.3%	+20.3%
Repatriation Loans	1.80	1.30	1.80	+38.5%	+38.5%
Payment to the American Institute in Taiwan	32.58	34.08	34.96	+2.6%	+2.6%

	<b>FY2022 Actual<sup>a</sup></b>	<b>FY2023 Enacted<sup>b</sup></b>	<b>FY2024 Request</b>	<b>% Change FY2024 Request from FY2023 Base</b>	<b>% Change FY2024 Request from FY2023 Total</b>
International Chancery Center	0.74	0.74	0.74	+0.1%	+0.1%
Foreign Service Retirement (mandatory)	158.90	158.90	158.90	0.0%	0.0%
International Organizations	3,161.44	2,919.92	3,644.58	+24.8%	+24.8%
Contributions to International Organizations (CIO)	1,662.93	1,438.00	1,703.88	+18.5%	+18.5%
Contributions to International Peacekeeping Activities	1,498.51	1,481.92	1,940.70	+31.0%	+31.0%
International Commissions (FUNCTION 300)	180.85	192.89	172.13	-10.8%	-10.8%
Int'l Boundary and Water Commission	103.00	110.97	104.82	-5.5%	-5.5%
American Sections - International Commissions	15.01	16.20	13.51	-16.7%	-16.7%
International Fisheries Commissions	62.85	65.72	53.80	-18.1%	-18.1%
Agency for Global Media	885.00 (25.00)	884.70	944.00	+6.7%	+6.7%
International Broadcasting Operations	875.30 (25.00)	875.00	934.30	+6.8%	+6.8%
Broadcasting Capital Improvements	9.70	9.70	9.70	0.0%	0.0%
Related Programs, Subtotal	410.73	414.44	402.06	-3.0%	-3.0%
Asia Foundation	21.50	22.00	23.00	+4.5%	+4.5%
United States Institute of Peace	54.00	55.00	56.30	+2.4%	+2.4%
Center for Middle Eastern-Western Dialogue Trust Fund	0.24	0.18	0.20	+14.7%	+14.7%
Eisenhower Exchange Fellowship Program	0.17	0.18	0.18	+2.9%	+2.9%
Israeli-Arab Scholarship Program	0.12	0.09	0.12	+28.6%	+28.6%
East-West Center	19.70	22.00	22.26	+1.2%	+1.2%



	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
National Endowment for Democracy	315.00	315.00	300.00	-4.8%	-4.8%
Other Commissions, Subtotal	15.05	13.53	14.68	+8.5%	+8.5%
Commission for the Preservation of America's Heritage Abroad	0.64	0.82	0.77	-6.0%	-6.0%
United States Commission on International Religious Freedom	4.50	3.50	4.70	+34.3%	+34.3%
Commission on Security and Cooperation in Europe	2.91	2.91	2.91	+0.1%	+0.1%
Congressional-Executive Commission on the People's Republic of China	2.25	2.30	2.30	0.0%	0.0%
United States-China Economic and Security Review Commission	4.00	4.00	4.00	0.0%	0.0%
<b>Foreign Operations, TOTAL</b>	69,226.79 (28,343.10)	64,022.48 (20,912.45)	50,160.93	+16.4%	-21.7%
Title II. Administration of Foreign Assistance	2,021.15 (47.00)	2,095.95 (13.00)	2,293.04	+10.1%	+9.4%
USAID Operating Expenses	1,677.95 (42.00)	1,748.35 (5.00)	1,902.84	+9.1%	+8.8%
Capital Investment Fund	258.20	259.10	304.70	+17.6%	+17.6%
Inspector General	85.00 (5.00)	88.50 (8.00)	85.50	+6.2%	-3.4%
Title III. Bilateral Assistance	49,837.34 (22,459.90)	48,926.60 (20,339.45)	33,736.75	+18.0%	-31.0%
Global Health Programs	9,830.00	10,560.95	10,928.00	+3.5%	+3.5%
<i>of which USAID</i>	3,880.00	4,165.95	4,058.00	-2.6%	-2.6%
<i>of which State</i>	5,950.00	6,395.00	6,870.00	+7.4%	+7.4%
Development Assistance	4,140.49	4,368.61	5,425.70	+24.2%	+24.2%

	<b>FY2022 Actual<sup>a</sup></b>	<b>FY2023 Enacted<sup>b</sup></b>	<b>FY2024 Request</b>	<b>% Change FY2024 Request from FY2023 Base</b>	<b>% Change FY2024 Request from FY2023 Total</b>
International Disaster Assistance	11,303.46 (7,398.00)	4,843.36 (937.90)	4,699.36	+20.3%	-3.0%
Transition Initiatives	200.00 (120.00)	130.00 (50.00)	102.00	+27.5%	-21.5%
Complex Crisis Fund	60.00	60.00	60.00	0.0%	0.0%
Economic Support Fund	13,486.00 (9,387.00)	21,767.80 (17,466.50)	5,391.49	+25.3%	-75.2%
Democracy Fund	340.70	355.70	290.70	-18.3%	-18.3%
Assistance for Europe, Eurasia and Central Asia	1,613.80 (113.80)	850.33 (350.00)	1,049.50	+109.8%	+23.4%
Migration and Refugee Assistance	5,077.19 (2,165.00)	4,447.24 (1,535.05)	3,912.00	+34.3%	-12.0%
Emergency Refugee and Migration Assistance	2,276.20 (2,276.10)	0.10	100.00	+99900.0%	+99900.0%
Independent Agencies, Subtotal	1,404.50	1,452.50	1,666.00	+14.7%	+14.7%
Peace Corps	410.50	430.50	495.00	+15.0%	+15.0%
Millennium Challenge Corporation	912.00	930.00	1,073.00	+15.4%	+15.4%
Inter-American Foundation	42.00	47.00	52.00	+10.6%	+10.6%
U.S. Africa Development Foundation	40.00	45.00	46.00	+2.2%	+2.2%
Dept. of the Treasury, Subtotal	105.00	90.00	112.00	+24.4%	+24.4%
International Affairs Technical Assistance	38.00	38.00	45.00	+18.4%	+18.4%
Treasury Debt Restructuring	67.00	52.00	67.00	+28.8%	+28.8%
Tropical Forest and Coral Reef Conservation		20.00		-100.0%	-100.0%
Title IV. International Security Assistance	14,085.55 (5,186.20)	9,498.73 (560.00)	9,076.08	+1.5%	-4.4%

	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
International Narcotics Control and Law Enforcement	1,821.00 (430.00)	1,766.00 (375.00)	1,484.40	+6.7%	-15.9%
Nonproliferation, Anti-terrorism, Demining and Related	1,006.20 (106.20)	1,026.00 (105.00)	921.25	0.0%	-10.2%
Peacekeeping Operations	455.00	460.76	420.46	-8.7%	-8.7%
International Military Education and Training	112.93	112.93	125.43	+11.1%	+11.1%
Foreign Military Financing	10,690.42 (4,650.00)	6,133.05 (80.00)	6,124.55	+1.2%	-0.1%
<b>Title V. Multilateral Assistance</b>	<b>3,024.46 (650.00)</b>	<b>2,763.12</b>	<b>4,411.21</b>	<b>+59.6%</b>	<b>+59.6%</b>
International Organizations and Programs	423.00	508.60	485.85	-4.5%	-4.5%
Int'l Bank for Reconstruction and Development	706.50	206.50	233.32	+13.0%	+13.0%
Global Environment Facility	149.29	150.20	168.70	+12.3%	+12.3%
International Development Association	1,001.40	1,430.26	1,479.26	+3.4%	+3.4%
Asian Development Bank			119.38	n.a.	n.a.
Asian Development Fund	53.32	43.61	107.22	+145.9%	+145.9%
African Development Bank	54.65	54.65	54.65	0.0%	0.0%
African Development Fund	211.30	171.30	224.00	+30.8%	+30.8%
Inter-American Development Bank			75.00	n.a.	n.a.
Green Climate Fund			800.00	n.a.	n.a.
MDB Climate Trust Funds and Facilities			27.00	n.a.	n.a.
Quality Infrastructure			40.00	n.a.	n.a.
Treasury International Assistance Programs			50.00	n.a.	n.a.

	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
Clean Technology Fund	125.00	125.00	425.00	+240.0%	+240.0%
International Monetary Fund	102.00	20.00		-100.0%	-100.0%
International Fund for Agricultural Development	43.00	43.00	81.83	+90.3%	+90.3%
European Bank for Reconstruction and Development	500.00 (500.00)				
Global Agriculture and Food Security Program	155.00 (150.00)	10.00	40.00	+300.0%	+300.0%
<b>Title VI. Export and Investment Assistance</b>	<b>515.29</b>	<b>738.08</b>	<b>643.86</b>	<b>-12.8%</b>	<b>-12.8%</b>
Export-Import Bank	92.00	57.50	-38.84	-167.5%	-167.5%
International Development Finance Corporation	343.79	593.58	565.20	-4.8%	-4.8%
Trade and Development Agency	79.50	87.00	117.50	+35.1%	+35.1%
<b>SFOPS TOTAL, before rescissions</b>	<b>87,662.53</b> <b>(29,194.30)</b>	<b>81,563.90</b> <b>(21,065.00)</b>	<b>69,005.78</b>	<b>+14.1%</b>	<b>-15.4%</b>
Rescissions, net	-2,243.78	-667.00	-273.00	-59.1%	-59.1%
<b>SFOPS TOTAL, Net of Rescissions</b>	<b>85,418.75</b> <b>(29,194.30)</b>	<b>80,896.90</b> <b>(21,065.00)</b>	<b>68,732.78</b>	<b>+14.9%</b>	<b>-15.0%</b>

**Sources:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-180; P.L. 117-328.

**Notes:** Figures in parentheses are amounts designated as emergency funding and are subsumed in the larger account number above them. Numbers may not add due to rounding.

- 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), FY2022 Further Extending Government Funding Act (P.L. 117-70), and the Additional Ukraine Supplemental Appropriations Act, 2022 (P.L. 117-128).
- Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act, 2023 (P.L. 117-328), and emergency supplemental funding from the Ukraine Supplemental Appropriations Act, 2023 (P.L. 117-180, Division B).

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 A-2. International Affairs Budget: FY2022-FY2024**

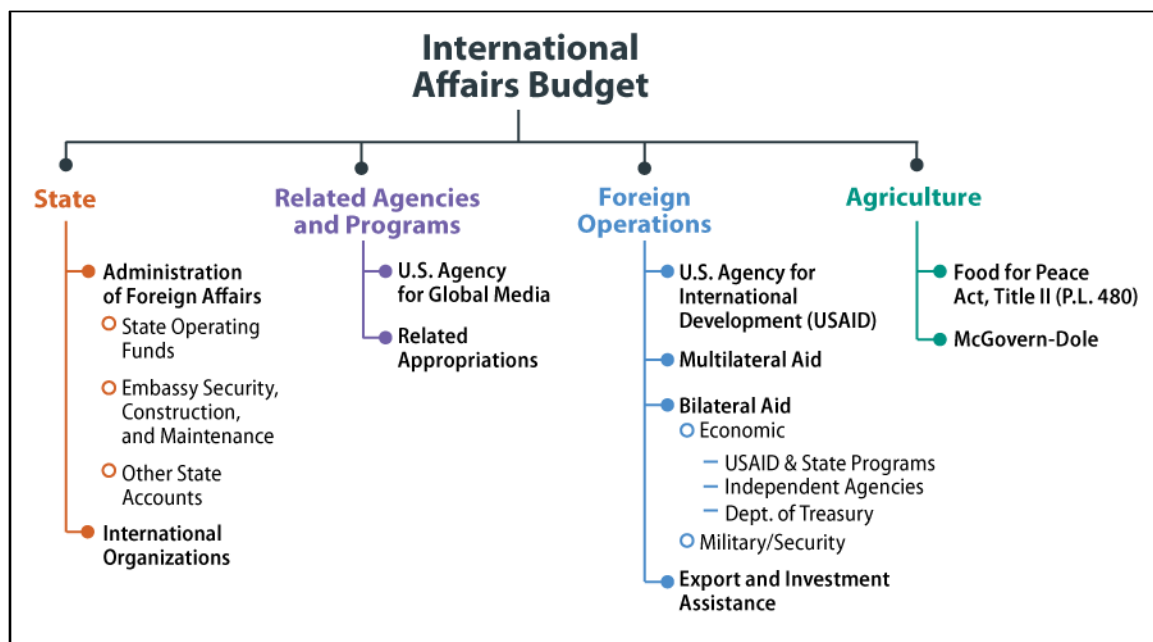
(In millions of current U.S. dollars; numbers in parentheses are the portion of the account totals designated as emergency funds)

	FY2022 Actual <sup>a</sup>	FY2023 Enacted <sup>b</sup>	FY2024 Request	% Change FY2024 Request from FY2023 Base	% Change FY2024 Request from FY2023 Total
<b>SFOPS, excluding Commissions</b>	<b>85,237.89</b> <b>(29,194.30)</b>	<b>80,704.01</b> <b>(21,065.00)</b>	<b>68,732.78</b>	<b>+14.1%</b>	<b>-15.4%</b>
<b>Agriculture</b>	<b>2,077.00</b> <b>(100.00)</b>	<b>2,048.33</b> <b>(55.00)</b>	<b>2,043.33</b>	<b>+2.5%</b>	<b>-0.2%</b>
Food for Peace Act, Title II	1,840.00 (100.00)	1,800.00 (50.00)	1,800.00	+2.9%	0.0%
McGovern-Dole	237.00	248.33 (5.00)	243.33	0.0%	-2.0%
<b>Commerce-Science-Justice</b>	<b>112.43</b>	<b>124.90</b>	<b>130.01</b>	<b>+4.1%</b>	<b>+4.1%</b>
Foreign Claims Settlement Commission	2.43	2.50	2.61	+4.2%	+4.2%
International Trade Commission	110.00	122.40	127.40	+4.1%	+4.1%
<b>Total International Affairs (150)</b>	<b>87,427.33</b> <b>(29,294.30)</b>	<b>82,877.25</b> <b>(21,120.00)</b>	<b>70,734.00</b>	<b>+14.5%</b>	<b>-14.7%</b>

**Sources:** SFOPS Congressional Budget Justification for FY2024; P.L. 117-180; P.L. 117-328.

**Notes:** Figures in parentheses are amounts designated as emergency funding and are subsumed in the larger account number above them. Numbers may not add due to rounding.

- 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), FY2022 Further Extending Government Funding Act (P.L. 117-70), and the Additional Ukraine Supplemental Appropriations Act, 2022 (P.L. 117-128).
- Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act, 2023 (P.L. 117-328), and emergency supplemental funding from the Ukraine Supplemental Appropriations Act, 2023 (P.L. 117-180, Division B).

**Figure A-1. International Affairs Budget Components**

**Source:** Created by CRS.

**Table A-3. CRS Experts, International Affairs**

Area of Expertise	Name
<b>By Agency/Sector</b>	
Development Assistance	Emily McCabe
	Nick Brown
Democracy and Human Rights	Michael Weber
Development Finance Corporation	Shayerah Ilias Akhtar
	Nick Brown
Diplomatic Security	Cory Gill
Export-Import Bank	Shayerah Ilias Akhtar
Family Planning/Reproductive Health	Luisa Blanchfield
Global Health Programs	Tiaji Salaam-Blyther
Humanitarian Assistance	Rhoda Margesson
International Crime and Narcotics	Liana Rosen
International Organizations/United Nations	Luisa Blanchfield
Millennium Challenge Corporation	Nick Brown
Multilateral Development Banks	Marty Weiss
	Rebecca Nelson
Peace Corps	Nick Brown
Peacekeeping	Luisa Blanchfield
Public Diplomacy	Matthew Weed
State Department Operations	Cory Gill
Security Assistance	Christina Arabia
Terrorism	John Rollins
U.S. Agency for Global Media	Matthew Weed
U.S. Agency for International Development	Emily McCabe
	Nick Brown
<b>By Country/Region</b>	
Africa	Tomás Husted
Asia	Thomas Lum
Europe	Sarah Garding
Latin America and the Caribbean	Peter Meyer
Middle East	Jeremy Sharp
Russia and Ukraine	Cory Welt

**Notes:** For a list of CRS appropriations experts covering issues beyond international affairs, see CRS Report R42638, *Appropriations: CRS Experts*, by James M. Specht and Justin Murray.

## Author Information

Emily M. McCabe  
Analyst in Foreign Assistance and Foreign Policy

Cory R. Gill  
Analyst in Foreign Affairs

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