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U.S. Security Assistance to Ukraine

The United States has been a leading provider of security assistance to Ukraine, particularly since Russia launched its renewed and expanded invasion of Ukraine on February 24, 2022. From 2014, when Russia first invaded Ukraine, through February 27, 2023, the United States has committed more than \$42 billion in security assistance “to help Ukraine preserve its territorial integrity, secure its borders, and improve interoperability with NATO.” Of this amount, the Biden Administration has committed more than \$40 billion in security assistance since the start of the 2022 war.

FY2022 and FY2023 security assistance packages are mostly being funded via \$48.7 billion in supplemental appropriations. This amount includes \$25.93 billion to replenish Department of Defense (DOD) equipment stocks sent to Ukraine via presidential drawdown authority; \$18 billion for DOD’s Ukraine Security Assistance Initiative (USAI; P.L. 114-92, §1250); and \$4.73 billion in Foreign Military Financing (FMF; 22 U.S.C. §2763) for Ukraine and “countries impacted by the situation in Ukraine.”

Supplemental appropriations also include funds for U.S. European Command operations and related support for the U.S. military. For more, see CRS Insight IN12107, *Department of Defense Supplemental Funding for Ukraine: A Summary*.

Overview of Programs Since 2014

The United States has used a variety of security assistance programs and authorities to help build the defensive capacity of the Ukrainian Armed Forces (UAF) through train, equip, and advise efforts across multiple spending accounts.

Especially since 2021, the United States has been providing defense items to Ukraine via Presidential Drawdown Authority (PDA), by which the President can authorize the immediate transfer of articles and services from U.S. stocks, up to a funding cap established in law, in response to an “unforeseen emergency” (22 U.S.C. §2318(a)(1)). Since August 2021, the Biden Administration has authorized 40 drawdowns valued at \$22.1 billion (**Table 1**).

USAI and FMF procurement packages have included training, equipment, and advisory efforts to enhance Ukraine’s defensive capabilities (see **Table 2**). FY2022 appropriations also directed that USAI funds be provided for logistics support, supplies, and services; salaries and stipends; sustainment; weapons replacement; and intelligence support.

Ukraine also has received assistance pursuant to DOD’s security cooperation authorities, notably Building Partner Capacity (10 U.S.C. §333) and Defense Institution Building (10 U.S.C. §332), as well as International Military Education and Training, which has provided professional military education at U.S. defense institutions for Ukrainian military officers. Other State Department- and DOD-funded security assistance has supported conventional weapons

destruction, border security, law enforcement training, and counter-weapons of mass destruction capabilities.

Table 1. Presidential Drawdowns for Ukraine, FY2021-FY2023
(in millions of dollars)

#	Authorized	Value	#	Authorized	Value
1	Aug. 27, 2021	60.0	21	Sept. 15, 2022	600.0
2	Dec. 28, 2021	200.0	22	Oct. 4, 2022	625.0
3	Feb. 25, 2022	350.0	23	Oct. 14, 2022	725.0
4	Mar. 12, 2022	200.0	24	Oct. 28, 2022	275.0
5	Mar. 16, 2022	800.0	25	Nov. 10, 2022	400.0
6	Apr. 5, 2022	100.0	26	Nov. 23, 2022	400.0
7	Apr. 13, 2022	800.0	27	Dec. 9, 2022	275.0
8	Apr. 21, 2022	800.0	28	Dec. 21, 2022	1,000.0
9	May 6, 2022	150.0	29	Jan. 6, 2023	2,850.0
10	May 19, 2022	100.0	30	Jan. 19, 2023	2,500.0
11	June 1, 2022	700.0	31	Feb. 3, 2023	425.0
12	June 15, 2022	350.0	32	Feb. 20, 2023	460.0
13	June 23, 2022	450.0	33	Mar. 3, 2023	400.0
14	July 1, 2022	50.0	34	Mar. 20, 2023	350.0
15	July 8, 2022	400.0	35	Apr. 4, 2023	500.0
16	July 22, 2022	175.0	36	Apr. 19, 2023	325.0
17	Aug. 1, 2022	550.0	37	May 3, 2023	300.0
18	Aug. 8, 2022	1,000.0	38	May 21, 2023	375.0
19	Aug. 19, 2022	775.0	39	May 31, 2023	300.0
20	Sept. 8, 2022	675.0		June 13, 2023	325.0
Total					22,095.0

Sources: Department of State and Department of Defense press releases through June 14, 2023.

Through the Joint Multinational Training Group-Ukraine, established in 2015, the U.S. Army and National Guard, together with military trainers from U.S. allies, provided training, mentoring, and doctrinal assistance to the UAF before the war. This training mission was suspended at the outset of Russia’s invasion. In April 2022, DOD announced it would resume training Ukrainian personnel, outside Ukraine, both to operate weapon systems and at the collective unit level. Separately, U.S. Special Operations Forces have trained and advised Ukrainian special forces.

Provision of Defense Equipment

After Russia first invaded Ukraine in 2014, the Obama Administration provided Ukraine nonlethal security assistance. In 2017, the Trump Administration announced U.S. readiness to provide lethal weapons to Ukraine.

According to DOD, USAI packages prior to FY2022 provided sniper rifles, rocket-propelled grenade launchers, counter-artillery radars, Mark VI patrol boats, electronic warfare detection and secure communications, satellite imagery and analysis capability, counter-unmanned aerial systems (UAS), air surveillance systems, night vision devices, and equipment to support military medical treatment and combat evacuation procedures.

Table 2. Selected U.S. Security Assistance to Ukraine, FY2016-FY2023

(selected account allocations, in millions of dollars)

	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23
Foreign Military Financing (FMF)	85.0	99.0	95.0	115.0	115.0	115.0	1,317.6 ^a	—
Ukraine Security Assistance Initiative (USAI)	226.5	148.6	195.5	214.8	256.7	275.7	6,300.0 (obl.)	10,400.0 (obl.) out of 12,300.0 (appr.)

Sources: State Department congressional budget justifications, Department of Defense budget requests, P.L. 117-103, P.L. 117-128, P.L. 117-180, P.L. 117-328. Table data valid through June 14, 2023.

a. FMF assistance from FY2022 Ukraine supplemental appropriations also has been provided to other European allies and partners.

Since 2018, Ukraine also has used FMF, as well as some of its national funds, to procure U.S. defense equipment, including Javelin anti-armor missiles and Mark VI patrol boats purchased through the Foreign Military Sales (FMS) system. Ukraine also has used a combination of FMF and national funds to refurbish former U.S. Coast Guard Island-class patrol boats provided through the Excess Defense Articles (EDA; 22 U.S.C. §2321j) program. In addition, Ukraine has purchased firearms; ammunition; ordnance; and other equipment directly from U.S. suppliers via Direct Commercial Sales.

Since 2022, the United States has provided more advanced defense equipment to Ukraine, as well as greater amounts of previously provided equipment. According to DOD, U.S. security assistance committed to Ukraine as of June 14, 2023, has included the following:

- 38 High Mobility Artillery Rocket Systems (HIMARS) and ammunition;
- 8 National Advanced Surface-to-Air Missile Systems (NASAMS); 1 Patriot air defense battery; and other air defense systems;
- 31 Abrams tanks, 45 T-72B tanks and 120+ Bradley infantry fighting vehicles;
- 300 M113 and 100 Stryker Armored Personnel Carriers;
- 1,700+ Stinger anti-aircraft systems;
- 10,000+ Javelin anti-armor systems and 60,000+ other anti-armor systems;
- Phoenix Ghost Tactical, Switchblade Tactical, and other UAS;
- 160+ 155 mm and 72 105 mm Howitzers and artillery;
- 182 mortar systems;
- Remote Anti-Armor Mine (RAAM) Systems;
- 4,000+ Tube-Launched, Optically-Tracked, Wire-Guided (TOW) missiles, high-speed anti-radiation missiles (HARMs), and laser-guided rocket systems;
- 35,000+ grenade launchers and small arms;
- communications, radar, and intelligence equipment; and
- training, maintenance, and sustainment.

In addition, the Biden Administration has authorized third-party transfers of U.S. defense articles and equipment from several NATO and EU members to Ukraine. NATO and EU members and other allies state they have committed at least \$22 billion in security assistance to Ukraine (some countries do not fully disclose such assistance).

Recent Legislation

Prior to and immediately following Russia's renewed invasion of Ukraine, Congress authorized or proposed increased funding levels for existing security assistance authorities. Congress increased the PDA funding cap (22 U.S.C. §2318(a)(1)) from \$100 million up to \$11 billion for

FY2022 via P.L. 117-128 and up to \$14.5 billion for FY2023 via P.L. 117-328.

P.L. 117-328 continues provisions from P.L. 117-128 that require the Secretaries of State and Defense to report on measures taken to account for the end-use of U.S. weapons transferred to Ukraine. The act also continues a requirement for monthly descriptions of U.S. security assistance provided to Ukraine since February 24, 2022, including a comprehensive list of provided defense articles and services, as well as associated authorities and funding.

In addition, P.L. 117-328 appropriated \$6 million for the DOD Inspector General to carry out reviews of DOD activities to execute funds in the bill. Additionally, the Ukraine Democracy Defense Lend-Lease Act of 2022 (P.L. 117-118) provides means to bypass bureaucratic barriers for leasing or lending U.S. defense articles to Ukraine.

Discussion on Future Assistance

U.S. policy increasingly has recognized the UAF's ability to employ and operate advanced weaponry, including systems capable of supporting offensive operations to liberate Ukrainian territory. Much of U.S. assistance has been focused on providing capabilities that Ukraine's domestic defense industry cannot produce, as well as those that can be immediately deployed on the battlefield to increase the UAF's resilience and ability to sustain offensive combat operations. In addition to advanced rocket and missile systems, these include protected mobility assets (such as armored vehicles), artillery and ammunition, communication, and intelligence support.

Ukrainian officials have sought to acquire other advanced systems, including more Western battle tanks, fighter aircraft, long-range missiles, and additional air defense capabilities. Increasingly, the provision of security assistance to Ukraine also is focused on improving the UAF's medium- to long-term capabilities, including transitioning towards more NATO-standard weaponry and improving the UAF's ability to service and repair defense equipment provided.

Concerns remain about the potential for escalation as well as the ability of the U.S. defense industrial base to supply growing demands. The Biden Administration reportedly has received Ukrainian assurances that the UAF will not use U.S.-provided long-range weapons to attack Russian territory.

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