

Department of Defense Supplemental Funding for Ukraine: A Summary

Updated October 23, 2024

To date, Congress has appropriated \$174.2 billion in emergency supplemental funding in response to Russia's 2022 renewed invasion of Ukraine. Of this amount, \$110.7 billion (64%) was provided for the U.S. Department of Defense (DOD) and certain other defense-related activities.

The Biden Administration had requested supplemental funding to provide military equipment and operational support to Ukraine, replace items transferred from department stocks, deploy additional U.S. military personnel to Europe, and carry out other activities. The Administration submitted such requests on [March 2, 2022](#) (for FY2022); [April 28, 2022](#) (for FY2022); [September 2, 2022](#) (for FY2023); [November 15, 2022](#) (for FY2023); [August 10, 2023](#) (for the first quarter of FY2024); and [October 20, 2023](#) (for FY2024).

This Insight summarizes such funding by appropriations act and by major DOD appropriation category, or title. It also provides information about related funding transfers and reprogramming actions, Office of Inspector General (OIG) reports, and potential issues for Congress on this topic.

DOD Funding Summary

Table 1 summarizes FY2022, FY2023, and FY2024 emergency funding provided to DOD in response to the situation in Ukraine, by supplemental appropriations act.

Table 1. DOD Supplemental Funding for Ukraine, FY2022-FY2024, by Bill

(in billions of dollars of discretionary budget authority and as a share of total)

Public Law (P.L.)	P.L. Number	DOD Funding in Act	Total Funding in Act	DOD % of Total
Ukraine Supplemental Appropriations Act, 2022	P.L. 117-103, Division N, Title III	\$6.53	\$13.60	48%
Additional Ukraine Supplemental Appropriations Act, 2022	P.L. 117-128, Title II	\$20.10	\$40.15	50%

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Public Law (P.L.)	P.L. Number	DOD Funding in Act	Total Funding in Act	DOD % of Total
Ukraine Supplemental Appropriations Act, 2023	P.L. 117-180, Division B, Title I	\$7.81	\$12.35	63%
Additional Ukraine Supplemental Appropriations Act, 2023	P.L. 117-328, Division M, Title II	\$27.87	\$47.37 ^a	59%
Ukraine Security Supplemental Appropriations Act, 2024	P.L. 118-50, Division B, Title I	\$48.43	\$60.78 ^b	80%
Total		\$110.74	\$174.24	64%

Source: CRS analysis of legislation on Congress.gov and Congressional Budget Office (CBO) cost estimates.

Notes: To access individual source documents (i.e., bill text and CBO cost estimates), click on the highlighted links in the Public Law Number, DOD Funding in the Act, and Total Funding in the Act columns. Totals may not sum due to rounding.

a. Reflects CBO's five-year cost estimate of the legislation.

b. Excludes \$50 million in FY2024 budgetary effects scored to P.L. 118-50, Division B, Title III, §301.

DOD Funding by Major Appropriation Title

Table 2 summarizes FY2022, FY2023, and FY2024 emergency funding provided to DOD in response to the situation in Ukraine, by major appropriation title (i.e., operation and maintenance, or O&M; procurement; research, development, test, and evaluation, or RDT&E; military personnel, or MILPERS).

While Congress provided the vast majority of the funding—\$89.5 billion (81%)—for the department's O&M accounts, it included provisions to allow for most of such O&M funding to be used for replacing items transferred from DOD stocks under Presidential Drawdown Authority (PDA; [22 U.S.C. §2318](#)) and procuring newly manufactured weapons and equipment for Ukraine under the Ukraine Security Assistance Initiative (USAI).

The Administration had [requested](#) O&M funding “for operational support such as intelligence analysis, flying hours, maintenance, and weapon system sustainment; and other unit support costs,” including classified programs; procurement funding for “cybersecurity and weapon systems upgrades required for the European theater of operations,” including classified programs; RDT&E funding for “artificial intelligence-algorithm development, cybersecurity, and other information technology requirements,” including classified programs; and MILPERS funding “to support personnel who are currently deployed or preparing for deployments to and within the European theater of operations, including special pays such as family separation allowance.”

Table 2. DOD Supplemental Funding for Ukraine, FY2022-FY2024, by Appropriation Title
(in billions of dollars of discretionary budget authority and as a share of total)

Public Law	O&M	Procurement	RDT&E	Other ^a	MILPERS	Total
P.L. 117-103, Division N, Title III	\$5.57	\$0.23	\$0.13	\$0.20	\$0.41	\$6.53
P.L. 117-128, Title II	\$17.89	\$1.77	\$0.41	\$0.02	\$0.01	\$20.10
P.L. 117-180, Division B, Title I	\$6.11	\$1.44	\$0.14	\$0.12	<\$0.01	\$7.81
P.L. 117-328, Division M, Title II	\$25.66	\$1.78	\$0.32	\$0.09	\$0.02	\$27.87
P.L. 118-50, Division B, Title I	\$34.24	\$13.31 ^b	\$0.63	\$0.24	\$0.01	\$48.43
Total \$	\$89.46	\$18.53	\$1.63	\$0.66	\$0.46	\$110.74
Total %	81%	17%	1%	1%	0%	100%

Source: CRS analysis of legislation on Congress.gov legislation.

Notes: O&M is operation and maintenance; RDT&E is research, development, test, and evaluation; and MILPERS is military personnel. Totals may not sum due to rounding.

- a. Other includes: Other Department of Defense Programs (e.g., Defense Health Program and Office of the Inspector General), Related Agencies (e.g., the Intelligence Community Management Account), and Revolving and Management Funds.
- b. According to DOD, of the \$13.31 billion for procurement, \$6.436 billion was provided in multiple procurement accounts for replacement of DOD stocks, including: \$3.103 billion in Procurement of Ammunition, Army; \$1.897 billion in Missile Procurement, Army; \$549.0 million in Weapons Procurement, Navy; \$366.0 million in Missile Procurement, Air Force; \$309.0 million in Other Procurement, Army; and \$212.4 million in Procurement, Marine Corps.

O&M Funding for Replacement and USAI Activities

To date, of the \$89.5 billion in emergency O&M funding, Congress provided authority for DOD to transfer up to \$39.3 billion (44%) between certain accounts to replace DOD stocks of weapons, munitions, and other equipment, as well as to reimburse the department for services, military education, and training provided to Ukraine or foreign countries that have supported Ukraine. In addition, of the same O&M funding, Congress has provided \$31.8 billion (36%) for USAI. See **Table 3**.

Table 3. O&M Funding for Selected Activities, FY2022-FY2024

(in billions of dollars of discretionary budget authority and as a share of total)

Public Law	O&M for Replacement ^a	O&M for USAI ^b	O&M Remainder	Total O&M
P.L. 117-103, Division N, Title III	\$3.50	\$0.00	\$2.07	\$5.57
P.L. 117-128, Title II	\$9.05	\$6.00	\$2.84	\$17.89
P.L. 117-180, Division B, Title I	\$1.50	\$3.00	\$1.61	\$6.11
P.L. 117-328, Division M, Title II	\$11.88	\$9.00	\$4.78	\$25.66
P.L. 118-50, Division B, Title I	\$13.41 ^a	\$13.77	\$7.06	\$34.24
Total \$	\$39.34	\$31.77	\$18.34	\$89.46
Total %	44%	36%	21%	100%

Source: CRS analysis of legislation on Congress.gov legislation.

Notes: To access individual source documents (i.e., bill text), click on the highlighted links in the dollar amounts. Totals and percentages may not sum due to rounding.

- a. In addition to the \$13.41 billion in O&M funding for replacement activities, P.L. 118-50 provided \$6.436 billion in procurement funding for replacement activities (as noted above), for an FY2024 total of \$19.846 billion for replacement activities.
- b. Figures exclude \$900 million for USAI provided in regular appropriations acts during this period (P.L. 117-103, [§8139](#); P.L. 117-328, [§8110](#); and P.L. 118-47, [§8148](#)). For more information on USAI historical funding, see Table 3 of CRS In Focus IFI2040, *U.S. Security Assistance to Ukraine*, by Christina L. Arabia, Andrew S. Bowen, and Cory Welt.

Selected DOD Resources

Ukraine-Related Reprogramming Actions

The DOD Comptroller maintains [a website](#) of information about [funding transfers and reprogramming actions](#) taken in support of Ukraine. A transfer involves shifting funds from one appropriation account to

another, while a reprogramming involves shifting funds within the same account. To date, the transactions have involved various funding reallocations in support of Ukraine, such as the procurement of Armored Multi-Purpose Vehicles (AMPVs) to replace M113 tracked personnel carriers transferred to Ukraine.

DOD Fact Sheets and Infographics

DOD has published and periodically updates fact sheets and infographics on U.S. security assistance provided to Ukraine. For a list of U.S. military equipment provided to Ukraine to date, see the department's [October 15, 2024, fact sheet](#) on U.S. security assistance to Ukraine. For a list of DOD contracting actions related to Ukraine to date, including a map totaling the dollar-amount of such actions to date by state, see the department's [August 8, 2024, infographic](#) on U.S. security assistance to Ukraine.

DOD Inspector General Reports

The DOD Office of Inspector General (OIG) maintains a [website](#) of information on its oversight work related to Ukraine. The site is organized by [oversight updates](#), [ongoing work](#), and [completed work](#). The completed work has included multiple reports on DOD's response to the situation in Ukraine, including the department's use of supplemental funds (e.g., [DODIG-2024-069](#)), end-use monitoring of equipment provided to Ukrainian forces (e.g., [DODIG-2023-090](#)), plans to sustain Patriot air defense systems and other weapons systems transferred to Ukraine (e.g., [DODIG-2024-056](#)), and other topics.

Potential Issues for Congress

Potential oversight questions on DOD supplemental funding for Ukraine include:

- **Funding levels and reallocations.** Will emergency supplemental funding for DOD be required to respond to the situation in Ukraine in FY2025 and future years (e.g., during the 119th Congress)? If so, can DOD estimate the amount of potential funding necessary during this timeframe? How might evolving battlefield conditions and/or potential discussions to negotiate an end to the conflict affect resourcing for such activities? What are the advantages and disadvantages to using O&M and procurement accounts for replacement activities, as well as specifying the funding for such purposes? How much of the authority to reallocate funding for replacement activities and USAI has DOD exercised?
- **Weapons transfers and replacements.** Why might the Administration not fully utilize PDA in a given fiscal year to transfer weapons and equipment to Ukraine? To what degree has the timing of supplemental appropriations, [stockpile shortfalls](#), and other factors affected the exercise of such authority and pace of such transfers? How many and what types of weapons have faced shortfalls and/or replacement delays? Can the Administration project whether any further PDA extensions might be necessary? What would be the basis for such extensions? Given that DOD reported [misvaluing](#) certain items transferred to Ukraine via PDA (e.g., by using *replacement cost* rather than *net book value*), which approach is more aligned with congressional intent? When does DOD expect to fully obligate funding for replacement activities and USAI? When does DOD expect to fully replace such items in stocks and deliver such items to Ukraine?

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