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Department of State, Foreign Operations, and Related Programs: FY2020 Budget and Appropriations

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SUMMARY

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Department of State, Foreign Operations, and Related Programs: FY2020 Budget and Appropriations

Each year, Congress considers 12 distinct appropriations measures, including one for the Department of State, Foreign Operations, and Related Programs (SFOPS), which includes funding for U.S. diplomatic activities, cultural exchanges, development and security assistance, and U.S. participation in multilateral organizations, among other international activities. On March 11, 2019, the Trump Administration submitted to Congress its SFOPS budget proposal for FY2020, which totaled $42.72 billion in discretionary funds ($42.88 billion when $158.9 million in mandatory retirement funds are included), reflecting adherence to discretionary funding caps, as determined by the Budget Control Act of 2011 (BCA; P.L. 112-25).

The FY2020 request would amount to a 2.5% increase in SFOPS when compared to the FY2019 request but a 21% decrease in SFOPS funding when compared to the FY2019 enacted funding levels. Within these totals, Department of State and Related Agency funding would be reduced by 15.7%, with the greatest cuts to the Educational and Cultural Exchange Programs (56%), International Organizations (26%), and the U.S. Agency for Global Media (22%) accounts. The Foreign Operations accounts would see a reduction of 23.5%, with the greatest cuts to the non-health development assistance (39%), humanitarian assistance (34%), and global health (28%) sectors.

On May 16, the House Appropriations Committee agreed to its SFOPS measure (H.R. 2839) that would provide $56.54 billion in total spending ($56.39 in discretionary spending). The bill includes either level or increased funding in nearly all accounts compared to FY2019. It does not include the President's proposal to consolidate spending into the proposed Economic Support and Development Fund (ESDF) and International Humanitarian Assistance (IHA) accounts, and moves the Economic Support Fund (ESF) account from Title III (Bilateral Economic Assistance) into Title IV (International Security Assistance) to make clear the Committee's desire to keep ESF distinct from the Development Assistance (DA) account. Finally, the bill would provide funds to make operational the new U.S. International Development Finance Corporation (pursuant to the BUILD Act of 2018; P.L. 115-254). On June 19, 2019, the House passed the FY2020 SFOPS legislation in a "minibus" measure that included three other appropriations bills—Labor, Health and Human Services, Education; Defense; and Energy and Water Development (H.R. 2740). While the topline funding level remained the same, some monies were shifted among the various accounts due to adopted amendments.

On September 26, 2019, the Senate Appropriations Committee approved its SFOPS measure for FY2020, S. 2583, which would provide $55.16 billion in total new funding ($54.377 billion net, after proposed rescission of $316 million of prior-year funds). Much like the House measure, the bill includes level or increased funding for most accounts compared to FY2019 and does not include the President's proposals to consolidate spending into the ESDF and IHA accounts. However, unlike the House bill, the Senate committee measure keeps ESF in Title III (Bilateral Economic Assistance), consistent with prior year appropriations. The measure has not yet been considered by the full Senate.

Also on September 26, with the end of FY2019 days away and no FY2020 appropriation enacted, the Senate approved H.R. 4378, the Continuing Appropriations Act, 2020 (approved by the House on September 19), which continued funding for most federal agencies and accounts, including SFOPS accounts, at the FY2019 funding level through November 21, 2019. The legislation was signed by the President on September 27.

This report will be updated to reflect congressional activity on FY2020 appropriations.

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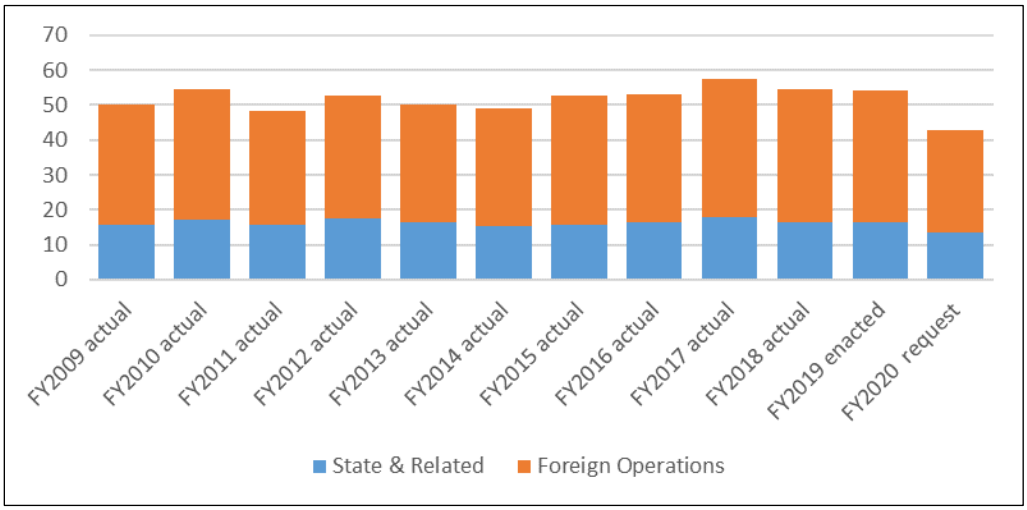
Overview

On March 11, 2019, the Trump Administration proposed its FY2020 budget for the Department of State, Foreign Operations, and Related Programs (SFOPS) accounts, which fund U.S. diplomatic activities, cultural exchanges, development and security assistance, and U.S. participation in multilateral organizations, among other international activities. The SFOPS budget includes most international affairs (function 150) funding, as well as funding for international commissions in the function 300 budget. The request totals $42.72 billion in discretionary funds ($42.88 billion when $158.9 million in mandatory retirement funds are included), which is 2.5% higher than the FY2019 request but 21% below the FY2019 enacted SFOPS funding level. It is also lower than any SFOPS funding level in the last decade (**Figure 1**).

Figure 1. SFOPS funding, FY2009-FY2020 request

(In billions of current US dollars)



Source: Annual SFOPS Congressional Budget Justifications (CBJs); P.L. 116-6.

The SFOPS request represents about 3% of the total discretionary budget authority (an estimated $1.313 trillion) requested for federal programs in FY2020.

In SFOPS, there is often disparity between requested and enacted appropriations. During the Obama Administration, Congress typically provided less SFOPS funding than was requested, though the gap narrowed over time. Thus far in the Trump Administration, Congress has enacted significantly more SFOPS funding than the amount requested, both because the requested amounts have represented large cuts and because enacted funding levels have been high relative to most recent years (**Table 1**). The FY2020 budget request appears to continue this pattern.

Table 1. SFOPS Requests and Actual Funding, FY2012-FY2020

(In billions of current US dollars)

	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020 Req.
Request	61.35	56.41	51.96	55.01	54.83	60.21	40.21	41.66	42.69
Actual	54.37	51.91	50.89	54.39	54.52	59.78	56.25	56.26	n.a.
Difference	-11.4%	-8.0%	-2.1%	-1.1%	-0.6%	-0.7%	+39.9%	+35.0%	n.a.

Sources: Annual SFOPS CBJs; P.L. 116-6.

Notes: FY2019 actual is the enacted appropriation.

The Budget Control Act and Overseas Contingency Operations

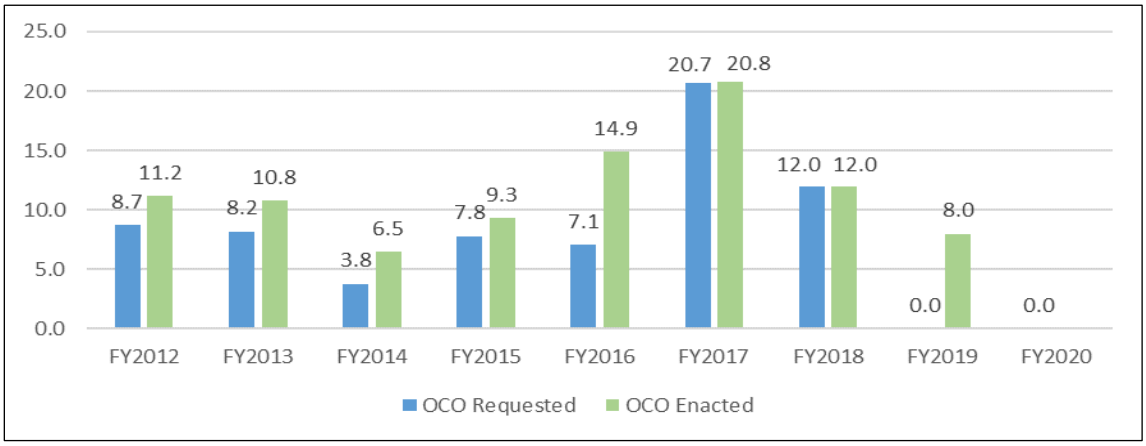
Since FY2012, the appropriations process has been shaped by the discretionary spending caps put in place by the Budget Control Act of FY2011 (BCA; P.L. 112-25). Congress has repeatedly amended the BCA to raise the caps, most recently by the Bipartisan Budget Act of 2019 (BBA 2019; P.L. 116-37). The BBA 2019 raised discretionary spending limits set by the BCA for FY2020 and FY2021, the final two years the caps are in effect.[1]

In addition to raising the caps, another way that Congress has managed the constraints imposed by the BCA budget caps is through the use of Overseas Contingency Operations (OCO) funding, which is excluded from the BCA discretionary budget caps.[2] Congress began appropriating OCO in the SFOPS budget in FY2012, having previously provided OCO funds for the Department of Defense. Originally used to support shorter-term, temporary contingency-related programming in Afghanistan, Iraq and Pakistan that was not part of the "base" or "core" budget, the use of OCO has expanded considerably over the years. In FY2019, OCO funds were used to support 11 different SFOPS accounts, from USAID operating expenses and the Office of Inspector General to International Disaster Assistance and Foreign Military Financing.

When Congress raised the BCA caps for FY2019, the Administration chose not to request OCO funding for FY2019 SFOPS. Congress nevertheless designated $8 billion of FY2019 SFOPS funding as OCO, a 33% reduction in OCO spending compared to FY2018 and the second year in a row that SFOPS OCO levels declined significantly (**Figure 2**). For FY2020, the Administration is again requesting no OCO funding for SFOPS.

Figure 2. Requested and Enacted OCO SFOPS Funding, FY2012-FY2020

(In billions of current US dollars)



Sources: Annual SFOPS CBJs; P.L. 116-6.
Note: No OCO was requested for FY2020, and no SFOPS legislation has yet been enacted for FY2020.

While the FY2020 SFOPS request does not include OCO funding, the Administration's FY2020 defense budget request includes an unprecedented amount of OCO funding, widely viewed as a means of increasing defense spending without amending the BCA's defense discretionary

[1] For more information on BBA 2019, see CRS Insight IN11148, *The Bipartisan Budget Act of 2019: Changes to the BCA and Debt Limit*, by Grant A. Driessen and Megan S. Lynch.

[2] For more information on the use of OCO in the international affairs budget, see CRS In Focus IF10143, *Foreign Affairs Overseas Contingency Operations (OCO) Funding: Background and Current Status*, by Susan B. Epstein and Emily M. Morgenstern.

spending cap. Through BBA 2019, Congress established OCO funding targets for both defense and nondefense discretionary spending. For foreign affairs OCO, Congress designated $8 billion for FY2020 and FY2021, indicating its intent to continue to use OCO in SFOPS appropriation measures for the next two fiscal years.

Congressional Action

Table 2. Status of State-Foreign Operations Appropriations, FY2020

(In billions of current US dollars)

	302(b) Allocations		Committee Action		Floor Action		Conference/Agreement		
Chamber	**House**	**Senate**	**House**	**Senate**	**House**	**Senate**	**House**	**Senate**	**Final**
Date	5/8/19	9/12/19	5/16/19	9/26/19	6/19/19				
Total $	48.54	55.00	56.54	54.38	56.54				

Sources: FY2020 House Appropriations Committee report on subcommittee allocations, available at https://docs.house.gov/meetings/AP/AP00/20190516/109499/HMKP-116-AP00-20190516-SD001.pdf, H.R. 2839, and H.R. 2740.

Notes: The Congressional Budget and Impoundment Control Act of 1974, as amended, includes a requirement that the House and Senate approve a budget resolution that becomes the basis for the allocation of funds to the Appropriations Committee that are then divided among the 12 subcommittees, as required by Section 302(b). Neither the House nor the Senate has passed a budget resolution for FY2020. However, in May 2019 the House provided interim sub-allocations for appropriations subcommittees. Committee-recommended total budget authority in the House was $48.54 billion (excludes OCO).

House SFOPS Legislation. On May 16, 2019, FY2020 SFOPS legislation (H.R. 2839, with accompanying report H.Rept. 116-78) was introduced and approved by the full House Appropriations Committee. The legislation includes total SFOPS funding of $56.54 billion, 0.4% higher than FY2019 enacted funding and 32% more than requested. Of that total, $48.54 billion is base funding—the 302(b) allocation level approved by the House committee—and $8 billion is designated as OCO. On June 19, 2019, the House passed the FY2020 SFOPS legislation in a "minibus" measure that included three other appropriations bills—Labor, Health and Human Services, Education; Defense; and Energy and Water Development (H.R. 2740). While the topline funding level remained the same, some monies were shifted among the various accounts due to adopted amendments.

Senate SFOPS Legislation. On September 26, 2019, the Senate Appropriations Committee approved an SFOPS measure for FY2020, S. 2583 (with accompanying report S.Rept. 116-126), that would provide $55.16 billion in total new funding. This represents an increase of 0.1% from FY2019-enacted funding and a 27% increase from the requested level. Of that total, $47.16 is base funding and $8 billion is designated as OCO. The measure has not come to the Senate floor for consideration.

Continuing Resolution. Also on September 26, 2019, the Senate approved H.R. 4378, the Continuing Appropriations Act, 2020 (approved by the House on September 19th), which continued funding for most federal agencies and accounts at the FY2019 funding level through November 21, 2019. The legislation was signed by the President on September 27.

State Department Operations and Related Agency Highlights

For FY2020, the Administration seeks to cut funding for the Department of State and Related Agency appropriations accounts from the $16.46 billion Congress enacted for FY2019 to $13.87 billion, a 15.7% reduction. The Administration's FY2020 request exceeds its FY2019 request for these accounts, which totaled $13.26 billion, by around 4.6%. The Administration's priorities to be funded through Department of State and Related Agency accounts include

- sustaining the global diplomatic workforce and operations;
- protecting U.S. government personnel and overseas missions; and
- preserving strategic participation in international organizations to achieve outcomes favorable to the United States and its allies.[3]

Table 3 provides detailed information regarding the extent of the Administration's proposed cuts to these accounts.

Table 3. State Department and Related Agency: Selected Accounts

(In billions of current US dollars, includes enduring and OCO funds)

Account	FY2018 actual	FY2019 enacted	FY2020 request	*% change FY19 enacted to FY20 request*	FY2020 House	FY2020 Senate committee
Diplomatic Programs	8.82	9.17	8.42	*-8%*	9.25	8.89
Worldwide Security Protection	*3.76*	*4.10*	*3.78*	*-8%*	*4.10*	*3.78*
Embassy Security, Construction & Maintenance	2.31	1.98	1.63	*-18%*	1.99	1.89
Educational and Cultural Exchange Programs	0.65	0.70	0.31	*-56%*	0.73	0.74
International Organizations[a]	2.85	2.91	2.15	*-26%*	3.65	3.05
U.S. Agency for Global Media (fmr. Broadcasting Board of Governors)	0.81	0.81	0.63	*-22%*	0.81	0.81
State and Related Agency Total (includes Function 300 funding and other commissions)	16.32	16.46	13.87	*-16%*	17.35	16.53

Sources: FY2019 and FY2020 SFOPS CBJs and FY2019 Addendum; P.L. 115-141; P.L. 116-6; H.R. 2740; CRS calculations.

Notes: Only selected accounts noted, total will not reflect the sum of the listed accounts

a. Includes Contributions to International Organizations and Contributions for International Peacekeeping Activities accounts, which largely comprise the assessed obligations (dues) to the many international organizations and peacekeeping efforts that the United States supports. Excludes voluntary contributions to multilateral organizations, which are usually provided through Title V of annual SFOPS appropriations laws.

[3] Documents provided by the State Department at budget roll-out briefings, March 11. 2019.

Proposed New Account

The Worldwide Security Protection (WSP) sub-account within the Diplomatic Programs account has been used to fund programs that the State Department's Bureau of Diplomatic Security (DS) and other bureaus implement to protect the department's staff, property, and information. As part of its FY2020 request, the Administration has asked Congress to create a new WSP standalone account and authorize the transfer of all unobligated WSP funds into this account by no later than the onset of FY2021 (October 1, 2020). The Administration maintains that creating this account will increase the transparency of WSP expenditures through more clearly indicating distinctions between funding for diplomatic programs and security-related activities. For its FY2021 budget request, the State Department intends to request WSP funding in this new account.

Selected Key Programs and Priorities

As in previous years, the majority of the funding the Administration is requesting for the Department of State and Related Agency appropriations accounts is for diplomatic programs, diplomatic security and embassy construction, and contributions to international organizations and international peacekeeping activities. For FY2020, such programs account for approximately 89% of the Administration's request. Some of the Administration's priorities within these areas, as identified by the Department of State in its Congressional Budget Justification and other materials provided to Congress, are detailed below.

Diplomatic Programs

The Diplomatic Programs account is the State Department's principal operating appropriation and serves as the source of funding for several key functions. These include domestic and overseas State Department personnel salaries; the operations of the department's strategic and managerial units, such as the Office of the Secretary and the Bureaus of Administration, Budget and Planning, Information Resource Management, and Legislative Affairs; and foreign policy programs administered by the Bureaus of African Affairs, Conflict and Stabilization Operations, and others.

The Administration's FY2020 request for Diplomatic Programs totals $8.42 billion, an 8% reduction from the $9.17 billion Congress enacted for this account in FY2019. The Administration maintains that its request of $2.69 billion in the American Salaries subaccount within Diplomatic Programs is consistent with past congressional guidance regarding appropriate State Department on-board personnel volumes and will sustain the Foreign Service and Civil Service workforces at their end of 2017 levels.[4] Among other priorities, the Administration asserts that its request prioritizes the maintenance and enhancement of the State Department's cybersecurity infrastructure and, separately, the establishment of the new Bureau of Global Public Affairs to better communicate U.S. foreign policy priorities and values in the contemporary media landscape. The Administration is seeking cuts to several bureaus funded in this account, including the Bureau of Administration and the Bureau of Oceans and Environmental and Scientific Affairs. These bureaus face requested cuts of approximately 6% and 9%, respectively.[5]

[4] Section 7073(b)(1) of P.L. 116-6 notes that funds made available by the law "are made available to support the agency-wide on-board Foreign Service and Civil Service staff levels of the Department of State and USAID at not less than the levels as of December 31, 2017."

[5] Congress does not provide line item appropriations to the State Department's bureaus and offices within the Diplomatic Programs appropriations. Therefore, the most recent bureau-level funding data available to CRS is for

As passed, the House legislation, H.R. 2740, would provide $9.25 billion for Diplomatic Programs, which totals 1% more than the FY2019 enacted level and approximately 10% more than the Trump Administration's request. This bill provides funding to return the State Department's Foreign Service and Civil Service on-board personnel levels to those in place during FY2016, prior to the onset of the Trump Administration's hiring freeze at the beginning of 2017 (as opposed to congressional guidance in the FY2019 appropriations law, which called for personnel levels to return to those in place at the end of calendar year 2017).[6]

S. 2583, the Senate committee bill, includes $8.89 billion for the Diplomatic Programs account, which is about 3% less than the FY2019-enacted figure and 6% more than the Administration's request. The committee report accompanying this bill expresses concern with challenges the department may face in achieving and sustaining its FY2020 staffing targets (as previously noted, the State Department seeks to sustain the Foreign Service and Civil Service workforces at their end of 2017 levels). While the Senate committee bill provides funding for the department to meet its targets and does not assume additional positions above such targets, the committee report notes that the committee would support department efforts to use available resources to hire staff above these targets.[7]

Diplomatic Security

The Administration's FY2020 budget request seeks to provide approximately $5.41 billion for the department's key diplomatic security accounts: $3.78 billion for the Worldwide Security Protection (WSP) allocation within the Diplomatic Programs account and $1.63 billion for the Embassy Security, Construction, and Maintenance (ESCM) account.[8] The WSP allocation supports the Bureau of Diplomatic Security (DS), which is responsible for implementing security programs to protect U.S. embassies and other overseas posts, diplomatic residences, and domestic State Department offices. The ESCM account supports the Bureau of Overseas Buildings Operations (OBO); provides the State Department's share of costs involved with the planning, design, construction, and maintenance of U.S. overseas posts around the world; and funds "brick and mortar" security measures at these posts.

As illustrated in **Table 4**, enactment of the Administration's request would mark a decline of 8% for WSP and 18% for ESCM relative to the FY2019 enacted figures. Among the priorities the Administration is seeking to fund through its request are the construction of new embassy compounds in Qatar, Brazil, and Malawi and new U.S. consulates in Italy and Indonesia.[9]

FY2018. See U.S. Department of State, Congressional Budget Justification, Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2020, March 11, 2019, at https://www.state.gov/documents/organization/291298.pdf, pp. 180 and 241.

[6] U.S. Congress, House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2020*, report to accompany H.R. 2839, 116th Cong., 1st sess., H.Rept. 116-78 (Washington, DC: GPO, 2019), pp. 4, 11. See also Section 7006(a)(2) of H.R. 2740

[7] U.S. Congress, Senate Committee on Appropriations, *Department of State, Foreign Operations, and Related Programs Appropriations Bill*, 2020, report to accompany S. 2583, S.Rept. 116-126 (Washington, DC: GPO, 2019), p. 24.

[8] U.S. Department of State, Congressional Budget Justification: Department of State, Foreign Operations, and Related Programs, Fiscal Year 2020, March 11, 2019, at https://www.state.gov/documents/organization/290302.pdf, p. 9.

[9] For a detailed project list, *Congressional Budget Justification, Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2020*, March 11, 2019, at https://www.state.gov/documents/organization/291298.pdf, p. 290.

Proposed cuts include a $50 million reduction in DS operations in Iraq due to the suspension of operations at the U.S. consulate in Basrah.[10]

The House legislation, H.R. 2740, would provide $4.10 billion for WSP and $1.99 billion for ESCM. This combined total of $6.09 billion is 0.2% above the FY2019 enacted level and about 13% more than the Administration's request. The Senate committee bill, S. 2583, includes a combined $5.67 billion for WSP and ESCM, which totals around 7% less than the FY2019-enacted level and 5% more than the Administration's request. Both bills also carry over notification requirements from previous years that the House committee report maintains are necessary for Congress to conduct appropriate oversight of diplomatic construction projects abroad.[11]

Table 4. Diplomatic Security Funding, FY2018-FY2020 Req.

(In millions of current US dollars, includes enduring and OCO funds)

	FY2018 actual	FY2019 enacted	FY2020 request	*% change FY19 enacted to FY20 request*	FY2020 House	FY2020 Senate committee
Worldwide Security Protection	3.76	4.10	3.78	*-8%*	4.10	3.78
Embassy Security, Construction, and Maintenance	2.31	1.98	1.63	*-18%*	1.99	1.89
Diplomatic Security (total)	**6.07**	**6.08**	**5.41**	***-11%***	**6.09**	**5.67**

Sources: FY2019 and FY2020 SFOPS CBJs; P.L. 115-141; P.L. 116-6; H.R. 2740; CRS calculations.

Assessments to International Organizations and Peacekeeping Missions

Through the Contributions to International Organizations (CIO) account, the United States pays its assessed contributions (membership dues) to the United Nations (U.N.), the U.N. system of organizations (including, for example, the International Atomic Energy Agency), inter-American organizations such as the Organization of American States, and other international organizations. Additional funding is provided to international organizations through the various multilateral assistance accounts, as described in the Foreign Assistance section of this report. Separately, the United States pays its assessed contributions to U.N. peacekeeping missions through the Contributions for International Peacekeeping Operations (CIPA) account. Recent funding levels for both accounts are detailed in **Table 5**.

[10] U.S. Department of State, *Congressional Budget Justification: Department of State, Foreign Operations, and Related Programs, Fiscal Year 2020*, March 11, 2019, p. 14.

[11] For more information, see House Committee on Appropriations, *State, Foreign Operations, and Related Programs Appropriations Bill, 2020*, p. 24. See also §7003(c) of S. 2583 and §7004(c) of H.R. 2740.

Table 5. U.S. Payments of Assessments to International Organizations and Peacekeeping Missions, FY2018-FY2020 Request

(In millions of current US dollars, includes enduring and OCO funds)

	FY2018 actual	FY2019 enacted	FY2020 request	*% change FY19 enacted to FY20 request*	FY2020 House	FY2020 Senate committee
Contributions to International Organizations	1.47	1.36	1.01	-26%	1.52	1.47
Contributions for International Peacekeeping Activities	1.38	1.55	1.14	-26%	2.13	1.58
Total	**2.85**	**2.91**	**2.15**	**-26%**	**3.65**	**3.05**

Sources: FY2019 and FY2020 SFOPS CBJs; P.L. 115-141; P.L. 116-6; H.R. 2740; CRS calculations.

The Administration's CIO account request notes that it prioritizes funding for international organizations "whose missions substantially advance U.S. foreign policy interests" while cutting contributions to organizations whose work either does not directly affect U.S. national security interests or renders unclear results. While the request funds the North Atlantic Treaty Organization (NATO) and the International Atomic Energy Agency near recent levels, it cuts funding for the World Health Organization and the Food and Agriculture Organization by approximately 50% each. The Administration's request specifically notes that these cuts owe to "these entities' less direct linkages to U.S. national security and economic prosperity."[12]

With regard to CIPA, the Administration's request assumes that the State Department will make progress in efforts to negotiate reductions in the overall budgets of peacekeeping missions or the closure of certain missions altogether.[13] The U.S. assessment for U.N. peacekeeping (last negotiated in 2018) is 27.89%; however, Congress has capped the U.S. contribution at 25%.[14] If the Administration's request was enacted, it would provide 58% of total U.S. assessed dues owed for FY2020.[15] The remainder of these dues would be compounded into arrears. The State Department estimates that the United States accumulated about $725 million in peacekeeping arrears from FY2017 to FY2019 as a result of the U.S. cap.[16]

[12] Congressional Budget Justification, Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2020, March 11, 2019, at https://www.state.gov/documents/organization/291298.pdf, p. 322.

[13] U.S. Department of State, *Congressional Budget Justification: Department of State, Foreign Operations, and Related Programs, Fiscal Year 2020,* March 11, 2019, pp. 41-43.

[14] The 25% cap was enacted in the early 1990s due to concerns that the U.S. rate assessment for U.N. peacekeeping missions was too high. Over the years, the gap between the actual U.S. assessment and the enacted cap has led to peacekeeping funding shortfalls. The State 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 peacekeeping missions) to U.S. outstanding balances. For several years, these actions enabled the United States to pay its assessments to U.N. peacekeeping missions in full. However, Congress has not elected to temporarily raise the cap since FY2016. In addition, the Trump Administration has since mid-2017 allowed for the application of peacekeeping credits up to, but not beyond, the 25% cap.

[15] Documents provided by the State Department at budget roll-out briefings, March 11. 2019.

[16] In addition, the House committee bill would set the U.S. peacekeeping contribution rates at the full assessed rates for calendar years 2016, 2017, and 2018 for paying peacekeeping arrears. However, it would not raise the 25% cap for FY2020.

The House legislation, H.R. 2740, would provide a combined total of $3.65 billion for CIO and CIPA. This would mark an increase of 25% relative to the FY2019 enacted level and is approximately 70% higher than the Administration's FY2020 request. The committee report accompanying this bill notes concern regarding arrears owed by the United States to U.N. peacekeeping missions; the bill requires that not less than $478.9 million from its FY2020 CIPA appropriation of $2.13 billion shall be disbursed to the U.N. to pay arrears accumulated in FY2017 and FY2018.[17] The Senate committee bill would fund the CIO and CIPA accounts at $3.05 billion, approximately 5% above the FY2019-enacted level and 42% above the Administration's request. The Senate committee report also makes note of arrears owed to U.N. peacekeeping missions and encourages the State Department to review peacekeeping missions for potential cost savings while ensuring mission effectiveness.[18]

Foreign Operations Highlights

The foreign operations accounts in the SFOPS appropriation, together with the Food for Peace and McGovern-Dole food aid programs funded through the agriculture appropriation, comprise the foreign assistance component of the international affairs budget. The Administration's FY2020 foreign operations request totals $29.01 billion, about 1.5% more than the Administration requested for these accounts for FY2019 and 24% less than Congress enacted for FY2019. Total foreign aid, including the food aid programs in the agriculture appropriation, would be cut by 27%. The foreign aid request outlines four general priorities[19]

- Supporting U.S. friends and allies.
- Winning the great power competition.
- Promoting a "journey to self-reliance" for developing countries.
- Sharing the burden of international security and development with more partners.

Under the President's proposal, assistance levels would be cut across all aid types and sectors. The House legislation, H.R. 2740, includes $39.2 billion for foreign operations, a slight increase compared to FY2019, and about 34% more than the Administration requested. The Senate committee bill, S. 2583, includes $38.95 billion for foreign operations accounts, almost level with the House recommendation (**Table 6**).

[17] House Committee on Appropriations, State, Foreign Operations, and Related Programs Appropriations Bills, 2020, pp. 29-30.

[18] The report accompanying the Senate committee bill notes that the bill would provide sufficient funds for contributions equal to the 25% cap. It adds that U.S. arrears are likely to increase in FY2020, as the 25% cap limits U.S. funding to around $180 million below the U.S. assessment. For more information, see CRS In Focus IF10354, *United Nations Issues: U.S. Funding to the U.N. System*, by Luisa Blanchfield, and CRS In Focus IF10597, *United Nations Issues: U.S. Funding of U.N. Peacekeeping*, by Luisa Blanchfield.

[19] Documents provided by the State Department at budget roll-out briefings, March 11, 2019.

Table 6. Foreign Operations by Type, FY2018-FY2020

(In billions of current US dollars)

	FY2018 actual	FY2019 enacted	FY2020 request	*% change FY19 enacted to FY20 request*	FY2020 House, as passed	FY2020 Senate committee
USAID Administration	1.62	1.67	1.55	-7%	1.69	1.68
Global Health Programs	8.72	8.84	6.34	-28%	9.30	9.12
Non-Health Development Assistance (includes Treasury TA, excl. indep. agencies)	8.09	7.87	5.38	-39%	5.36[a]	7.69
Humanitarian Assistance	7.65	7.82	6.33	-34%	7.97	7.82
Independent Agencies	1.37	1.37	1.20	-12%	1.39	1.39
Security Assistance	9.03	9.15	7.41	-19%	11.21[a]	9.11
Multilateral Assistance	1.83	1.86	1.52	-18%	2.34	2.07
Export Promotion	-0.08	-0.34	-0.73	115%	-0.06	0.08
Foreign Operations, Total	38.22	38.24[b]	29.01	-24%	39.20	38.95

Sources: FY2019 and FY2020 SFOPS CBJs and FY2019 Addendum; P.L. 115-141; P.L. 116-6; H.R. 2740; S. 2583; CRS calculations.

a. The House bill placed the Economic Support Fund ($2.18 billion) under the Security Assistance title for the first time rather than the bilateral development assistance title, where in prior years and in both the request and the Senate committee bill it is counted as Non-Health Development Assistance.

b. This does not reflect $320 million in rescinded prior-year funds included in the general provisions of the FY2019 appropriation. Does not include foreign assistance funded through the agriculture appropriation, including the Food for Peace and McGovern-Dole programs (see **Appendix B**).

Proposed Account Consolidations and Restructuring

In the FY2020 request, the Administration proposes to consolidate accounts in two areas

- Most nonhealth development assistance accounts—Development Assistance; Economic Support Fund; Assistance to Europe, Eurasia and Central Asia; and the Democracy Fund—would be combined into a single new Economic Support and Development Fund (ESDF). The Administration made a similar request for both FY2018 and FY2019, but Congress did not enact the proposed account restructuring.
- For the first time, the Administration is proposing to consolidate the four humanitarian assistance accounts—International Disaster Assistance (IDA), Migration and Refugee Assistance (MRA), Food for Peace, Title II and Emergency Refugee and Migration Assistance (ERMA)—into a single International Humanitarian Assistance (IHA) account. Budget documents state that the consolidated account would be managed by USAID under the policy authority of the State Department (see Humanitarian Assistance section below).

The Administration suggests that consolidation of these accounts would streamline management to allow more efficient deployment of resources.

- The House passed legislation, H.R. 2740, did not adopt the account structure proposed by the Administration. However, it did move the Economic Support

Fund account from Title III (bilateral economic assistance) of the bill to Title IV (security assistance), making comparisons of the two titles to the request or to prior appropriations potentially misleading. The committee report notes that ESF funds "are provided to advance United States interests by helping countries meet political and security needs," and may be provided in countries that also receive Development Assistance funds, seemingly clarifying the purpose for distinct accounts rather than a combined ESDF.[20]

- The Senate committee bill did not adopt the account structure changes proposed by the Administration or the House bill. It did, however, add a "restructured debt" account line under the Treasury Programs heading, with $20 million in recommended funding, that was included in neither the Administration request nor the House bill.

Independent Agencies

Under the FY2020 request, funding for independent SFOPS agencies would be reduced by 12% overall from FY2019 levels. Requested Peace Corps funding is $396.2 million (a 3.5% reduction from FY2019) and for the Millennium Challenge Corporation (MCC), $800 million (an 11.6% reduction). As in the FY2019 budget request, the FY2020 request also proposes elimination of two independent development agencies—the Inter-American Foundation (IAF) and the U.S. Africa Development Foundation (USADF)—and incorporation of their staff and small grant activities into USAID's Western Hemisphere and Africa bureaus, respectively. The request specifies that funding is included for 40 staff positions to enable this transition, as well as $20 million in ESDF to support small grants.

H.R. 2740, as passed, would maintain funding for the MCC and USADF at FY2019 levels while increasing funding for the Peace Corps (3.5% increase) and IAF (44%, with the increase to be used to support the Central America Strategy, the Caribbean Basin Strategy, and for programs in Colombia). The committee report makes clear that the committee does not assume the proposed consolidation of IAF and USADF into USAID.

S. 2583, the committee-passed bill, would provide overall funding for independent agencies at much the same level recommended by the House bill, but would maintain Peace Corps and MCC funding at the FY2019 level. USADF funding would increase by 10% and IAF by 67% compared to FY2019, with the committee specifying that the funds are not for close-out costs.

Multilateral Assistance

The various multilateral assistance accounts, through which the United States contributes to multilateral development banks and international organizations that pool funding from multiple donors to finance development activities, would be cut by about 18% from FY2019, to $1.52 billion under the request. As in the FY2018 and FY2019 requests, the Administration included no funding in the FY2020 request for the International Organizations and Programs (IO&P) account, which funds U.S. voluntary contributions to international organizations, primarily United Nations entities such as UNICEF. Congress appropriated $339 million for IO&P in FY2019. The

[20] Section 531 of the Foreign Assistance Act (22 U.S.C. §2346) defines ESF and authorizes the President to "furnish assistance to countries and organizations, on such terms and conditions as he may determine, in order to promote economic or political stability.... The Secretary of State shall be responsible for policy decisions and justifications for economic support programs under this chapter."

Administration also requested no funding for the Global Environment Facility (GEF), describing the FY2019 appropriation as sufficient to cover FY2019 and FY2020.

The House legislation, H.R. 2740, would increase total funding for international organizations by nearly 26%, to $2.34 billion. This includes a 91% increase compared to FY2019 for the IO&P account, with report language allocating funds for core contributions to specific agencies, including $147.5 million for UNICEF and $55.5 million for the U.N. Population Funds. The IO&P allocation also includes $170.5 million for the U.N. Relief and Work Agency (UNRWA, which works in Palestinian territories) and report language specifies that $226.6 million of multilateral assistance should support humanitarian and development efforts in the West Bank and Gaza. The bill also includes $139.6 million for the GEF and $30 million for the International Fund for Agricultural Development.

The Senate committee bill, S. 2583, includes $2.07 billion for multilateral aid accounts, an 11.5% increase over FY2019 funding. The increase is driven by a 12% IO&P funding increase and inclusion of $206.5 million in International Bank of Reconstruction and Development funding that was in the Administration request but not the House bill or the FY2019-enacted appropriation.

Export Promotion Assistance/International Development Finance Corporation (IDFC)

Export promotion activities in FY2020, as in all recent years, are expected in total to return more to the Treasury through offsetting collections (such as fees and loan interest payments) of the Export-Import Bank and the Overseas Private Investment Corporation (OPIC) than is appropriated for these programs. OPIC will dissolve in FY2020 and be replaced by a new International Development Finance Corporation (IDFC), which will also incorporate USAID's Development Credit Authority (DCA), and the request includes increased administrative funding to support this transition ($98 million, compared to $80 million for OPIC administration and $10 million for DCA administration in FY2019).[21] The FY2020 request also includes $200 million in program funds to support IDFC credit subsidies, technical assistance and feasibility studies. As in FY2018 and FY2019, the Administration's export promotion request calls for the elimination of the U.S. Trade and Development Agency, seeking $12.1 million for an orderly shutdown. Congress appropriated $79.5 million for TDA in both FY2018 and FY2019.

H.R. 2740, as passed, does not include funding for OPIC, anticipating its termination under the BUILD Act, and instead provides funds for the IDFC, including $164 million for the capital account (45% less than requested), to include $101 million for administrative expenses. It also sets an $80 million limit on transfers to the IDFC to support direct and guaranteed loans and includes several reporting requirements for the new agency. The bill also includes $75 million for TDA, a 5.7% cut from current year funding.

The Senate committee bill, S. 2583, would fund the IDFC through several specific budget allocations: $98 million for administrative expenses, $150 million for an equity fund, $50 million (by transfer from the Development Assistance account) for a program accounts, and $2 million for the Inspector General. Like the House bill, the Senate committee bill anticipates offsetting collections to exceed IDFC appropriations in FY2020. S. 2583 also includes $79.5 million for TDA.

[21] For more on the IDFC, see CRS Report WPD00009, The BUILD Act and the New U.S. International Development Finance Corporation, by Marian L. Lawson and Shayerah Ilias Akhtar.

Key Sectors

As in previous years, the bulk of aid requested for FY2020 is for global health, humanitarian, and security assistance programs.

Global Health

The total request for the Global Health Programs (GHP) account for FY2020 is $6.34 billion, a 28% cut from the FY2019 enacted funding level. Global health sub-accounts would be cut across the board under the request, with reductions ranging from 11% for malaria programs to nearly 55% for family planning and reproductive health programs (**Table 7**).

Table 7. Global Health Programs Funding by Subaccount, FY2018-FY2020

(In millions of current US dollars)

	FY2018 actual	FY2019 enacted	FY2020 request	*% change FY19 enacted to FY20 request*	FY2020 House	FY2020 Senate committee
HIV/AIDS	6,000.0	6,050.0	4,308.4	-28.8%	6,260.0	6,210.0
Malaria	755.0	755.0	674.0	-10.7%	755.0	789.0
Maternal and Child Health	829.5	835.0	619.6	-25.8%	850.0	847.0
Family Planning/Reproductive Health	524.0	524.0	237.0	-54.8%	750.0	581.5
Nutrition	125.0	145.0	78.5	-45.9%	145.0	150.0
Tuberculosis	261.0	302.0	261.0	-13.6%	310.0	310.0
Other	195.6	226.5	165.0	-27.2%	226.5	228.5
Total	8,690.0	8,837.5	6,343.5	-28.2%	9,296.5	9,116.0

Sources: FY2020 SFOPS CBJ; P.L. 116-6; P.L. 115-141; P.L. 115-31; H.R. 2740; S. 2583.

Notes: The HIV/AIDS subtotal includes amounts provided to the Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria. "Other" includes vulnerable children, global health security, and neglected tropical diseases. Additional funds for global health programs are occasionally made available from other aid accounts, such as the Economic Support Fund. These are not included in this table.

HIV/AIDS program funding would be cut by nearly 30% from current funding levels, though the Administration asserts that the requested funding would be sufficient to maintain treatment for all current recipients. The Administration proposes limiting U.S. Global Fund contributions to 25% of all donations, rather than the 33% that the United States has provided since the George W. Bush Administration.

The House legislation, H.R. 2740, includes nearly $9.30 billion for GHP, which would increase GHP funding by 5% over FY2019 and is 47% more than requested. Sub-sector allocations specified in the accompanying report would maintain level funding or slight increases for most health subsectors compared to current year levels, with the exception of family planning and reproductive health funding, which would increase by 30%. The bill includes $1.56 billion for the Global Fund, retaining the U.S. contribution limit at 33% of the total, and directs the Administration to fully obligate the funds for the first installment of the new replenishment round. In addition, the House committee bill includes a provision that would prohibit funds appropriated in the act, or prior SFOPS Acts, from being used to implement the Administration's expansion of the "Mexico City Policy," which prohibits all global health funding (expanded from

family planning funding) to foreign NGOs engaged in voluntary abortion activities, even if such activities are conducted with non-U.S. funds.[22]

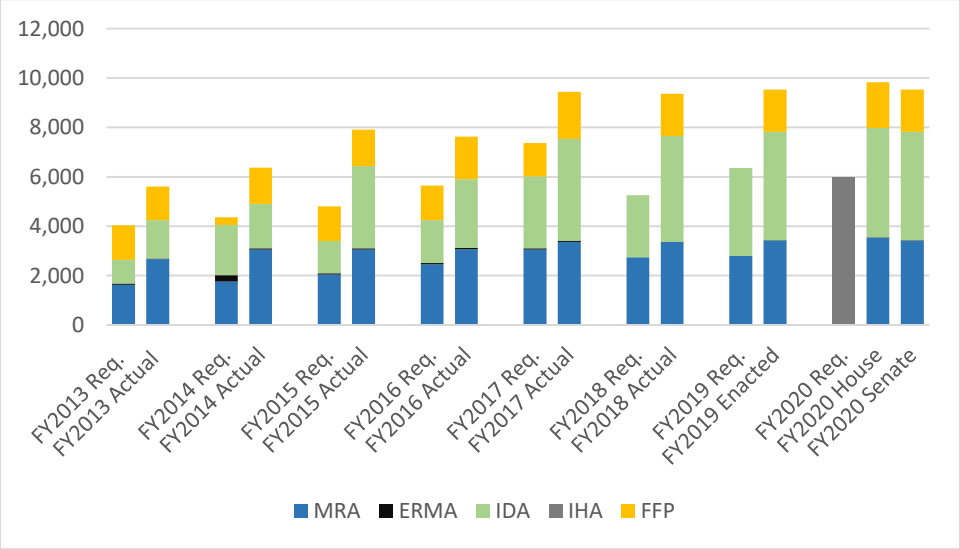
S. 2583 would provide $9.12 billion for GHP in total, about 3% more than the FY2019 funding, with slight increases in all health subsectors compared to the FY2019 subsector allocations, as specified in the accompanying report. Compared to the House bill, the Senate committee bill includes significantly less funding for family planning and reproductive health programs (-22%) and more for malaria programs (+4.5%). The bill would provide $1.56 billion for the Global Fund, the same as the House bill.

Humanitarian Assistance

The FY2020 budget request for humanitarian assistance is $5.97 billion, a 37% decrease from the FY2019 appropriation (including funds for Food for Peace in the Agriculture appropriation). The request continues a long-standing trend of humanitarian budget requests being significantly smaller than prior-year enacted funding levels, at times reflecting the fact that humanitarian assistance funds may be carried over from year to year and unobligated balances from prior years may still be available (**Figure 3**).

Figure 3. Humanitarian Assistance Budget Requests and Enacted Funding, by Account, FY2013-FY2020

(in millions of current US$)



Sources: Annual SFOPS CBJs; H.R. 2740; S. 2583; S. 2522.

Notes: FY2020 House funding is as reported by committee. IHA = International Humanitarian Assistance, FFP = Food for Peace, IDA = International Disaster Assistance, ERMA = Emergency Refugee and Migration Assistance, MRA = Migration and Refugee Assistance. In contrast with **Table 6**, this chart includes FFP funds, part of the agriculture appropriation, not foreign operations, to show the full scope of humanitarian assistance.

The Administration's budget justification asserts that "when combined with all available resources, average funding available for 2019 and 2020 roughly matches the highest-ever level of

[22] For more information on this policy, see CRS In Focus IF11013, *Protecting Life in Global Health Assistance Policy*, by Tiaji Salaam-Blyther and Sara M. Tharakan.

U.S. overseas humanitarian programming, and is sufficient to address needs for Syria, Yemen, and other crisis areas."[23]

For FY2020, as noted earlier, the budget proposes to fund all humanitarian assistance through a new, single global International Humanitarian Assistance (IHA) account. IHA would be managed by the newly consolidated Humanitarian Assistance Bureau at USAID, but with a "senior dual-hat leader" under the policy authority of the Secretary of State reporting to both the Secretary of State and the USAID Administrator. The proposal would effectively move the administration of refugee and migration assistance funding from State to USAID. The State Department would retain approximately 10% of the current MRA funding to support refugee diplomacy and administrative expenses, costs associated with resettlement of refugees in the United States, and support for refugee resettlement in Israel.

Within USAID, the proposal would also eliminate the Food for Peace Act, Title II funding currently appropriated through the agriculture appropriation but administered by USAID. The Administration previously proposed this in FY2018 and FY2019, citing inefficiency and the ability to provide food assistance through other accounts. Under the proposed plan, emergency food assistance would also be funded through the IHA account.

H.R. 2740, as passed, provides $7.97 billion in foreign operations humanitarian assistance, a 2% increase over FY2019 funding and about 26% more than requested.[24] Funding is provided through the traditional accounts (IDA, MRA and ERMA) rather than the proposed IHA account. An additional $1.85 billion was included in the Senate committee-passed agriculture appropriation, H.R. 3164, for Feed for Peace.

S. 2583 includes $7.82 billion for foreign operations through the traditional account structure. The Senate committee-passed agriculture appropriation, S. 2522, includes $1.716 billion for Food for Peace, for a humanitarian aid total of $9.53 billion, almost level with FY2019-enacted funding.

Security Assistance

The FY2020 request for military and security assistance is $7.415 billion, a 19% cut from FY2019 enacted levels. Reductions are proposed for every account (**Figure 4**). As is typical, the bulk of security assistance requested by the Administration (67%) is Foreign Military Financing (FMF) aid to Israel ($3.3 billion), Egypt ($1.3 billion), and Jordan ($350 million). As in FY2018 and FY2019, the Administration's FY2020 request seeks authority to provide FMF assistance through a combination of grants and loans, including loan guarantees, rather than the current use of FMF on an almost exclusive grant basis. The Administration asserts that loan authority would enable partners to purchase more U.S.-made defense equipment and promote burden sharing in security cooperation activities.

FY2020 International Narcotics Control and Law Enforcement (INCLE) funding would decrease by 37%, with a notable increase requested for Colombia ($209 million from $143 million in FY2018) and decrease for Afghanistan ($95 million, down from $160 million in FY2018).

[23] FY2020 State Department, Foreign Operations and Related Programs Congressional Budget Justification, p. 77.

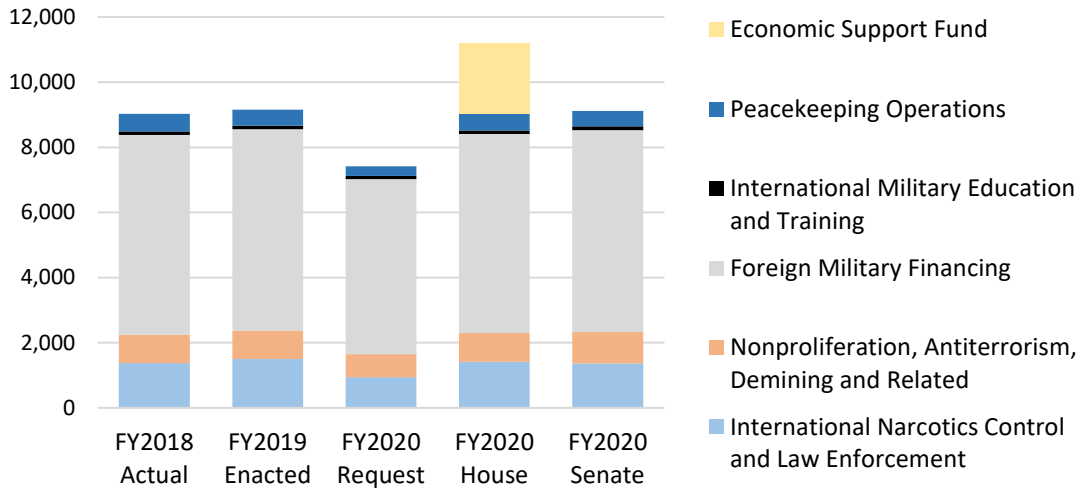
[24] Total humanitarian assistance in the International Affairs budget includes these foreign operations accounts as well as Food for Peace Title II funding in the Agriculture appropriation. The Trump Administration has requested no funding for Food for Peace in any of its budget requests, but Congress has continued to appropriate funding for the program, making the disparity between the Administration and Congress on total humanitarian funding even greater than that seen in the foreign operations accounts.

The House legislation, H.R. 2740, includes $11.21 billion for security assistance, an almost 23% increase over the FY2019 funding level and a more than 50% increase over the Administration request. The difference is almost entirely due to the House bill including the Economic Support Fund account under security assistance rather than bilateral economic assistance. Excluding ESF funds, security assistance in the bill would be reduced about 1% from current year funding.

The Senate committee bill, S. 2483, includes the traditional accounts under the security assistance heading and provides a total of $9.11 billion, on par with FY2019 funding. However, within that total INCLE funding would decrease by 9% and NADR funding would increase by 11% compared to FY2019.

Figure 4. Security Assistance by Account, FY2018–FY2020

(In millions of current US dollars)



Source: FY2020 SFOPS CBJ; P.L. 116-6; H.R. 2740; S. 2483.

Note: FY2020 House and Senate amounts are as passed by the House and reported by Senate committee, respectively.

Other Foreign Assistance Sectors

In addition to proposed cuts to global health and humanitarian assistance, the FY2020 budget request would reduce funding from the previous year's enacted levels for almost all development sectors. Programs to counter trafficking in persons would be cut the least, 25%, while activities related to environmental protection, microenterprise, water and sanitation, and education would be cut by more than 60%. Democracy promotion and food security funding would be reduced by about half. One exception to the proposed sector cuts is gender equality funding, which would increase by about 80%, driven by the Women's Global Development and Prosperity Initiative, rolled out by Ivanka Trump in February 2019, for which the budget includes $100 million (**Table 8**).

Table 8. Aid for Select Foreign Assistance Sectors, FY2019 vs. FY2020

(In millions of current US dollars)

Foreign Assistance Sector	FY2019 Enacted	FY2020 Request	% change, FY2019 enacted-FY2020 Req.	FY2020 House, as passed	FY2020 Senate committee
Democracy Programs (excluding NED)	2,400.0	1,212.3	-49.5%	2,400.0	2,819.0
Education (basic and higher)	1,035.0	406.7	-60.7%	1,160.0	750.0
Food Security	1,000.6	492.0	-50.8%	1,005.6	1,000.6
Environment	500.7	113.9	-77.3%	886.7	949.6
Economic Growth	n.a.	1,930.6	n.a.	n.a.	n.a.
Water and Sanitation	435.0	164.7	-62.1%	435.0	450.0
Gender Equality	215.0	388.5	+80.7%	230.0	161.0
Trafficking in Persons	67.0	50.2	-25.1%	67.0	67.0
Micro and Small Enterprise	265.0	71.1	-73.2%	265.0	265.0

Sources: P.L. 116-6, Division F; FY2020 SFOPS CBJ; H.R. 2740; S. 2483.

Notes: Categories in the enacted legislation and the budget request may not be precisely comparable. Enacted categories are from the sector allocations and gender equity sections of the legislation; request categories are those listed under cross-cutting sectors in the ESDF portion of the CBJ. "n.a." = not applicable.

The House legislation, H.R. 2740, recommended development sector allocations similar to those enacted for FY2019, with the exception of environment programs, for which the allocation would increase by 77%. In addition to the funding allocation, the environmental programs section also specifies that funding may be used to support the U.N. Framework Convention on Climate Change (Paris Agreement) and that none of the funds in the act, or in prior SFOPS appropriations acts, may be used to withdraw from the Paris Agreement. The report accompanying the legislation (H.Rept. 116-78) called for the USAID Administrator to provide a detailed implementation plan of the Women's Global Development and Prosperity Initiative to Congress, including focus countries and planned metrics, within 90 days of enactment.

Sector allocations in the Senate committee bill, S. 2483, would increase funding for democracy and environment programs relative to the FY2019 funding (+17% and +90%) and the House bill (+17% and +7%, respectively), while providing fewer funds for education and gender equality programs that both the FY2019 legislation (-28% and -25%) and the House bill (-30% and -35%). Senate committee allocation in all sectors, with the exception of gender equality (-59%), would be higher than the Administration requested for FY2020.

Country and Regional Aid Allocations

Top aid recipients under the request, consistent with recent years, would be allies in the Near East who receive the bulk of military aid, including Israel and Egypt; strategically significant development partners such as Jordan and Afghanistan; and several global health focus countries in Africa (**Table 9**). Notable reductions in aid are proposed for South Africa (-171%) and West Bank/Gaza (-43%).

Table 9. Top 10 Country Recipients of U.S. Aid, FY2018 & FY2020 Request

(In millions of current US dollars)

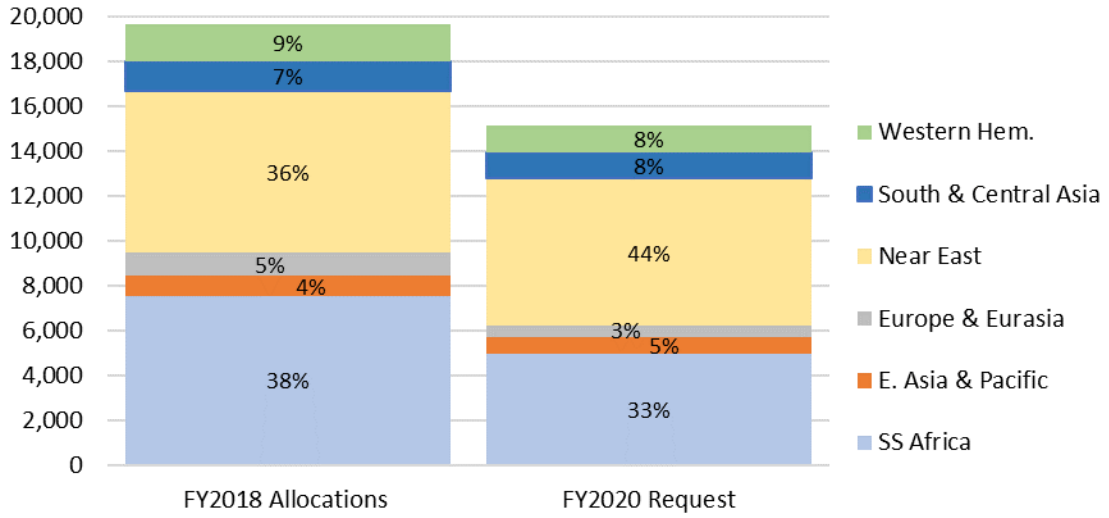
FY2018 Actual		FY2020 Request	
1. Israel	$3,100.0	1. Israel	$3,300.0
2. Jordan	$1,525.0	2. Egypt	$1,400.0
3. Egypt	$1,419.3	3. Jordan	$1,300.0
4. Afghanistan	$697.4	4. Afghanistan	$532.8
5. Kenya	$663.5	5. Nigeria	$431.8
6. South Africa	$586.6	6. Uganda	$415.5
7. Nigeria	$580.2	7. Mozambique	$403.5
8. Tanzania	$557.6	8. Kenya	$383.8
9. Uganda	$537.0	9. Zambia	$364.9
10. Mozambique	$494.9	10. Tanzania	$348.4

Source: FY2020 SFOPS CBJ; material provided by the State Department at FY2020 budget roll-out briefings.

The Near East and Africa would continue to be the top regional aid recipients, together comprising more than 75% of aid allocated by country or region (**Figure 5**).The FY2020 request emphasizes large increases for the Indo-Pacific and Europe and Eurasia regions relative to the FY2019 request, as part of the emphasis on countering Chinese and Russian influence. However, the requested funding for East Asia and the Pacific is 14% less, and the South and Central Asia request almost 17% less, than the FY2018 allocations for those regions (FY2019 country and regional allocations are not yet available). Aid to Europe and Eurasia would be reduced by 54%, aid to the Western Hemisphere by 30%, and aid to sub-Saharan Africa by 35%. The MENA region would see the smallest proportionate cuts under the request, about 8%, and increase its share of regionally allocated aid from 36% to 44%.

Figure 5. Proportional Aid By Region, FY2018 and FY2020 request

(in millions of current U.S. dollars)



Source: FY2020 SFOPS CBJ.

These country and regional allocations do not include the nearly $6 billion requested for humanitarian assistance. Humanitarian assistance is not requested by country and could significantly change country and regional aid totals once allocated. In addition, the FY2020 budget request seeks authority to transfer $500 million in aid from unspecified accounts as necessary to meet needs related to the crisis in Venezuela.

The House legislation and report, H.R. 2740/H.Rept. 116-78, does not provide comprehensive country and regional allocations, but did specify aid levels for several countries and regions, including $3.305 billion for Israel, $1.403 billion for Egypt, $1.525 billion for Jordan, $457 million for Colombia, $160 million to support the Indo-Pacific Strategy, $541 million designated for Central America as a region, and $280 million for the Countering Russian Influence Fund.

S. 2583/S. 126 also does not provide comprehensive allocations by country, but does specify many such aid levels, including $3.305 billion for Israel, $1.432 billion for Egypt, $1.650 billion for Jordan, $448 million for Ukraine, $403 million for Colombia, $322 million for Afghanistan, and $453.6 million for Iraq. The bill and report also includes a total of $515 million for Central America as a region, $285 million for the Countering Russian Influence Fund, $375 million for a new Countering Chinese Influence Fund, and $200 million for the Relief and Recovery Fund to assist areas formerly controlled by ISIS.

Appendix A. SFOPS Funding, by Account

Table A-1.State Department, Foreign Operations, and Related Agencies Appropriations, FY2018 Actual, FY2019 Enacted, and FY2020 Request.

(In millions of current US dollars; numbers in parentheses are the portion of the account totals designated as OCO)

	FY2018 Actual	FY2019 Enacted (P.L. 116-6)	FY2020 Request	% change FY2019 Enacted vs. FY2020 Request	FY2020 House (H.R. 2740)	FY2020 Senate Committee (S. 2583)
Title I. State, Broadcasting & Related Agencies, TOTAL	**16,219.41 (4,179.55)**	**16,456.68 (4,365.77)**	**13,868.78 (0.00)**	**-15.73%**	**17,354.25 (4,190.01)**	**16,525.33 (4,432.47)**
Administration of Foreign Affairs, Subtotal	12,268.81 (3,115.85)	12,328.53 (3,280.87)	10,872.46	-11.81%	12,486.60 (3,105.11)	12,043.83 (3,347.57)
Diplomatic Programs	8,820.09 (2,975.97)	9,173.92 (3,225.97)	8,420.23	-8.22%	9,245.27 (2,626.12)	8,894.79 (2,626.12)
(of which Worldwide Security Protection)	[3,756.87] (2,376.12)	[4,095.90] (2,626.12)	[3,779.82]	[-7.72%]	[4,095.90] (2,626.12)	[3,779.82] (2,626.12)
Capital Investment Fund	103.40	92.77	140.00	50.91%	139.50	139.50
Embassy Security, Construction & Maintenance	2,314.47 (71.78)	1,975.45	1,632.63	-17.35%	1,987.21 (424.09)	1,889.22 (666.55)
(of which Worldwide Security Upgrades)	[1,549.02] (71.78)	[1,198.25]	[916.66]	[-23.50%]	[1,205.65] (424.09)	[1,121.79] (666.55)
Ed. & Cultural Exchanges	646.14	700.95	309.63	-55.83%	730.00	735.70
Office of Inspector General	145.73 (68.1)	145.73 (54.90)	141.73	-2.74%	145.73 (54.90)	145.73 (54.90)
Representation Expenses	8.03	8.03	7.21	-10.21%	7.21	7.21
Protection of Foreign Missions & Officials	30.89	30.89	25.89	-16.19%	30.89	30.89
Emergency-Diplomatic & Consular Services	7.89	7.89	7.89	—	7.89	7.89
Repatriation Loans	1.30	1.30	1.30	—	1.30	1.30
Payment American Institute Taiwan	31.96	31.96	26.31	-17.68%	31.96	31.96
International Chancery Center	0.74	0.74	0.74	—	0.74	0.74
Foreign Service Retirement (mandatory)	158.90	158.90	158.90	—	158.90	158.90
International Orgs, Subtotal	2,849.39 (1,063.70)	2,911.27 (1,084.90)	2,149.69	-26.16%	3,648.70 (1,084.90)	3,050.57 (1,084.90)

	FY2018 Actual	FY2019 Enacted (P.L. 116-6)	FY2020 Request	% change FY2019 Enacted vs. FY2020 Request	FY2020 House (H.R. 2740)	FY2020 Senate Committee (S. 2583)
Contributions to Int'l Orgs	1,467.41 (96.24)	1,360.27 (96.24)	1,013.69	-25.48%	1,520.29 (96.24)	1,473.81 (96.24)
Contributions, International Peacekeeping	1,381.98 (967.46)	1,551.00 (988.66)	1,136.00	-26.76%	2,128.41 (988.66)	1,576.76 (988.66)
International Commission subtotal (Function 300)	137.15	141.44	118.41	-16.28%	141.86	164.38
Int'l Boundary/U.S.-Mexico	77.53	77.53	74.21	-4.28%	77.57	93.17
American Sections	13.26	13.26	9.75	-26.47%	12.73	15.01
International Fisheries	46.36	50.65	34.45	-31.98%	51.56	56.20
International Broadcast, Subtotal	807.69	807.90	628.08	-22.26%	808.40	811.73
Broadcasting Operations	797.99	798.20	623.53	-21.88%	798.70	800.03
Capital Improvements	9.70	9.70	4.55	-53.09%	9.70	11.70
Related Approps, Subtotal	241.95	252.78	86.92	-65.61%	254.97	441.34
Asia Foundation	17.00	17.00	—	-100.00%	19.00	19.00
U.S. Institute of Peace	37.88	38.63	19.00	-50.82%	38.63	45.00
Center for Middle East-West Dialogue-Trust & Program	0.14	0.19	0.25	31.58%	0.25	0.25
Eisenhower Exchange Programs	0.16	0.19	0.27	42.11%	0.27	0.27
Israeli Arab Scholarship Program	0.07	0.07	0.12	71.43%	0.12	0.12
East-West Center	16.70	16.70	—	-100.00%	16.70	16.70
National Endowment for Democracy	170.00	180.00	67.28	-62.62%	180.00	360.00
Other Commissions, Subtotal	13.26	14.76	13.22	-10.43%	13.72	13.50
Preservation of America's Heritage Abroad	0.68	0.68	0.64	-5.88%	0.64	0.68
International Religious Freedom	4.50	4.50	4.50	—	4.50	4.50
Security & Cooperation in Europe	2.58	2.58	2.58	—	2.58	2.58
Congressional-Exec Commission on People's Republic of China	2.00	2.00	2.00	—	2.00	2.25
U.S.-China Economic and Security Review	3.50	3.50	3.50	—	3.50	3.50

	FY2018 Actual	FY2019 Enacted (P.L. 116-6)	FY2020 Request	% change FY2019 Enacted vs. FY2020 Request	FY2020 House (H.R. 2740)	FY2020 Senate Committee (S. 2583)
Western Hemisphere Drug Policy Commission	—	1.50	—	100%	0.5	0.00
FOREIGN OPERATION, TOTAL	**38,219.82 (7,838.46)**	**37,920.23 (3,634.23)**	**29,013.73 (0.00)**	**-23.49%**	**39,197.41 (3,810.00)**	**38,950.06 (3,850.00)**
Title II. Admin of Foreign Assistance	1,620.08 (160.57)	1,674.48 (158.07)	1,545.00	-7.73%	1,690.56	1,680.40
USAID Operating Expenses	1,347.68 (158.07)	1,372.88 (158.07)	1,275.20	-7.11%	1,404.76	1,377.25
USAID Capital Investment Fund	197.10	225.00	198.30	-11.87%	210.30	227.65
USAID Inspector General	75.30 (2.50)	76.60	71.50	-6.66%	75.50	75.50
Title III. Bilateral Economic Assistance	25,831.04 (6,254.14)	25,891.20 (3,222.78)	19,257.08	-25.62%	24,018.26 (3,134.10)	26,012.49 (3,174.10)
Global Health Programs (GHP), State + USAID	8,722.50	8,837.45	6,343.48	-28.22%	9,296.50	9,116.00
GHP (USAID)	[3,052.50]	[3,117.45]	[2,035.12]	-34.73%	[3,366.50]	[3,236.00]
GHP (State Dept.)	[5,670.00]	[5,720.00]	[4,308.37]	-24.68%	[5.930.00]	[5,880.00]
Development Assistance	3,000.00	3,000.00	—	n.a.	4,164.87	3,000.00
International Disaster Assistance (IDA)	4,285.31 (1,588.78)	4,385.31 (584.28)	—	n.a.	4,435.31 (1,733.98)	4,385.31 (601.64)
Transition Initiatives	92.04 (62.04)	92.04 (62.04)	112.04	21.73%	92.04	92.04
Complex Crises Fund	30.00 (20.00)	30.00	—	n.a.	30.00	30.00
Development Credit Authority—Admin	10.00	10.00	—	n.a.	—	0.00
Development Credit Authority Subsidy	[55.00]	[55.00]	—	n.a.	—	0.00
Economic Support Fund	3,960.85 (2,152.12)	3,717.86 (1,172.34)	—	n.a.	—	3,477.00 (1,172.34)
Economic Support and Development Fund	—	—	5,234.20	n.a.	—	0.00
Democracy Fund	215.50	227.20	—	n.a.	273.70	273.70
Assistance for Europe, Eurasia and Central Asia	750.33	760.33	—	n.a.	770.33	770.33
Migration & Refugee Assistance	3,366.00 (2,431.20)	3,432.00 (1,404.12)	365.06	-89.36%	3,532.00 (1,400.12)	3,432.00 (1,400.12)

	FY2018 Actual	FY2019 Enacted (P.L. 116-6)	FY2020 Request	% change FY2019 Enacted vs. FY2020 Request	FY2020 House (H.R. 2740)	FY2020 Senate Committee (S. 2583)
International Humanitarian Assistance	—	—	5,968.00	n.a.	—	0.00
Emergency Refugee and Migration	1.00	1.00	—	n.a.	1.00	0.10
Independent Agencies subtotal	1,367.50	1,368.00	1,204.31	-11.97%	1,392.50	1,385.00
Peace Corps	410.00	410.50	396.20	-3.48%	425.00	410.50
Millennium Challenge Corporation	905.00	905.00	800.00	-11.60%	905.00	905.00
Inter-American Foundation	22.50	22.50	3.48	-84.53%	32.50	37.50
African Development Foundation	30.00	30.00	4.62	-84.60%	30.00	33.00
Department of the Treasury, subtotal	30.00	30.00	30.00	0.00%	30.00	50.00
Department of the Treasury Technical Assistance	30.00	30.00	30.00	0.00%	30.00	30.00
Debt Restructuring	—	—	—	n.a.	—	20.00
Title IV. Int'l Security Assistance	9,025.26 (1,423.74)	9,153.08 (554.59)	7414.84	-18.99%	11,212.62 (675.89)	9,111.18 (675.89)
Economic Support Fund	—	—	—	—	2,178.73	—
International Narcotics Control & Law Enforcement	1,368.80 (417.95)	1,497.47	945.35	-36.87%	1,410.67	1,362.29
Nonproliferation, Anti-Terrorism, Demining	876.05 (220.58)	864.55	707.15	-18.21%	886.85	960.40
Peacekeeping Operations	537.93 (325.21)	488.67 (325.21)	291.44	-40.36%	516.35 (325.21)	471.40 (325.21)
International Military Education & Training	110.88	110.78	100.00	-9.73%	110.88	114.98
Foreign Military Financing	6,131.61 (460.00)	6,191.61 (229.37)	5,370.90	-13.26%	6,109.12 (350.68)	6,202.11 (350.68)
Title V. Multilateral Assistance	1,825.20	1,856.70	1,522.21	-18.02%	2,338.28	2,069.78
International Organizations & Programs	307.50	339.00	—	n.a.	646.50	378.00
Int. Bank for Reconstruction and Dev.	—	—	206.5	n.a.	—	206.50
World Bank: Global Environment Facility	139.58	139.58	—	n.a.	139.58	139.58

	FY2018 Actual	FY2019 Enacted (P.L. 116-6)	FY2020 Request	% change FY2019 Enacted vs. FY2020 Request	FY2020 House (H.R. 2740)	FY2020 Senate Committee (S. 2583)
World Bank: Int'l. Development Association	1,097.01	1,097.01	1,097.01	—	1,097.01	1,097.01
Asian Development Fund	47.40	47.40	47.40	—	47.40	47.40
African Development Bank - capital	32.42	32.42	—	n.a.	—	—
African Development Fund	171.30	171.30	171.30	0.00	171.30	171.30
International Fund for Agricultural Development	30.00	30.00	—	n.a.	30.00	30.00
Title VI. Export Assistance	-81.75	-335.6	-725.39	116.15%	-62.30	76.20
Export-Import Bank (net)	-139.00	74.55	-612.5	516.82%	65.70	65.70
Overseas Private Investment Corporation	-250.80	-235.80	—	n.a.	—	—
Development Finance Institution	—	—	-69.00	n.a.	-203.00	-69.00
Trade & Development Agency	79.50	79.50	12.11	-84.77%	75.00	79.50
State, Foreign Ops & Related Programs, TOTAL	**54,210.67 (12,018.00)**	**54,376.91 (8,000.00)**	**42,882.51 —**	**-21.14%**	**56,551.66 (8,000.00)**	**55,475.38 (8,282.46)**
Add Ons/ Rescissions, net	-33.77	-319.62	—	n.a.	—	-316.48 (282.46)
State-Foreign Ops Total, Net of Rescissions	**54,176.90 (12,018.00)**	**54,057.29 (8,000.00)**	**42,882.51 —**	**-20.67%**	**56,551.66 (8,000.00)**	**55,158.90 (8,000.00)**

Sources: FY2018 Actuals and the FY2020 request are from the FY2020 SFOPS CBJ; FY2019 enacted data are from P.L. 116-6, Division F.; H.R. 2740 and S. 2583 in the 116th Congress.

Notes: Figures in brackets are subsumed in the larger account above and are not counted against the total. Figures in parentheses are amount designated as Overseas Contingency Operations (OCO) and are subsumed in the larger account number above them. "Enduring" funding is also sometimes referred to as "base" or "ongoing" funding in budget documents. Numbers may not add due to rounding. "n.a." = not applicable.

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 appropriation: foreign food aid programs (P.L. 480 Title II Food for Peace 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 Department of State, Foreign Operations, and Related Programs appropriation measure includes funding for certain international commissions that are not part of the International Affairs Function 150 account.

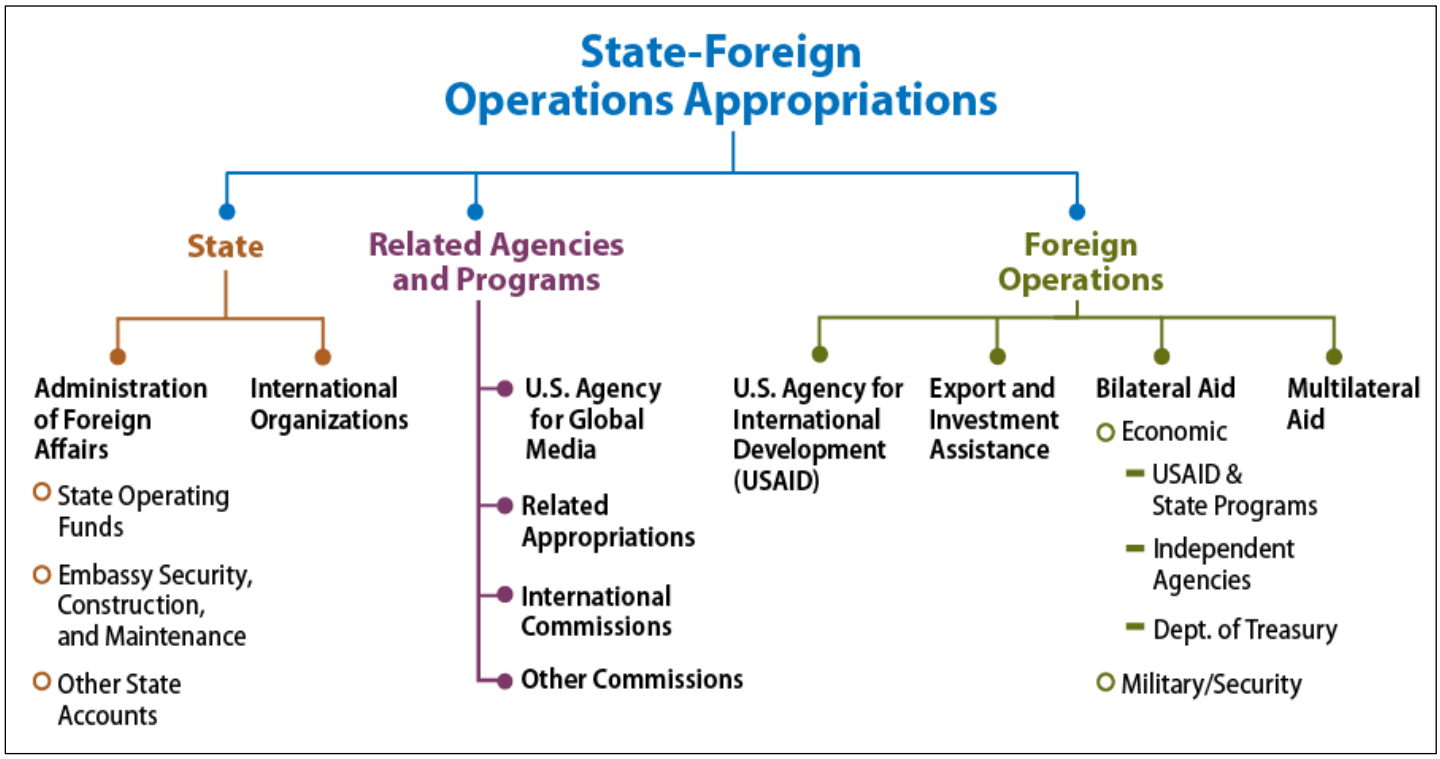
Table B-1. International Affairs Budget
FY2018 Actual, FY2019 Enacted, and FY2020 Request
(in millions of current U.S. dollars)

	FY2018 Actual	FY2019 Enacted (P.L. 116-6)	FY2020 Request	% change FY19 Enacted vs FY20 Request
State-Foreign Operations, excluding commissions[a]	54,388.39	54,220.71	42,750.88	-21.15%
Commerce-Justice-Science				
Foreign Claims Settlement Commission	2.41	2.41	2.34	-2.90%
Int'l Trade Commission	93.70	95.00	91.10	-4.11%
Agriculture				
P.L. 480	1,716.00	1,716.00	—	-100.00%
McGovern-Dole	207.63	210.26	—	-100.00%
Total International Affairs (150)	**56,408.13**	**56,244.38**	**42,844.32**	**-23.82%**

Source: Congressional Budget Justification, Department of State, Foreign Operations, and Related Programs, Fiscal Years 2017, 2018, and FY2019, and the FY2019 addendum; P.L. 114-254; P.L. 115-31; H.R. 3362; H.R. 3268; S. 1780, P.L. 115-141, P.L. 116-6, U.S. International Trade Commission FY2019 Budget Justification, and CRS calculations.

a. Includes mandatory spending from the Foreign Service retirement account, and does not align with budget justification figures that only count discretionary spending. Funding for certain international commissions appropriated in the State-Foreign Operations bill are excluded here because they fall under function 300 of the budget, not function 150 (International Affairs).

Appendix C. SFOPS Organization Chart



Source: Created by CRS from annual SFOPS legislation.

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