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Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations

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SUMMARY

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Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations

Each year, Congress considers 12 distinct appropriations measures to fund federal programs and activities. One of these is the Department of State, Foreign Operations, and Related Programs (SFOPS) bill, which includes funding for U.S. diplomatic activities, cultural exchanges, development and security assistance, and participation in multilateral organizations, among other international activities. On May 28, 2021, the Biden Administration released its proposed FY2022 budget request, which called for $62.656 billion in new budget authority for SFOPS accounts ($62.121 billion net of rescissions of prior year funding).

The FY2022 request was about 13% less than the total FY2021 enacted level, which included nearly $16 billion in emergency funds, but 11.4% more than enacted FY2021 levels when emergency funding is excluded. Recent annual budget proposals and appropriations measures have divided these funds into two main components:

- **Department of State and Related Agency** accounts. These funds, provided in Title I of the SFOPS appropriation, primarily support Department of State diplomatic and security activities and would increase by nearly 5% under the FY2022 request compared with FY2021 total enacted levels. The Administration proposed noteworthy increases for contributions to international organizations, international peacekeeping activities, and diversity and inclusion programming, among other priorities.
- The **Foreign Operations** accounts. These funds, provided in Titles II-VI of the SFOPS bill, fund most foreign assistance activities. These accounts would see an almost 19% reduction under the FY2022 request compared with total enacted FY2021 funding, but an increase of 12% if FY2021 emergency funds are excluded. The Administration proposed increases for multilateral assistance, including contributions to multilateral efforts to combat climate change. Other notable proposals include increases to the Global Health Programs, Development Assistance, and Economic Support Fund accounts—in part to address the first- and second-order effects of the Coronavirus Disease 2019 (COVID-19) pandemic—as well as an increase to USAID's operating account to hire new personnel and invest in Diversity, Equity, and Inclusion efforts.

The House Appropriation Committee passed a FY2021 SFOPS bill, H.R. 4374, on July 1, 2021, which was approved by the full House on July 28, 2021. The bill would provide a total of $62.401 billion in net budget authority for SFOPS accounts ($62.976 billion pre-rescissions). FY2022 SFOPS legislation has not been introduced in the Senate. A continuing resolution, P.L. 117-43, was enacted on September 30, 2021 to continue funding federal agencies in FY2022, largely at FY2021 levels, until December 3, 2021.

An account-by-account comparison of the FY2022 SFOPS request, FY2022 SFOPS legislation, and FY2021 SFOPS enacted funding is presented in **Appendix A**. **Appendix B** provides a similar comparison, focused specifically on the International Affairs budget. **Appendix C** depicts the organization of the SFOPS appropriation.

This report tracks SFOPS appropriations, comparing funding levels for accounts and purposes across FY2022 proposals and prior year enacted appropriations. It does not provide extensive analysis of international affairs policy issues. For in-depth analysis and contextual information on international affairs issues, consult the wide range of CRS reports on specific subjects, such as global health, diplomatic security, and U.S. participation in the United Nations. For more information on SFOPS accounts, see CRS Report R40482, *Department of State, Foreign Operations Appropriations: A Guide to Component Accounts*, by Nick M. Brown and Cory R. Gill.

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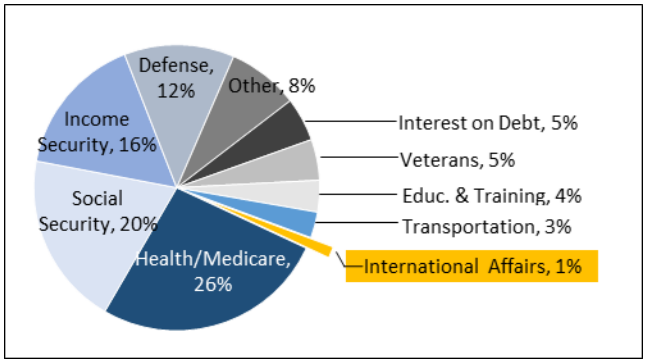
Overview

On May 28, 2021, the Biden Administration released its proposed FY2022 budget request, which calls for $62.656 billion in new budget authority for SFOPS accounts ($62.121 billion if proposed rescissions of prior year funding are subtracted).[1]

SFOPS funds support a wide range of U.S. activities around the world, including the operation of U.S. embassies; diplomatic activities; educational and cultural exchanges; international development, security, and humanitarian assistance; and U.S. participation in multilateral organizations. The SFOPS appropriation closely aligns with the International Affairs budget function,[2] which typically represents about 1% of the annual federal budget and would do so again under the FY2022 budget proposal (see **Figure 1**).

Figure 1. International Affairs as a Portion of the Federal Budget, FY2022 Est.



Sources: FY2022 Budget Historic Table 5.1; CRS calculations.

Note: Reflects estimated budget authority, FY2022.

The Administration's FY2022 request may be compared to FY2021 funding in various ways. For example, the requested amount is

- 13% less than the total FY2021 enacted level, which includes almost $16 billion in emergency funds; and
- 11% more than the enacted FY2021 level when emergency funding, used primarily for Coronavirus Disease 2019 (COVID-19) response, is excluded.[3]

The FY2022 SFOPS request, the first of the Biden Administration, is significantly higher than all Trump Administration SFOPS budget requests (**Table 1**). It is also higher, though to a lesser degree, than most SFOPS total funding levels enacted in the past decade, in current dollars (**Figure 2**).

[1] Rescissions of prior year funding do not affect new funding levels, but are considered when calculating the total budget impact of a proposal for purposes such as compliance with the subcommittee's 302(b) allocation or spending caps imposed by law.

[2] The SFOPS budget aligns closely but not exactly with Function 150 (International Affairs) of the federal budget. The primary exception is international food aid programs, which are part of Function 150 but funded through the agriculture appropriation. SFOPS also includes funding for international commissions in the Function 300 budget.

[3] For information on international affairs funding for COVID-19 response, see CRS In Focus IF11496, *COVID-19 and Foreign Assistance: Issues for Congress*, by Nick M. Brown, Marian L. Lawson, and Emily M. Morgenstern, and CRS Report R46319, *Novel Coronavirus 2019 (COVID-19): Q&A on Global Implications and Responses*, coordinated by Tiaji Salaam-Blyther.

Table 1. SFOPS Requests and Actual Funding, FY2013-FY2022

(In billions of current U.S. dollars)

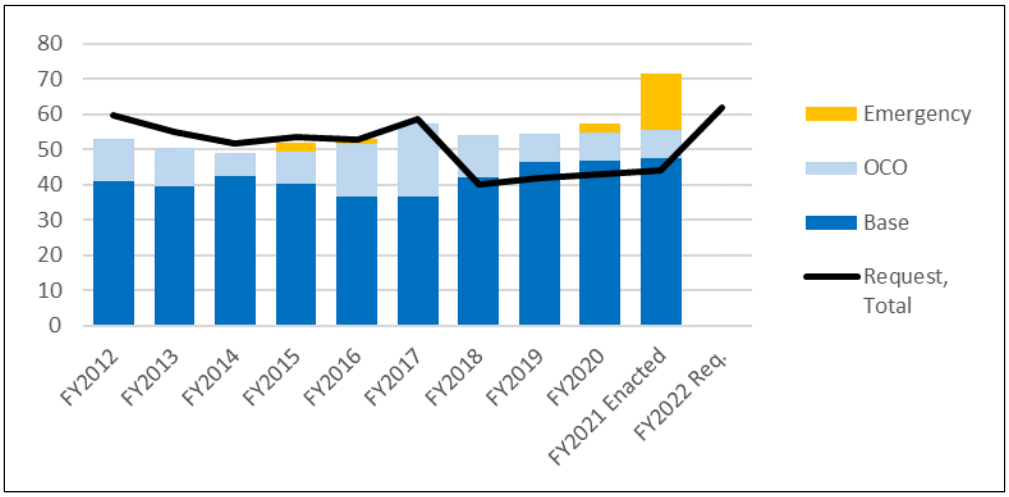
	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022
Request	56.41	51.96	55.01	54.83	60.21	40.21	41.66	43.10	44.12	62.66
Actual	51.91	50.89	54.39	54.52	59.78	54.18	54.38	57.37	71.58	
Difference	-8.0%	-2.1%	-1.1%	-0.6%	-0.7%	+34.7%	+30.5%	+33.1%	+62.2%	

Sources: Annual SFOPS Congressional Budget Justifications (CBJs) prepared by the Department of State and U.S. Agency of International Development; P.L. 116-6; P.L. 116-94; P.L. 116-123; P.L. 116-136; P.L. 116-260; P.L. 117-2; P.L. 117-31.

Note: Actuals include supplemental and emergency funds.

Figure 2. SFOPS Funding, FY2010-FY2022

(In billions of current U.S. dollars)



Sources: Annual SFOPS CBJs; P.L. 116-94; P.L. 116-123; P.L. 116-136; P.L. 116-260; P.L. 117-2; P.L. 117-31; CRS calculations.

Overseas Contingency Operations and Emergency Funds

From FY2012 to FY2021, the appropriations process has been shaped by discretionary spending caps put in place by the Budget Control Act of 2011 (BCA; P.L. 112-25). Congress managed the constraints imposed by the BCA in part by repeatedly amending the BCA to raise the caps, and also by designating a portion of annual SFOPS appropriations as "Overseas Contingency Operations" (OCO) or "emergency" funding, both of which were excluded from BCA discretionary budget limits.[4] Congress began using the OCO designation in SFOPS appropriations in FY2012. OCO's use expanded considerably in funding level and scope until FY2017, when

[4] While OCO and emergency funding limited the impact of the BCA on international affairs funding, such funding was reduced in FY2013 through the sequestration provisions in the BCA. For more information, see CRS Report R42994, *The Budget Control Act, Sequestration, and the Foreign Affairs Budget: Background and Possible Impacts*, by Susan B. Epstein.

OCO-designated SFOPS funding peaked at $20.80 billion (nearly 35% of SFOPS funds that year), before leveling off at $8 billion annually between FY2019 and FY2021.[5]

In addition to OCO funds, Congress has periodically used funding designated as "emergency" to address a range of unanticipated needs. This designation was used in FY2020 and FY2021 to address needs related to the COVID-19 pandemic abroad and humanitarian assistance for Afghanistan and Afghan refugees. Like OCO-designated funding, emergency-designated funding did not count toward the BCA discretionary spending caps and could therefore be used as an alternative to the OCO designation. Before the use of OCO in SFOPS, supplemental emergency appropriations were the primary mechanism for funding contingency activities.

The FY2022 appropriations cycle is the first in a decade for which the BCA is not a factor, and may mark the end of the OCO designation within SFOPS legislation. While Administrations have not requested OCO funding in the international affairs budget since FY2018, the FY2022 House-passed bill is the first SFOPS legislation since FY2012 to not include OCO-designated funds. Although BCA spending caps no longer apply, SFOPS spending is limited by the subcommittee allocation approved in the annual budget resolution or by the Appropriations Committee (**Table 2**). Emergency-designated funding does not count toward this allocation, so Congress may continue to use the emergency designation for supplemental funding to address unanticipated needs in FY2022.

OCO-designated funding has become largely indistinguishable from base funding in terms of the activities it supports, whereas emergency-designated funding continues to be used primarily for short-term needs arising from unanticipated events. For this reason, this report generally groups base and OCO funding together, comparing FY2022 proposed funding levels with total FY2021 enacted funding (base + OCO + emergency) as well as to nonemergency funding (base + OCO) to serve various analytic purposes.

Congressional Action

Congressional action on FY2022 appropriations began with subcommittee hearings before the Administration's full request was transmitted to Congress in late May—months later than is typical, although late submissions are not unusual at the start of a new Administration. **Table 2** shows the status of congressional action on FY2022 SFOPS legislation, and will be updated as necessary.

Table 2. Status of FY2022 SFOPS Appropriations

(funding levels in billions of U.S. dollars)

	302(b) Allocations		Committee Action		Floor Action		Conference Agreement		
Chamber	**House**	**Senate**	**House**	**Senate**	**House**	**Senate**	**House**	**Senate**	**Final**
Date	7/16/21		7/1/21		7/28/21				
Total $	62.401		62.401		62.401				

Source: H.R. 4374; H.Rept. 117-91.

Notes: The 302(b) allocation of budget authority does not include emergency or OCO funds, or the mandatory funds in the Foreign Service Retirement account. Funding totals account for rescissions.

[5] 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 Emily M. Morgenstern.

House Legislation. The House SFOPS subcommittee approved a FY2022 bill, H.R. 4374, by voice vote on June 18, 2021. The legislation, which includes $63.976 billion in new SFOPS budget authority ($62.401 after rescissions), was approved by the full Appropriations Committee on July 1, 2021, and by the House of Representatives on July 28, 2021.

Senate Legislation. FY2022 SFOPS legislation has not been introduced in the Senate to date.

Continuing Resolution. No appropriations legislation for FY2022, including for SFOPS, was enacted before FY2022 began on October 1, 2021. To prevent a lapse in appropriations, a continuing resolution, P.L. 117-43, was enacted on September 30, 2021, to continue funding federal agencies in FY2022, largely at FY2021 levels, until December 3, 2021.[6]

State Department Operations and Related Agency Funding Highlights

The Biden Administration's FY2022 request seeks $18.4 billion in funding for the Department of State and Related Agency appropriations accounts, or approximately 5% more than the FY2021 enacted level of $17.5 billion. Priorities the Administration intends to fund through these accounts in FY2022 include

- revitalizing the foreign policy workforce and broadening diversity, equity, and inclusion;
- modernizing the State Department's information technology and enhancing cybersecurity;
- supporting international organizations and peacekeeping; and
- sustaining security operations and consular services.[7]

Table 3. State Department and Related Agency: Selected Accounts

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

Account	FY2020 Actual	FY2021 Enacted	FY2022 Request	% change, FY21 enacted to FY22 request	FY2022 House
Diplomatic Programs	9.51	9.37	9.49	1.2%	9.48
Worldwide Security Protection	*4.10*	*4.12*	*4.08*	-1.1%	*4.08*
Embassy Security, Construction & Maintenance	1.98	1.95	1.98	1.7%	2.00
Educational & Cultural Exchange Programs	0.74	0.74	0.74	0.1%	0.75
International Organizations	3.00	2.96	3.59	21.2%	3.59
U.S. Agency for Global Media	0.81	0.80	0.81	0.9%	0.82

[6] P.L. 117-43 also included FY2022 SFOPS account funding in Division C, Title IV: $276.9 million for Emergency Diplomatic and Consular Services, $400 million for International Disaster Assistance, and $1,076.1 million for Emergency Refugee and Migration Assistance. It is unclear how this funding will affect final FY2022 appropriations.

[7] U.S. Department of State, *FY2022 Budget Request*, slide presentation, May 28, 2021, p. 10.

Account	FY2020 Actual	FY2021 Enacted	FY2022 Request	% change, FY21 enacted to FY22 request	FY2022 House
State and Related Agency Total (includes Function 300 funding and other commissions)	17.64	17.49	18.35	4.9%	18.20

Sources: FY2022 SFOPS CBJ; H.R. 4373; P.L. 116-260; CRS calculations. State and Related Agency totals include additional funding for accounts not listed above.

Diplomatic Programs

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

- most domestic and overseas Foreign Service and Civil Service personnel salaries;
- the State Department's recruitment, diversity, and inclusion programs;
- public diplomacy programs; and
- the operations and programs of the State Department's strategic and managerial units, including the Bureaus of Administration, Budget and Planning, Information Resource Management (the State Department's information technology bureau), and Legislative Affairs as well as the Office of the Chief of Protocol.[8]

The Biden Administration's FY2022 request for the Diplomatic Programs account totals $9.5 billion, approximately 1% more than the $9.4 billion Congress provided in FY2021. As part of the Biden Administration's stated commitment to revitalizing the foreign policy workforce, it is requesting funding for an additional 485 Foreign Service and Civil Service positions, 337 of which would be funded through Diplomatic Programs.[11] Within this request are 130 new Foreign Service Officer positions the Administration has indicated will be focused on advancing U.S. prosperity and countering Chinese economic influence, defending U.S. interests against malign influence from

Consular and Border Security Programs

The Consular and Border Security Programs (CBSP) account funds many of the State Department's core consular functions, including the adjudication of visa and passport applications. While CBSP is typically funded through consular fees and surcharges, fee collections have declined considerably amid global travel restrictions imposed during the COVID-19 pandemic.[9] The Biden Administration is forecasting that fee collections will remain below pre-COVID-19 levels during FY2022. It is therefore requesting that Congress provide a $320 million appropriation for the CBSP account, extend broadened fee expenditure and transfer authorities that were enacted during the COVID-19 pandemic, and authorize new or increased consular fees or surcharges.[10] If enacted, the House bill would appropriate $320 million for CBSP and include some, but not all, of the fee-related legislative provisions the Biden Administration requested.

[8] U.S. Department of State, *Congressional Budget Justification: Department of State, Foreign Operations, and Related Programs, Fiscal Year 2022*, pp. 16-20.

[9] To review the statutory authorization for the CBSP account, see Division J, Title VII, Section 7081 of P.L. 115-31.

[10] U.S. Department of State, *Congressional Budget Justification, Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2022*, pp. 68-79

[11] Ibid., p. 6.

Russia and other foreign actors, and engaging with the United Nations and other organizations.[12] The request includes funding for 20 new Civil Service positions to support the Bureau of Information Resource Management's cybersecurity and risk management programs.[13]

The Biden Administration's Diplomatic Programs request also includes $46.5 million for diversity and inclusion resources, which would be $25.1 million more than the funding provided for these purposes in FY2021.[14] Among other priorities, the request proposes language for inclusion in the FY2022 SFOPS appropriations measure that the State Department maintains would expand its ability to offer paid internships and $10 million to fund such internships. The State Department notes that providing compensation for interns will "ensure that all eligible candidates can take advantage of [internship programs], regardless of background."[15] The request also prioritizes disability hiring programs; additional diversity and inclusion content within orientation, leadership, and tradecraft classes for State Department personnel; and coaching services for employees from under-represented groups.[16]

House Legislation. If enacted, H.R. 4373 would appropriate approximately $9.5 billion for Diplomatic Programs. This overall funding level is less than the Biden Administration's request (see **Table 3**). The House bill seeks to provide $3.2 billion for the Diplomatic Programs account's Human Resources funding category (through which funds are directed toward salaries for domestic and overseas U.S. direct hire employees), identical to the Biden Administration's request for Human Resources.[17] Additionally, the House Appropriations Committee report accompanying this bill states that it provides sufficient resources for the Administration to "restore and expand" the State Department's workforce.[18] With respect to diversity and inclusion, the committee report notes that the bill includes funding for the State Department "to prioritize initiatives aimed at making real and sustainable progress in diversifying our foreign policy workforce."[19] Furthermore, H.R. 4373 includes language similar to what the State Department requested that, if enacted, would enable the State Department to offer additional paid internships. The committee report recommends not less than $10 million for this purpose, in line with the Administration's request.[20]

Diplomatic Security

The Worldwide Security Protection (WSP) allocation within the Diplomatic Programs account and the Embassy Security, Construction, and Maintenance (ESCM) account are often referred to as the "diplomatic security accounts" within SFOPS. WSP funds the Bureau of Diplomatic Security (DS), which is responsible for implementing the State Department's security programs

[12] Ibid., p. 48

[13] Ibid., p. 50.

[14] Ibid., p. 46.

[15] Ibid., pp. 41, 95.

[16] Ibid., pp. 90, 95-96.

[17] U.S. Congress, House Committee on Appropriations, *State Foreign Operations, and Related Programs Appropriations Bill, 2022*, report to accompany H.R. 4373, 117th Cong., 1st sess., H.Rept. 117-84, (Washington, DC: GPO, 2020), p. 10; U.S. Department of State, *Congressional Budget Justification, Appendix 1*, pp. 48, 53.

[18] House Committee on Appropriations, *State Foreign Operations, and Related Programs Appropriations Bill, 2022*, p. 4.

[19] House Committee on Appropriations, *State Foreign Operations, and Related Programs Appropriations Bill, 2022*, p. 6.

[20] Ibid., p. 12. See also Section 7063(d)(4) of H.R. 4373.

to protect U.S. embassies and other overseas posts, diplomatic residences, and domestic State Department offices.[21] The ESCM account funds the Bureau of Overseas Building Operations, which is tasked with providing U.S. diplomatic and consular missions overseas with secure, functional, and resilient facilities and serving as the single manager for nonmilitary U.S. Government real property abroad.[22]

For FY2022, the Administration requested approximately $6.1 billion for the diplomatic security accounts: $4.1 billion for WSP and $2.0 billion for ESCM. The Administration's request is less than the funding Congress provided for these accounts in FY2021 (see **Table 4**).

Table 4. Diplomatic Security Annual Appropriations, FY2020 Actual-FY2022 Request

(In billions of current U.S. dollars, includes OCO funds)

Account	FY2020 Actual	FY2021 Enacted	FY2022 Request	% change, FY21 enacted to FY22 request	FY2022 House
Worldwide Security Protection	4.10	4.12	4.08	-1.1%	4.08
Embassy Security, Construction, and Maintenance	1.98	1.95	1.98	1.7%	2.00
Diplomatic Security (total)	**6.08**	**6.07**	**6.06**	**-0.2%**	**6.08**

Sources: FY2022 SFOPS CBJ; H.R. 4373 P.L. 116-260; CRS calculations.

Notes: Percentage changes may not reflect numbers included in this table due to rounding. Annual appropriations data do not reflect available carryover funds.[23]

The Administration's FY2022 WSP-funded priorities include 70 new DS overseas special agent positions, which it maintains are "instrumental to reducing overseas staffing gaps and mitigating future year retirement trends."[24] The request also seeks funding for expanding the Assistant Regional Security Officer Investigator (ARSO-I) program to combat visa and passport fraud and related human trafficking concerns, among other priorities.[25] With regard to ESCM, the request calls for around $1 billion for the State Department's share of the Capital Security Cost Sharing and Maintenance Cost Sharing Programs (CSCS/MCS), which fund the planning, design, construction, and maintenance of the United States' overseas diplomatic posts. The Administration maintains that this request, when combined with contributions from other agencies with overseas personnel, will fund these programs at the $2.2 billion level recommended by the Benghazi Accountability Review Board.[26]

[21] U.S. Department of State, *Congressional Budget Justification*, p. 20.

[22] U.S. Department of State, *Congressional Budget Justification, Appendix 1*, pp. 2, 321.

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

[24] Ibid., p. 21.

[25] SFOPS CBJ for FY2022 Appendix, pp. 304-305, at https://www.usaid.gov/results-and-data/budget-spending/congressional-budget-justification/fy2022. For background on ARSO-I, see U.S. Department of State, Bureau of Diplomatic Security, "The Investigative Global Force Multiplier: Diplomatic Security Service's Assistant Regional Security Officer-Investigators," May 27, 2020, at https://www.state.gov/the-investigative-global-force-multiplier-diplomatic-security-services-assistant-regional-security-officer-investigators/.

[26] Ibid., p. 322.

House Legislation. H.R. 4373, if enacted, would appropriate funding for WSP at a level identical to the Biden Administration's request and include slightly ($12.3 million) more funding for ESCM.[27] H.R. 4373 does not directly address the Administration's request for additional overseas DS special agents. The report accompanying this bill states that it includes the funding the Administration requires to hire additional State Department personnel more generally.[28] Neither the bill nor the committee report specifically address the proposed ARSO-I expansion. However, the bill appears to include sufficient funding to expand the program, as the overall funding it appropriates for WSP is equal to the Administration's request. Regarding the ESCM account, the House bill would provide around $2.1 billion for the CSCS/MCS programs (when factoring in all funding sources), or nearly 4% less than the Biden Administration's request.[29] The House bill appropriates $12.3 million more than the Biden Administration requested in overall funding for ESCM. If enacted, the bill would thus include more funding than requested for other ESCM-funded priorities.[30]

Assessed Contributions to International Organizations and Peacekeeping Missions

The Contributions to International Organizations (CIO) account is the funding vehicle for the United States' payments of its assessed contributions (membership dues) to 43 international organizations. These include the United Nations (U.N.) and organizations in the U.N. system (among them the World Health Organization, or WHO), inter-American organizations such as the Organization of American States, and regional organizations including the North Atlantic Treaty Organization (NATO).[31] Separately, the United States pays its assessed contributions to U.N. peacekeeping missions through the Contributions for International Peacekeeping Activities (CIPA) account.[32] U.S. funding to international organizations is also provided through various SFOPS multilateral assistance accounts (see "Foreign Operations Highlights," below).

The Biden Administration requested a combined $3.6 billion for these accounts for FY2022. If enacted, this funding level would total a 21% increase from the funds Congress appropriated for FY2021. **Table 5** shows recent funding levels for each account.

[27] The Biden Administration's precise requests for WSP and ESCM, as provided in the State Department's FY2022 Congressional Budget Justification, total $4,075,899,000 and $1,983,149,000, respectively. The funding totals in the House bill for WSP and ESCM total $4,075,899,000 and $1,995,449,000, respectively.

[28] House Committee on Appropriations, *State Foreign Operations, and Related Programs Appropriations Bill, 2022*, p. 4.

[29] The Biden Administration's request totaled $2,204,997,000. If enacted, the House bill would provide $2,124,000,000. See *Congressional Budget Justification, Appendix 1*, p. 323, and House Committee on Appropriations, *State Foreign Operations, and Related Programs Appropriations Bill, 2022*, p. 24.

[30] Such priorities may include the Compound Security Upgrade Program, which funds comprehensive security upgrade projects at U.S. overseas posts and anti-ram vehicle barrier installations, among other projects. See U.S. Department of State, *Congressional Budget Justification, Appendix 1*, p. 323.

[31] U.S. Department of State, *Congressional Budget Justification*, pp. 48-49.

[32] Ibid., pp. 51-53.

Table 5. U.S. Payments of Assessments to International Organizations and Peacekeeping Missions, FY2019-FY2021 Request

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

Account	FY2020 Actual	FY2021 Enacted	FY2022 Request	% change, FY21 enacted to FY22 request	FY2022 House
Contributions to International Organizations	1.47	1.51	1.66	10.4%	1.66
Contributions for International Peacekeeping Activities	1.53	1.46	1.93	32.4%	1.93
Total	**3.00**	**2.97**	**3.59**	**21.2%**	**3.59**

Sources: FY2022 SFOPS CBJ; H.R. 4373; P.L. 116-260; CRS calculations.

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

The Biden Administration maintains that its CIO request provides funding for "international programs and organizations whose missions substantially advance U.S. foreign policy interests." The Administration further notes that the request reflects its expectation that international organizations should "rein in costs," improve their efficiency and effectiveness, enhance their accountability and transparency, and share funding burdens more equitably among member states.[33] Among other priorities, the request seeks $75 million for payments to the U.N. Educational, Scientific, and Cultural Organization (UNESCO).[34] The Administration is also requesting authority for the United States to rejoin UNESCO.[35] The Trump Administration withdrew the United States from UNESCO in 2018.[36]

For CIPA, the Biden Administration asserts that its FY2022 request advances its intent to fully fund the United States' U.N. peacekeeping commitments and pay down over $900 million in arrears that have accumulated over the past four years (this figure excludes previously accumulated arrears).[37] The accumulation of such arrears owes in part to the United Nations' current assessment of the U.S. share of U.N. peacekeeping budgets, which totals 27.89%. This exceeds the 25% congressional cap on payments for this purpose that Congress has kept in place since 1994 due to concerns that U.S. assessments are too high.[38] The Biden Administration's

[33] U.S. Department of State, *Congressional Budget Justification*, pp. 48-49.

[34] U.S. Department of State, *Congressional Budget Justification, Appendix 1*, p. 363

[35] For additional background, see CRS In Focus IF10354, *United Nations Issues: U.S. Funding to the U.N. System*, by Luisa Blanchfield.

[36] For more information, see CRS Insight IN10802, *U.S. Withdrawal from the United Nations Educational, Scientific and Cultural Organization (UNESCO)*, by Luisa Blanchfield.

[37] For an overview of U.N. peacekeeping arrears accumulated prior to 2017, see CRS In Focus IF10597, *United Nations Issues: U.S. Funding of U.N. Peacekeeping*, by Luisa Blanchfield.

[38] Over the years, the gap between the actual U.S. assessment and the cap led to 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 missions) to fund outstanding U.S. balances. For several years, these actions allowed the United States to pay its peacekeeping assessments in full. However, since FY2017 Congress has declined to raise the cap, and in mid-2017, the Trump Administration allowed for the application of peacekeeping credits up to, but not beyond, the 25% cap—which has led to the accumulation of about $920 million in U.S. arrears from FY2017 to FY2020. For more information, see CRS In Focus IF10597, *United Nations Issues: U.S. Funding of U.N. Peacekeeping*, by Luisa Blanchfield. See also U.S. Department of State, *Congressional Budget Justification*, p. 51.

request asks for $300 million to begin paying down such arrears; the Administration intends to pay down the remainder in FY2023.[39] The request also proposes language that, if enacted, would authorize the State Department to make funds available for U.N. peacekeeping missions above the aforementioned 25% statutory cap.[40]

House Legislation. If enacted, the House bill would fund CIO and CIPA at the levels the Biden Administration requested. While the bill seeks to provide an appropriation for CIO that is equal to the Biden Administration's request, which incorporates requested funding for UNESCO, the bill does not include the waiver authority the Biden Administration requested that would allow the United States to rejoin the organization. The House bill includes both the $300 million the Biden Administration requested for the payment of peacekeeping arrears and requested legislative language to allow the State Department to make funds available for U.N. peacekeeping missions in excess of the 25% statutory cap.[41]

Foreign Operations Highlights

The SFOPS appropriation's foreign operations accounts comprise the majority of U.S. foreign assistance included in the international affairs budget; the remainder is enacted in the agriculture appropriation, which provides funding for the Food for Peace Act, Title II and McGovern-Dole International Food for Education and Child Nutrition Programs.[42] The Biden Administration's FY2022 request for Foreign Operations accounts totals $44.3 billion. The total foreign assistance request, including the food assistance provided in the agriculture appropriation, totals $46.1 billion, representing an 11% increase from FY2021-enacted nonemergency funds (i.e., base and OCO) and a nearly 20% decrease from total enacted FY2021 appropriations (i.e., base, OCO, and emergency funds to address COVID-19 abroad, certain assistance for Sudan, and humanitarian assistance for Afghanistan and Afghan refugees). See **Table 6** for a more detailed breakdown.

Table 6. Foreign Assistance, by Type, FY2020-FY2022

(In millions of current U.S. dollars)

Type	FY2020 Actual	FY2021 Enacted Base + OCO	FY2021 Enacted Total[a]	FY2022 Request	% Change, FY2021 Non-Emerg. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
USAID Administration	1,766.05	1,711.45	1,752.45	1,862.65	8.8%	6.3%	1,790.62
Global Health Programs	9,559.95	9,195.95	13,195.95	10,050.95	9.3%	-23.8%	10,641.45
Non-Health Development Assistance (includes Treasury Technical Assistance)	8,119.08	8,302.04	17,797.04	9,902.11	19.3%	-44.4%	9,272.00

[39] U.S. Department of State, *FY2022 Budget Request*, slide presentation, p. 42.

[40] SFOPS CBJ for FY2022 Appendix 1, p. 397. See also 22 U.S.C. §287e note.

[41] House Committee on Appropriations, *State Foreign Operations, and Related Programs Appropriations Bill, 2022*, p. 6.

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

Type	FY2020 Actual	FY2021 Enacted Base + OCO	FY2021 Enacted Total[a]	FY2022 Request	% Change, FY2021 Non-Emerg. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
Humanitarian Assistance[b]	10,460.46	9,567.46	11,467.46	10,097.46	5.5%	-11.9%	10,267.46
Independent Agencies	1,474.00	1,393.50	1,393.50	1,393.50	0.0%	0.0%	1,430.00
Security Assistance	9,013.95	9,004.03	9,004.03	9,183.89	2.0%	2.0%	9,034.03
Multilateral Assistance	2,049.78	2,040.82	2,620.82	3,630.13	77.9%	38.5%	4,098.56
Export Promotion[c]	59.16	159.00	159.00	-13.61	-108.6%	-108.6%	223.80
Foreign Assistance Total	42,502.42	41,374.25	57,390.25	46,107.05	11.4%	-19.7%	46,757.92

Sources: SFOPS CBJ for FY2022; H.R. 4373; H.R. 4356; CRS calculations.

a. FY2021 enacted total includes emergency funding to address COVID-19 abroad, select assistance for Sudan, and humanitarian assistance for Afghanistan and Afghan refugees.

b. Includes Food for Peace Act, Title II funds appropriated in annual Agriculture appropriations.

c. Export Promotion numbers are negative when anticipated receipts and other offsetting collections are expected to exceed appropriations, resulting in a net gain to the Treasury.

The House FY2022 legislation provides a total of $46.8 billion for foreign assistance (includes food aid in the Agriculture appropriation, H.R. 4356). This represents a nearly 19% increase from FY2021-enacted nonemergency funds, a 14% decrease from total FY2021-enacted funding, and a 5% increase over the Biden Administration's request.

Cross-Cutting Issues

The Biden Administration's budget request articulates certain global priorities for FY2022. These include responding to climate change through bilateral and multilateral efforts, addressing the first- and second-order effects of the COVID-19 pandemic, and combating rising authoritarianism.

Climate Change

The Biden Administration has identified climate change response as a top priority. Multilaterally, the Biden Administration proposes a $625 million contribution to the Green Climate Fund, which would be the first U.S. contribution since FY2017. The request also includes $300 million for the Clean Technology Fund and $100 million for Multilateral Climate Change Adaptation Funds. Bilaterally, the Administration asserts that the request "increas[es] investments in systemic change that promotes adaptation resilience, renewable energy, and sustainable landscapes."[43] The Administration includes climate considerations in all regional-specific requests as well as certain sector-specific requests such as those for food security and gender.[44] The budget request also incorporates climate-related priorities into independent agency requests, such as those for the Peace Corps, Millennium Challenge Corporation, and the U.S. African Development Foundation.

[43] SFOPS CBJ for FY2022, p. 80.

[44] Ibid.

House Legislation. The House bill, H.R. 4373, provides funds for both multilateral and bilateral efforts to combat climate change. The bill includes $1.6 billion for the Green Climate Fund and $200 million for the Clean Technology Fund. The report designates additional funds for climate efforts and directs agencies to incorporate climate into foreign assistance activities. For example, climate change is listed as a key issue in a number of regions, including the Indo-Pacific, Central America, and sub-Saharan Africa. The committee further directs that funds be made available for "climate change integration at the activity level at USAID, especially to increase the technical expertise of USAID staff related to climate change mitigation and adaptation."

COVID-19

The FY2022 request proposes funds to address the first-order effects of the COVID-19 pandemic, including global health and humanitarian needs; second- and third-order effects, such as food security, education, and economic challenges; and long-term pandemic preparedness efforts. The proposed investments for COVID-19 response include, among others,

- $995 million for Global Health Security to "enhance the global COVID response and strengthen global health security";[45]
- humanitarian assistance funds through the International Disaster Assistance (IDA) and Migration and Refugee Assistance (MRA) accounts to aid the most vulnerable populations and maintain "global response capacity" in the wake of COVID-19;[46]
- Development Assistance (DA) education funds to "address the global learning crisis and respond to the impact of COVID-19 on education";[47] and
- Economic Support Fund (ESF) monies to help regions recover from the economic effects of COVID-19.[48]

House Legislation. The report accompanying the House measure (H.Rept. 117-84) notes that the bill

> makes a strong commitment to a global health architecture where every country has the systems and policies to proactively respond to, and mitigate, emerging health threats ... [and] provides a renewed commitment to development and the economic security of countries seeking to recover from the ravages of the pandemic including closed schools, lost livelihoods, and rising levels of gender-based violence and discrimination.

The measure and accompanying report provide $1 billion for Global Health Security; direct the USAID Administrator to address learning loss due to COVID-19, including through expanding access to distance learning materials and technology; and recommend that USAID design COVID-19-sensitive water, sanitation, and hygiene (WASH) programs, among other provisions.

Rising Authoritarianism

The Biden Administration's budget proposes funds to address rising authoritarianism and democratic backsliding, including in the context of COVID-19. A proposed $100 million for USAID's Bureau for Democracy, Development, and Innovation (DDI)—which is level when

[45] Ibid., p. 77.

[46] Ibid., pp. 84 and 95.

[47] Ibid., p. 81.

[48] Ibid., pp. 87-88.

compared to the FY2021 appropriation—"elevates anti-corruption, human rights, and countering authoritarianism as strategic and programmatic priorities."[49] The Administration also includes these priorities in some of its regional requests. The Assistance to Europe, Eurasia, and Central Asia proposal for Europe and Eurasia, for example, is "focused on defending democracy, rule of law, advancing human rights and gender equality, fighting corruption, and countering authoritarianism."[50]

House Legislation. The House report accompanying H.R. 4373 asserts its support for the Administration's "commitment to strengthening and preserving democracies worldwide." It provides funds for the Democracy Fund at the level the Administration requested—which would be even with the FY2021-enacted level—and provides additional funds for multilateral efforts, such as $4.5 million for the Organization of American States (OAS) Fund for Strengthening Democracy and $3.5 million for the U.N. Democracy Fund.

Foreign Operations Sectors

Global Health Programs (GHP)[51]

Most of the global health funding in the USAID and the Department of State budgets is used for the U.S. President's Emergency Plan for AIDS Relief (PEPFAR) and infectious disease control (see **Table 7**).[52] The Biden Administration requested $10.05 billion in total for global health programs in FY2022, a nearly 24% decrease from total FY2021 Global Health Programs account funding but a 9% increase when FY2021 emergency funds are excluded. Funding for global health security programs would increase by $825 million, or more than 429%, from FY2021 enacted nonemergency funding, which appears to reflect the Administration's interest in pandemic preparedness efforts in light of the COVID-19 pandemic.[53] The Biden Administration announced in January 2021 that it would reengage with WHO, and included "the repayment of arrears" to WHO in the President's FY2022 discretionary funding request summary.[54] These actions would reverse the Trump Administration's decision to halt U.S. funding to the WHO and "terminate" the U.S. relationship with the organization.[55]

The Biden Administration also

- reversed the Mexico City Policy which, when invoked by previous presidents, required nongovernmental organizations (NGOs) receiving U.S. foreign assistance for family planning programs to certify that they would not promote or perform abortion as a method of family planning, even with non-U.S. funds; and

[49] Ibid., p. 91.

[50] Ibid., p. 92.

[51] Prepared by Sara Tharakan, Analyst in Global Health and International Development, and Tiaji Salaam-Blyther, Specialist in Global Health.

[52] For more information, see CRS In Focus IF11758, *U.S. Global Health Funding: FY2017-FY2022 Request*, by Tiaji Salaam-Blyther. Congress also appropriates global health funding to the Centers for Disease Control and Prevention, all of which is focused on infectious disease prevention and control.

[53] SFOPS CBJ for FY2022.

[54] White House, *The President's FY2022 Discretionary Budget Request,* April 9, 2021, p. 26.

[55] For more on the Trump Administration's decisions regarding WHO, as well as the withdrawal process, see CRS Report R46575, *U.S. Withdrawal from the World Health Organization: Process and Implications*, coordinated by Tiaji Salaam-Blyther.

- revoked the Protecting Life in Global Health Assistance policy, which expanded the Mexico City Policy on family planning and reproductive health (FP/RH) funding to include all U.S. global health assistance.[56]

Additionally, the FY2022 budget request seeks funding increases for FP/RH programs (+$26 million), as well as for maternal and child health (+$24.5 million).[57]

Table 7. Global Health Appropriations, FY2017-FY2022

(In millions of current U.S. dollars)

	FY2018 Enacted	FY2019 Enacted	FY2020 Enacted	FY2021 Enacted	FY2022 Request	FY2022 House
HIV/AIDS	4,320.0	4,370.0	4,370.0	4,370.0	4,370.0	4,520.0
Global Fund	1,350.0	1,350.0	1,560.0	1,560.0	1,560.0	1,560.0
Total, State-GHP	5,670.0	5,720.0	5,930.0	5,930.0	5,930.0	6,080.0
HIV/AIDS	330.0	330.0	330.0	330.0	330.0	330.0
Tuberculosis	261.0	302.0	310.0	319.0	319.0	469.0
Malaria	755.0	755.0	770.0	770.0	770.0	820.0
MCH	829.5	835.0	851.0	855.0	879.5	880.0
Nutrition	125.0	145.0	150.0	150.0	150.0	160.0
Vulnerable Children	23.0	24.0	25.0	25.0	25.0	30.0
FP/RH	524.0	524.0	524.0	524.0	550.0	760.0
NTDs	100.0	102.5	102.5	102.5	102.5	112.5
GHS	72.5	100.0	100.0	190.0	995.0	1,000.0
Total, USAID-GHP	3,020.0	3,117.5	3,162.5	3,265.5	4,121.0	4,561.5
Emergency GHP				4,000.0		
Total, GHP	8,690.0	8,837.5	9,092.5	13,195.5	10,051.0	10,641.5

Sources: Created by Tiaji Salaam-Blyther, Specialist in Global Health, from appropriations legislation and engagement with USAID legislative affairs staff.

Notes: FY2021 emergency supplemental funding to combat COVID-19 abroad was enacted in Title IX of P.L. 116-260, but subaccount allocations were not specified. Table does not include funding for global health from other appropriations vehicles (e.g., CDC funding for global health activities appropriated through Labor-HHS). MCH = Maternal and Child Health; FP/RH = Family Planning and Reproductive Health; NTDs = Neglected Tropical Diseases; GHS = Global Health Security.

The House measure, H.R. 4373, provides $10.6 billion in global health funding for FY2022. The bill provides level or increased funding for each global health subaccount when compared with the Biden Administration's request. Compared with the Administration's request, the bill provides the largest increase (in dollar amount) to Family Planning/Reproductive Health and places a particular emphasis on global health security and health systems strengthening.

[56] For more information on the MCP see CRS Report R41360, *Abortion and Family Planning-Related Provisions in U.S. Foreign Assistance Law and Policy*, by Luisa Blanchfield.

[57] SFOPS CBJ for FY2022.

Humanitarian Assistance[58]

The U.S. government supports global efforts to assist people affected by conflict and natural disasters, consistently providing about one-third of total global humanitarian assistance. Such assistance is generally appropriated through global humanitarian accounts administered through the State Department and USAID, including the Migration and Refugee Assistance (MRA), Emergency Refugee and Migration Assistance (ERMA), and International Disaster Assistance (IDA) accounts in the SFOPS appropriation, and the Food for Peace, Title II account (FFP) in the Agriculture appropriation. Continuing a long-standing trend across Administrations, Congress has supported global humanitarian efforts at appropriation levels well above the budget request (see **Figure 3**).

Experts agree that the scope of global humanitarian and displacement crises has significantly worsened in recent years,[59] and the ongoing COVID-19 pandemic continues to exacerbate drivers of humanitarian need. The U.N. 2021 global humanitarian appeal for $36.1 billion is the highest ever. Enacted FY2021 U.S. humanitarian funding to date totals $11.467 billion, which is also a record high. This total includes emergency supplemental funds from P.L. 117-31 (comprising $500 million for ERMA and $100 million for MRA to address humanitarian needs in Afghanistan and to assist Afghan refugees) and at least $800 million in FFP funds and $500 million in MRA funds provided for a broad range of needs through the American Rescue Plan Act (ARPA, P.L. 117-2).[60]

[58] Prepared by Rhoda Margesson, Specialist in International Humanitarian Policy.

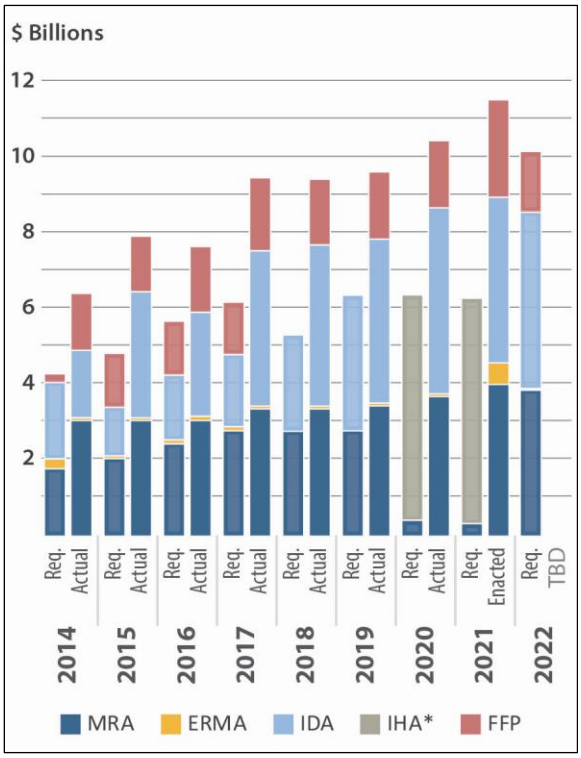
[59] The United Nations reported that, worldwide, more than 235 million people required humanitarian assistance and protection and nearly 82.4 million persons were forcibly displaced, the highest number on record. In addition, natural disasters and deepening environmental vulnerability due to climate change affect millions of people every year. U.N. Office for the Coordination of Humanitarian Affairs, *Global Humanitarian Overview 2021*, December 2020 and May 31, 2021 update. U.N. High Commissioner for Refugees, *Global Trends Report*, June 18, 2021 (latest available).

[60] Section 10003 of ARPA also included $3.09 billion under the Economic Support Fund authority "to be made available to the United States Agency for International Development to prevent, prepare for, and respond to coronavirus, which shall include support for international disaster relief, rehabilitation, and reconstruction, for health activities, and to meet emergency food security needs." It is unclear if any of these funds will be channeled through the humanitarian accounts.

The Biden Administration's budget request for FY2022 calls for $10.1 billion in humanitarian assistance to support displaced and vulnerable persons worldwide, or about 12% below the FY2021-enacted total. The request includes $3.8 billion for MRA, $100 million for ERMA, $4.7 billion for IDA, and $1.6 billion for FFP. It would shift $170.0 million from FFP to IDA's Emergency Food Security Program in a stated effort to increase flexibility in addressing urgent and growing food insecurity.

House Legislation. The House measure, H.R. 4373, would provide $8.5 billion in humanitarian funding through the MRA, ERMA, and IDA accounts. The House Agriculture appropriations bill, H.R. 4356, would provide $1.7 billion in FFP funding, bringing the total for humanitarian assistance to nearly $10.3 billion for FY2022, which represents an increase of close to 2% over the Administration's request.

Figure 3. U.S. Humanitarian Assistance, by Account (FY2014-FY2022 Req.)



Sources: Annual SFOPS CBJs and Omnibus Funding Legislation.

Notes: MRA = Migration and Refugee Assistance, ERMA = Emergency Refugee and Migration Assistance, IDA = International Disaster Assistance, IHA = International Humanitarian Assistance, FFP = Food for Peace. FY2020 enacted funding includes supplemental COVID-19 relief appropriations. FY2021-enacted funding includes emergency supplemental funds from P.L. 117-31 and ARPA. Figure produced with Edward Collins-Chase, Analyst in Foreign Policy.

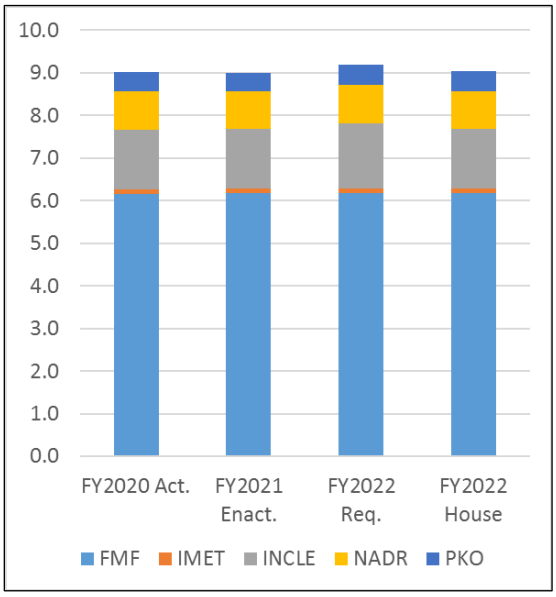
*IHA account proposed under the Trump Administration. Congress did not enact the proposed funding reductions or changes to humanitarian accounts.

Security Assistance

The Biden Administration request includes nearly $9.2 billion in security assistance, a 2% increase when compared with FY2021 enacted levels (see **Figure 4**). As in past years, Foreign Military Financing (FMF) accounts for the largest share of security assistance funding. The largest proposed increase is to the International Narcotics Control and Law Enforcement (INCLE) account. The Administration asserts that the 10% proposed increase in INCLE would largely help address the crime and violence that contribute to irregular migration to the United States, particularly from Central America. According to the request, $570 million, or 37% of proposed INCLE funding, would be allocated to these efforts in Central America. Other security assistance priorities identified in the request include countering terrorist threats, including those posed by the Islamic State (IS) and Al Qaeda; supporting implementation of the Global Fragility Act of 2019 (Div. J, Title V of P.L. 116-94); countering malign influences of China, Russia, and Iran; and bolstering regional stability in the Middle East, including through Peacekeeping Operations (PKO) support for the Multinational Force and Observers mission in the Sinai.

Figure 4. Security Assistance by Account, FY2021 Enact.-FY2022 Req.

(In billions of current U.S. dollars)



Sources: FY2022 SFOPS CBJ; P.L. 116-260.

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

House Legislation. H.R. 4373 would provide $9.0 billion in security assistance, representing a less than 1% increase from FY2021-enacted levels and a nearly 2% decrease from the Administration's request.

Development Assistance, Export Promotion, and Related Assistance

The remaining third of the FY2022 foreign operations request proposed to allocate funds to nonhealth development sectors, independent agencies, multilateral assistance, and export promotion agencies.

Development Sectors

The Biden Administration's request for FY2022 does not provide dollar amounts for many nonhealth development sectors but offers detail on program priorities within some sectors. For example, the Administration highlights investments in gender equality and equity, including $200 million in proposed funds for the Gender Equity and Equality Action Fund, which the Biden Administration named as the successor to the Trump Administration's Women's Global Development and Prosperity (W-GDP) Fund. Other key program areas include climate change

and the environment, democracy and governance to aid in the Administration's goal of countering rising global authoritarianism, and food security—in particular the Feed the Future Initiative.

House Legislation. When compared with FY2021-enacted levels, the House measure (H.R. 4373) provides level or increased funding for most nonhealth development sectors in FY2022 (see **Table 8**). The education sector would see a decrease of $35 million (3%) when compared with the FY2021-enacted level. The largest increase is to environmental programs, which would see an increase of $303.5 million (31%) over prior year appropriations.

Table 8. Select Development Sectors, FY2020-FY2022

(In millions of current U.S. dollars)

Sector	FY2020 Enacted	FY2021 Enacted	FY2022 House
Democracy Programs (excluding NED)	2,400.0	2,417.0	2,517.0
Education (basic and higher)	1,110.0	1,235.0	1,200.0
Food Security	1,005.6	1,010.6	1,100.0
Environment	906.7	986.7	1,290.2
Water and Sanitation	450.0	450.0	475.0
Gender	330.0	560.0	617.0
Trafficking in Persons	67.0	99.0	106.4
Reconciliation Programs	30.0	25.0	25.0
Micro and Small Enterprise	265.0	265.0	265.0

Sources: P.L. 116-94; P.L. 116-260; H.R. 4373.

Notes: NED = National Endowment for Democracy.

Independent Agencies

The Administration's request for FY2022 would maintain level funding for the Peace Corps, Inter-American Foundation (IAF), U.S. African Development Foundation (USADF), and the Millennium Challenge Corporation (MCC) when compared with FY2021-enacted levels. The House measure, H.R. 4373, provides increases to the Peace Corps (5%), IAF (17%), and USADF (30%), and maintains level funding for MCC for FY2022 when compared with FY2021-enacted levels.

Multilateral Assistance

As part of its stated efforts to strengthen U.S. multilateral engagement, the Administration's budget request includes increases to multilateral assistance for FY2022 when compared with total enacted funding for FY2021. The largest proposed increase is to the International Development Association, a World Bank agency that provides grants and loans to the world's least developed countries; it would see a nearly 43% increase over the FY2021-enacted level. As stated above, the request also proposes funds for climate efforts including the Green Climate Fund (see "Climate Change").

House Legislation. H.R. 4373 provides a total of $4.1 billion for multilateral assistance accounts in FY2022. This represents a 13% increase from the Biden Administration's request. The House measure emphasizes the Green Climate Fund, providing $1.6 billion for FY2022, a 156% increase from the Administration's proposed $625 million. The House bill does not increase

funding for the International Development Association, instead appropriating level funding when compared to FY2021.

Export Promotion

For FY2022, the Administration proposes increases to the Export-Import (Ex-Im) Bank and the U.S. International Development Finance Corporation (DFC) operating accounts to support agency priorities such as climate change response, clean energy, and sustainable infrastructure. In both instances, the Administration asserts that offsetting collections would reduce the agencies' budget burden. The Administration stated its expectation that the Ex-Im Bank, as in previous fiscal years, would return funds to the Treasury at the end of the fiscal year. Similarly, while the Administration stated that it does not expect the DFC to be entirely budget neutral, it asserts that collections would reduce the agency's budget burden to $128.4 million with an estimated $472.4 million in offsetting collections.

House Legislation. H.R. 4373 largely meets the Administration's proposal for funding for the Ex-Im Bank and DFC. An exception is the Ex-Im Bank's program budget, which would see a decrease of $5 million (50%) from the Administration's proposal. The House legislation provides increased funding for Ex-Im Bank and DFC when compared with the FY2021-enacted levels.

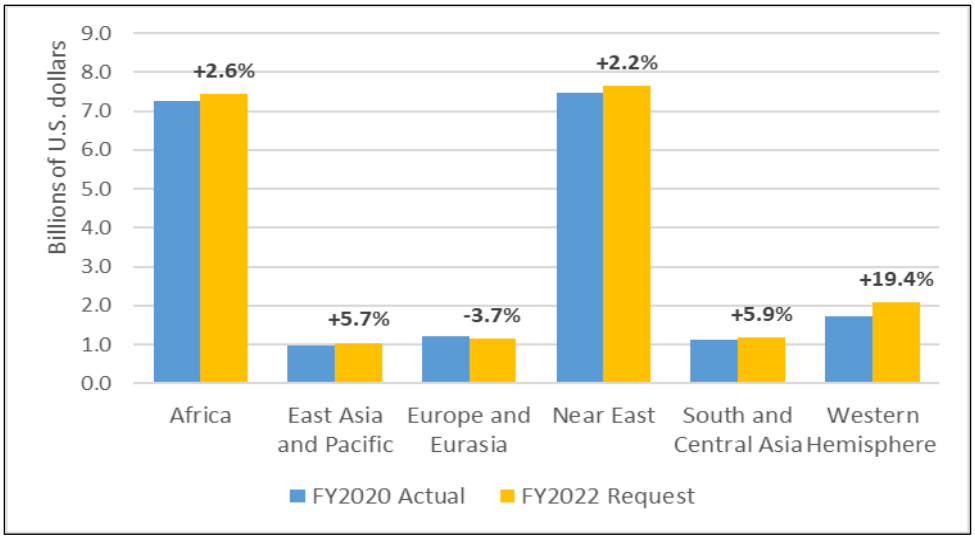
Regional Assistance

Similar to previous Administrations, the Biden Administration does not propose regional funding that captures all appropriations accounts. For example, humanitarian funding is proposed and provided for in what are often referred to as "global" accounts, wherein funding is allocated on a needs basis throughout the fiscal year for which it is appropriated. As such, the entirety of foreign assistance funding for a particular country or region is only fully assessed after the close of a fiscal year.

However, the Administration does propose regional funding for certain accounts. These include Global Health Programs (GHP); DA; ESF; Assistance to Europe, Eurasia, and Central Asia (AEECA); and all five security assistance accounts. For FY2022, the Administration proposes increases in all regions with the exception of Europe and Eurasia, which would see a nearly 4% decrease in funding when compared with FY2020 actual levels (see **Figure 5**).[61] The greatest proposed increase is for funding to the Western Hemisphere, largely to help the region address the root causes of migration to the United States.

[61] FY2020 actuals are used as a comparison because comprehensive country- and regional-specific levels are not provided in annual appropriations measures. FY2021total funding levels for most countries have not been reported.

Figure 5. Regional Assistance, FY2020 vs. FY2022 Request



Sources: FY2022 SFOPS Congressional Budget Justification; CRS calculations for FY2020.

Notes: FY2020 is the most recent "actual" data available. Accounts included = GHP, DA, ESF, AEECA, INCLE, NADR, PKO, IMET, and FMF. FY2020 Actual includes COVID-19 emergency funds.

House Legislation. The House legislation and accompanying report do not provide comprehensive regional allocations, but do specify assistance levels for several countries and regions. For example, the measure directs that up to $860.6 million may be made available for assistance to Central American countries.[62] The legislation also directs that not less than $3.3 billion be made available for Israel, not less than $1.4 billion be made available for Egypt, not less than $481.5 million be made available for assistance for Ukraine, and not less than $132.0 million be made available for assistance for Georgia, among other designations.

Outlook

With FY2022 underway, and foreign affairs agencies operating under a continuing resolution, comprehensive SFOPS appropriations for FY2022 will likely be enacted through an omnibus appropriations bill without further SFOPS committee action. As Congress continues work to finalize international affairs funding for FY2022, several issues have emerged that may affect SFOPS appropriations in the current fiscal year and beyond. These include the following:

U.S. Diplomatic Presence in Afghanistan. The withdrawal of U.S. military and diplomatic personnel from Afghanistan in August 2021 occurred after the State Department submitted its FY2022 budget request to Congress and the House of Representatives passed its SFOPS bill. For FY2022, the Biden Administration requested approximately $579.6 million for diplomatic security-related priorities in Afghanistan, including the deployment of weaponry on new Embassy Air helicopters and armored vehicle replacements.[63] The Administration also requested an additional $70.8 million for diplomatic programs in Afghanistan, including mission staffing and operations, along with information technology costs.[64] However, the United States no longer

[62] Including Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama. Funds may also be programmed through the Central America Regional Security Initiative (CARSI).

[63] SFOPS CBJ for FY2022 Appendix 1, p. 307.

[64] Ibid., p. 154.

maintains a physical diplomatic presence in Afghanistan, as U.S. diplomacy with Afghanistan is currently being carried out through the U.S. Embassy in Doha, Qatar. It remains unclear when, or if, the United States will reestablish an official diplomatic presence there and what the funding requirements to sustain such a presence may look like.

Foreign Assistance to Afghanistan. The Taliban takeover may also affect foreign operations appropriations for FY2022. Congress designated foreign assistance funds for Afghanistan for FY2021, and the Biden Administration had requested funding for the country "at a consistent level, demonstrating [U.S.] support to the Afghan people and preserving 20 years of gains, particularly for women, girls, and minority groups." However, following the Taliban takeover, the U.S. ceased providing any nonhumanitarian foreign assistance. The Biden Administration has not signaled whether it will seek to provide foreign assistance to a Taliban-governed Afghanistan. Some Members of Congress have stated that they would not support bilateral U.S. assistance to Afghanistan under any conditions, while others may support some aid subject to certain criteria. As the situation evolves, it remains to be seen how, if at all, foreign assistance could be delivered, administered, and overseen, and how Congress might evaluate its funding for and conditions on assistance to the country.

Impact of COVID-19. While SFOPS appropriations related to the COVID-19 pandemic were more pronounced in FY2021 than they have been so far in the FY2022 proposals, the pandemic may have an ongoing impact on the volume and allocation of global health assistance, and foreign assistance broadly. The FY2022 request and House bill both significantly increase funding within the GHP account focused on global health security activities, which comprised a relatively small portion of GHP funding in prior appropriations legislation. As the pandemic continues to evolve globally, and the secondary impacts of the pandemic in developing countries are better understood, the allocation of foreign assistance may change accordingly.

Appendix A. SFOPS Funding, by Account

Table A-1. Department of State, Foreign Operations, and Related Programs Appropriations: FY2020-FY2022

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

		FY2021 Enacted						
	FY2020 Actual	Non-Emerg.	Emerg.[a]	Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
Title I. State, Broadcasting & Related Agencies, TOTAL	17,642.98 (5,028.01)	16,840.19 (3,907.54)	654.00 (654.00)	17,494.19 (4,561.54)	18,349.10	8.96%	4.89%	18,202.98
Administration of Foreign Affairs, Subtotal	13,274.86 (3,943.11)	12,498.79 (3,105.31)	654.00 (654.00)	13,152.79 (3,759.31)	13,371.07	6.98%	1.66%	13,204.50
Diplomatic Programs	9,506.87 (2,936.04)	9,170.01 (2,226.12)	204.00 (204.00)	9,374.01 (2,430.12)	9,490.67	3.50%	1.24%	9,476.98
of which Worldwide Security Protection	*4,095.90* *(2,626.12)*	*4,120.90* *(2,226.12)*		*4,120.90* *(2,226.12)*	*4,075.90*	*-1.09%*	*-1.09%*	*4,075.90*
Consular and Border Security Programs	273.08 (273.08)		300.00 (300.00)	(300.00)	320.00	n.a.	6.67%	320.00
Capital Investment Fund	139.50	250.00		250.00	448.88	79.55%	79.55%	275.00
Office of Inspector General	145.73 (54.90)	145.73 (54.90)		145.73 (54.90)	146.36	0.43%	0.43%	146.36
Educational & Cultural Exchanges	735.70 (5.00)	740.30		740.30	741.30	0.14%	0.14%	750.00
Representation Expenses	6.85	7.42		7.42	7.42	0.00%	0.00%	7.42

		FY2021 Enacted						
	FY2020 Actual	Non-Emerg.	Emerg.[a]	Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
Protection of Foreign Missions & Officials	30.89	30.89		30.89	30.89	0.00%	0.00%	30.89
Embassy Security, Construction & Maintenance	1,975.45 (424.09)	1,950.45 (824.29)		1,950.45 (824.29)	1,983.15	1.68%	1.68%	1,995.45
of which Worldwide Security Upgrades	*1,205.65* *(424.09)*	*1,181.39* *(824.29)*		*1,181.39* *(824.29)*	*1,132.43*	*-4.14%*	*-4.14%*	*1,144.73*
Emergency-Diplomatic & Consular Services	267.89	7.89		7.89	8.89	12.68%	12.68%	8.89
Repatriation Loans	1.30	2.50		2.50	1.30	-48.00%	-48.00%	1.30
Payment American Institute Taiwan	31.96	31.96		31.96	32.58	1.94%	1.94%	32.58
International Chancery Center	0.74	2.74		2.74	0.74	-72.91%	-72.91%	0.74
Sudan Claims			150.00 (150.00)	150.00 (150.00)		n.a.	-100.00%	
Foreign Service Retirement (mandatory)	158.90	158.90		158.90	158.90	0.00%	0.00%	158.90
International Organizations, Subtotal	3,000.09 (1,084.90)	2,962.24 (802.23)		2,962.24 (802.23)	3,591.54	21.24%	21.24%	3,591.54
Contributions to International Organizations	1,473.81 (96.24)	1,505.93 (96.24)		1,505.93 (96.24)	1,662.93	10.43%	10.43%	1,662.93
Contributions to International Peacekeeping	1,526.28 (988.66)	1,456.31 (705.99)		1,456.31 (705.99)	1,928.61	32.43%	32.43%	1,928.61
International Commissions, Subtotal (Function 300)	162.80	176.62		176.62	176.62	0.00%	0.00%	186.62
International Boundary/U.S. Mexico	85.07	98.77		98.77	98.77	0.00%	0.00%	108.77

	FY2020 Actual	FY2021 Enacted Non-Emerg.	FY2021 Enacted Emerg.[a]	FY2021 Enacted Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
American Sections	15.01	15.01		15.01	15.01	0.00%	0.00%	15.01
International Fisheries	62.72	62.85		62.85	62.85	0.00%	0.00%	62.85
Agency for Global Media, Subtotal	810.40	802.96		802.96	810.40	0.93%	0.93%	818.85
Broadcasting Operations	798.70	793.26		793.26	800.70	0.94%	0.94%	809.15
Capital Improvements	11.70	9.70		9.70	9.70	0.00%	0.00%	9.70
Related Programs, Subtotal	381.34	385.28		385.28	385.17	-0.03%	-0.03%	387.17
Asia Foundation	19.00	20.00		20.00	20.00	0.00%	0.00%	20.00
U.S. Institute of Peace	45.00	45.00		45.00	45.00	0.00%	0.00%	45.00
Center for Middle East-West Dialogue	0.24	0.25		0.25	0.18	-28.00%	-28.00%	0.18
Eisenhower Exchange Programs	0.27	0.21		0.21	0.17	-18.66%	-18.66%	0.17
Israeli-Arab Scholarship Program	0.12	0.12		0.12	0.12	0.00%	0.00%	0.12
East-West Center	16.70	19.70		19.70	19.70	0.00%	0.00%	19.70
Leadership Institute for Transatlantic Engagement						n.a.	n.a.	2.00
National Endowment for Democracy	300.00	300.00		300.00	300.00	0.00%	0.00%	300.00
Other Commissions, Subtotal	13.51	14.30		14.30	14.30	0.00%	0.00%	14.30
Preservation of America's Heritage Abroad	0.68	0.64		0.64	0.64	-0.31%	-0.31%	0.64
International Religious Freedom	4.50	4.50		4.50	4.50	0.00%	0.00%	4.50
Security & Cooperation in Europe	2.58	2.91		2.91	2.91	0.07%	0.07%	2.91
Cong.-Exec. Commission on People's Republic of China	2.25	2.25		2.25	2.25	0.00%	0.00%	2.25

		FY2021 Enacted						
	FY2020 Actual	Non-Emerg.	Emerg.[a]	Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
U.S.-China Economic and Security Review	3.50	4.00		4.00	4.00	0.00%	0.00%	4.00
Foreign Operations, TOTAL	40,557.42 (5,869.46)	39,404.25 (4,517.58)	14,616.00 (14,616.00)	54,620.25 (19,733.58)	44,306.97	12.44%	-18.88%	44,772.92
Title II. Administration of Foreign Assistance	1,766.05 (103.00)	1,711.45	41.00 (41.00)	1,752.45 (41.00)	1,862.65	8.83%	6.29%	1,790.62
USAID Operating Expenses	1,479.25 (102.00)	1,377.75	41.00 (41.00)	1,418.75 (41.00)	1,527.95	10.90%	7.70%	1,455.92
USAID Capital Investment Fund	210.30	258.20		258.20	258.20	0.00%	0.00%	258.20
USAID Inspector General	76.50 (1.00)	75.50		75.50	76.50	1.32%	1.32%	76.50
Title III. Bilateral Assistance	27,668.49 (4,929.34)	26,488.95 (3,615.46)	13,995.00 (13,995.00)	41,083.95 (18,210.46)	29,643.91	11.91%	-27.85%	29,625.91
Global Health Programs	9,559.95 (435.00)	9,195.95	4,000.00 (4,000.00)	13,195.95 (4,000.00)	10,050.95	9.30%	-23.83%	10,641.45
of which USAID	*3,629.95* *(435.00)*	*3,265.95*	*4,000.00* *(4,000.00)*	*7,265.95* *(4,000.00)*	*3,870.95*	*18.52%*	*-46.72%*	*4,561.45*
of which State	*5,930.00*	*5,930.00*		*5,930.00*	*6,180.00*	*4.22%*	*4.22%*	*6,080.00*
Development Assistance	3,400.00	3,500.00		3,500.00	4,075.10	16.43%	16.43%	4,075.10
International Disaster Assistance	4,953.36 (2,291.98)	4,395.36 (1,914.04)		4,395.36 (1,914.04)	4,682.36	6.53%	6.53%	4,682.36

	FY2020 Actual	FY2021 Enacted Non-Emerg.	FY2021 Enacted Emerg.[a]	FY2021 Enacted Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
Transition Initiatives	92.04	92.04		92.04	92.04	0.00%	0.00%	92.04
Complex Crises Fund	30.00	30.00		30.00	60.00	100.00%	100.00%	40.00
Economic Support Fund	3,288.00 (243.00)	3,151.96	9,375.00 (9,375.00)	12,526.96 (9,375.00)	4,260.23	35.16%	-65.99%	3,635.23
Democracy Fund	273.70	290.70		290.70	290.70	0.00%	0.00%	290.70
Assistance for Europe, Eurasia, and Central Asia	770.33	770.33		770.33	788.93	2.41%	2.41%	788.93
Migration & Refugee Assistance	3,782.00 (1,871.36)	3,432.00 (1,701.42)	600.00 (600.00)	4,032.00 (2,301.42)	3,845.00	12.03%	-4.64%	3,845.00
Emergency Refugee & Migration Assistance	0.10		500.00 (500.00)	500.10 (500.00)	0.10	0.00%	0.00%	0.10
Independent Agencies, Subtotal	1,474.00 (88.00)	1,393.50		1,393.50	1,393.50	0.00%	0.00%	1,430.00
Peace Corps	498.50 (88.00)	410.50		410.50	410.50	0.00%	0.00%	430.50
Millennium Challenge Corporation	905.00	912.00		912.00	912.00	0.00%	0.00%	912.00
Inter-American Foundation	37.50	38.00		38.00	38.00	0.00%	0.00%	44.50
U.S. African Development Foundation	33.00	33.00		33.00	33.00	0.00%	0.00%	43.00
Department of the Treasury, Subtotal	45.00	357.00	120.00 (120.00)	357.00 (120.00)	105.00	-55.70%	-70.59%	105.00
International Affairs Technical Assistance	30.00	33.00		33.00	38.00	15.15%	15.15%	38.00

	FY2020 Actual	FY2021 Enacted Non-Emerg.	FY2021 Enacted Emerg.[a]	FY2021 Enacted Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
Debt Restructuring	15.00	204.00	120.00 (120.00)	324.00 (120.00)	67.00	-67.16%	-79.32%	67.00
Title IV. International Security Assistance	9,013.95 (837.12)	9,004.03 (902.12)		9,004.03 (902.12)	9,183.89	2.00%	2.00%	9,034.03
International Narcotics Control & Law Enforcement	1,391.00	1,385.57		1,385.57	1,525.74	10.12%	10.12%	1,395.57
Nonproliferation, Anti-Terrorism, Demining	895.75	889.25		889.25	900.25	1.24%	1.24%	889.25
Peacekeeping Operations	457.35 (325.21)	440.76 (325.21)		440.76 (325.21)	469.46	6.51%	6.51%	460.76
International Military Education & Training	112.93	112.93		112.93	112.93	0.00%	0.00%	112.93
Foreign Military Financing	6,156.92 (511.91)	6,175.52 (576.91)		6,175.52 (576.91)	6,175.52	0.00%	0.00%	6,175.52
Title V. Multilateral Assistance	2,049.78	2,040.82	580.00 (580.00)	2,620.82 (580.00)	3,630.13	77.88%	38.51%	4,098.56
International Organizations & Programs	358.00	387.00	580.00 (580.00)	967.50 (580.00)	457.10	17.96%	-52.75%	477.10
International Bank for Reconstruction and Development	206.50	206.50		206.50	206.50	0.00%	0.00%	206.50
Global Environment Facility	139.58	139.58		139.58	149.29	6.96%	6.96%	149.29
International Development Association	1,097.01	1,001.40		1,001.40	1,427.97	42.60%	42.60%	1,001.40
Asian Development Fund	47.40	47.40		47.40	53.32	12.50%	12.50%	53.32
African Development Bank	0.00	54.65		54.65	54.65	0.00%	0.00%	54.65

	FY2020 Actual	FY2021 Enacted Non-Emerg.	FY2021 Enacted Emerg.[a]	FY2021 Enacted Total	FY2022 Req.	% Change, FY2021 Non-Emerg. Enact. vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
African Development Fund	171.30	171.30		171.30	211.30	23.35%	23.35%	211.30
Green Climate Fund					625.00	n.a.	n.a.	1,600.00
Climate Investment Funds					300.00	n.a.	n.a.	200.00
International Monetary Fund					102.00	n.a.	n.a.	102.00
International Fund for Agricultural Development	30.00	32.50		32.50	43.00	32.31%	32.31%	43.00
Title VI. Export Assistance	59.16				-13.61	-108.56%	-108.56%	223.80
Export-Import Bank (net)	98.80	159.00		159.00	-221.50	95.15%	95.15%	-74.50
U.S. Development Finance Corporation (net)	-119.14	-113.50		-113.50	128.39	-33.48%	-33.48%	218.80
U.S. Trade & Development Agency	79.50	193.00		193.00	79.50	0.00%	0.00%	79.50
SFOPS Total	58,200.40	56,244.43	15,870.00	72,114.43	62,656.08	11.40%	-13.12%	62,975.90
	(10,897.46)	(8,435.12)	(15,870.00)	(24,295.12)				
Rescissions, net	-828.74	-530.12		-530.12	-535.00	0.92%	0.92%	-575.00
	(-532.46)	(-425.12)		(-425.12)				
SFOPS Total, Net of Rescissions	57,371.66	55,714.31	15,870.00	71,584.31	62,121.08	11.50%	-13.22%	62,400.90
	(10,365.00)	(8,000.00)	(15,870.00)	(23,870.00)				

Source: SFOPS Congressional Budget Justification for FY2022;

Notes: Figures in parentheses are amount designated as Overseas Contingency Operations (OCO) or supplemental emergency funding and are subsumed in the larger account number above them. "Non-emergency" funding includes both "base" funding (also referred to as "enduring" or "ongoing" funding in budget documents) and OCO funds. Numbers may not add due to rounding. "n.a." = not applicable.

a. Includes emergency funds provided in Title IX of the final FY2021 SFOPS appropriation (P.L. 116-260), the American Rescue Plan Act of 2021 (P.L. 117-2), and the Emergency Security Supplemental Appropriations Act, 2021 (P.L. 117-31).

Appendix B. International Affairs Budget

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

Table B-1. International Affairs Budget, FY2020-FY2022

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

		FY2021 Enacted						
	FY2020 Actual	Base +OCO	Emerg.	Total	FY2022 Req.	% Change, FY2021 Non-Emergency vs. FY2022 Req.	% Change, FY2021 Total Enact. vs. FY2022 Req.	FY2022 House
State-Foreign Operations, excluding Commissions[a]	57,195.35 (10,265.00)	55,537.69 (8,000.00)	15,870.00 (15,870.00)	71,407.69 (23,870)	61,944.45	11.54%	-13.25%	62,214.68
Commerce-Justice-Science	101.74	105.37		105.37	105.43	0.06%	0.06%	120.93
Foreign Claims Settlement Commission	2.34	2.37		2.37	2.43	2.70%	2.70%	2.43
Int'l Trade Commission	99.40	103.00		103.00	103.00	0.00%	0.00%	118.5
Agriculture	1,945.00	1,970.00	800.00 (800.00)	2,770.00 (800.00)	1,800.11	-8.62%	-35.01%	1,985.0
FFPA Title II	1,725.00	1,740.00	800.00 (800.00)	2,540.00 (800.00)	1,570.00	-9.77%	-38.19%	1,740.0
McGovern-Dole	220.00	230.00			230.11	0.05%	0.05%	245.0
Total International Affairs (150)	59,242.09 (10,365.00)	57,613.06 (8,000.00)	16,670.00 (16,670.00)	74,283.06 (24,520.00)	63,850.00	10.83%	-14.05%	64,320.21

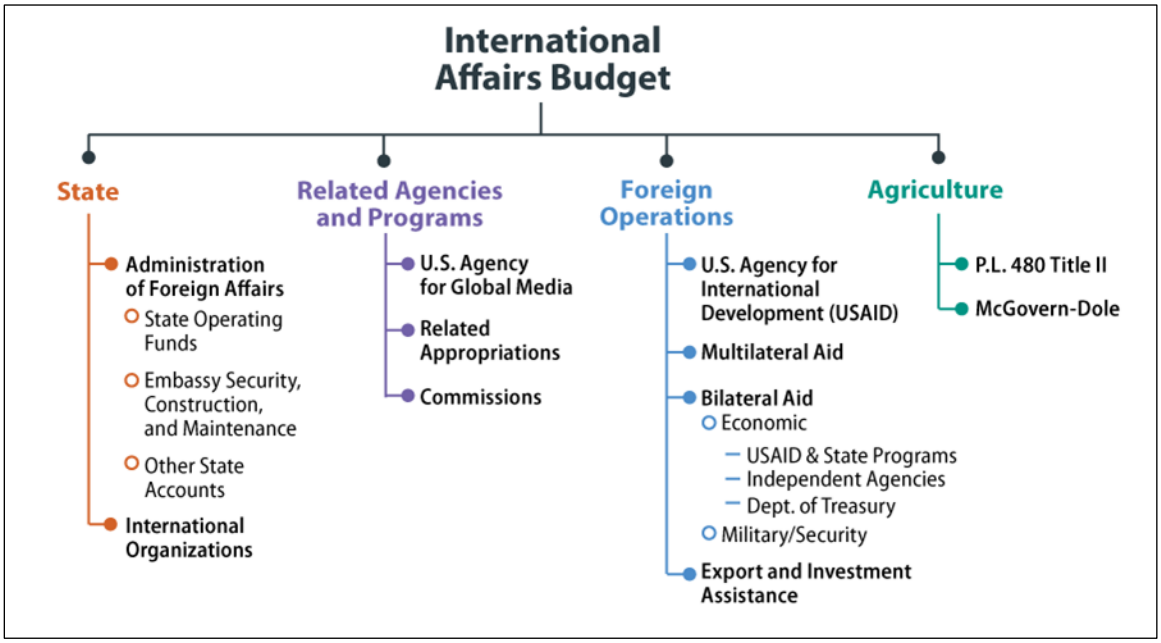
Source: SFOPS Congressional Budget Justification for FY2022; H.R. 4374.

Notes: Figures in parentheses are amount designated as Overseas Contingency Operations (OCO) or supplemental emergency funding and are subsumed in the larger account number above them. Non-Emergency funding includes both bas funding (also referred to as "enduring" or "ongoing" funding in budget documents) and OCO-designated funds. Numbers may not add due to rounding. "n.a." = not applicable.

a. Includes mandatory spending from the Foreign Service retirement account and does not align with budget justification figures that count only discretionary spending. Excludes funding for international commissions that is appropriated in the SFOPS bill but part of function 300 of the budget (Natural Resources and Environment), not function 150 (International Affairs).

Appendix C. International Affairs Components Chart

Figure C-1.



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