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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 $62.121 billion, after rescissions of prior year funds, for SFOPS accounts. The original FY2022 request was about 13% less than the total FY2021-enacted level, which included nearly $16 billion in emergency funds, but 11.5% more than enacted FY2021 levels when emergency funding was excluded. The Administration submitted a supplemental emergency budget request that included $9.35 billion in SFOPS accounts on March 2, 2022, to address Russia's invasion of Ukraine and the ongoing global COVID-19 response. This brought the total FY2022 SFOPS request to $71.371 billion, net of rescissions.

The House of Representatives passed a FY2022 SFOPS bill, H.R. 4373, on July 28, 2021. The bill would have provided a total of $62.401 billion in net budget authority for SFOPS accounts. FY2022 SFOPS legislation, S. 3075, was introduced in the Senate on October 26, 2021; no further action was taken. Congress enacted four continuing resolutions to fund federal agencies in FY2022, largely at FY2021 levels but including $3.448 billion in additional emergency SFOPS funding, before enacting an omnibus appropriations bill, P.L. 117-103, which the President signed into law on March 15, 2022. The legislation provided $63.059 billion in net SFOPS funding, of which $6.80 billion was emergency funding for Ukraine. Total enacted SFOPS funding for FY2022, including P.L. 117-103 and emergency funding in continuing resolutions, is $66.507 billion after rescissions, or about 7% below both the FY2021 total enacted level and the Administration's amended FY2022 request.

Within **Department of State and Related Agencies** accounts, total enacted funding levels for the core operations and security accounts were similar in FY2021 and FY2022, to date. Significant changes were seen within some smaller State Department accounts, including the Capital Investment Fund (+20%), Emergencies in the Diplomatic and Consular Service (+3968%), and Repatriation Loans (-48%), and in related accounts, including Contributions to International Organizations (+10%), International Broadcasting Operations (+10%), and the U.S. Institute for Peace (+20%).

Within **Foreign Operations** accounts, there were several notable changes between FY2021- and FY2022-enacted funding levels, largely reflecting a shift in the focus of emergency funding from addressing COVID-19 to addressing the crises in Afghanistan and Ukraine. Funding increased significantly for the Assistance to Europe, Eurasia and Central Asia (+110%), Migration and Refugee Assistance (+17%), Emergency Refugee and Migration Assistance (+355%), and the International Development Finance Corporation (+65%) accounts, among others, while decreasing substantially for Global Health Programs (-26%), Economic Support Fund (-62%), and International Organizations and Programs (-56%), among others.

Appendix A presents an account-by-account comparison of the FY2022 SFOPS request; proposed, committee-approved, and enacted FY2022 SFOPS legislation; and FY2021 SFOPS enacted funding. **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 proposals and legislation. 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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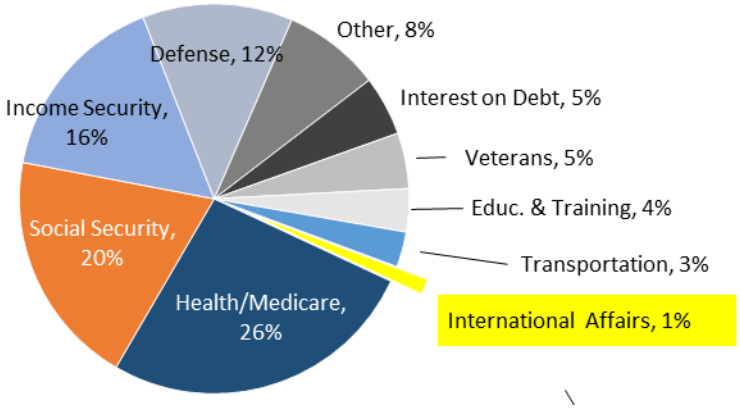
Overview

Department of State, Foreign Operations and Related Programs (SFOPS) appropriations 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, which typically represents about 1% of the annual federal budget (see **Figure 1**).[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.

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 if proposed rescissions of prior year funding are subtracted).[2] The Administration submitted a supplemental budget request on March 2, 2022, including $9.35 billion in SFOPS accounts to address needs related to Russia's invasion of Ukraine and the global Coronavirus Disease 2019 (COVID-19) response. The supplemental request brought the total FY2022 SFOPS request to $71.906 billion before rescissions, $71.371 billion after rescissions.[3]

The Administration's original FY2022 request was 13% less than the total FY2021-enacted level, which included almost $16 billion in emergency funds, and 11% more than the enacted FY2021 level when emergency funding, used primarily for COVID-19 response, was excluded.[4] This first

[1] 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.

[2] 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.

[3] See letter from OMB Acting Director Shalanda Young to Speaker of the House Nancy Pelosi, at https://www.whitehouse.gov/wp-content/uploads/2022/03/COVID-and-Ukraine-Supplemental-Funding-Request-Pelosi.pdf.

[4] 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.

SFOPS budget request of the Biden Administration was significantly higher, even before the supplemental request, than all Trump Administration SFOPS budget requests. It was also higher than SFOPS annual funding levels enacted in the past decade, in current dollars, with the exception of FY2021 (**Table 1**). With the $9.25 billion supplemental request included, the Administration's total FY2022 request was about 2.9% less than FY2021 total enacted funding.

Congress has enacted five FY2022 appropriations bills funding SFOPS accounts to date (see "Congressional Action," below), totaling $66.507 billion, after rescissions, or about 6.8% less than the Administration's request.

Table 1. SFOPS Requests and Actual/Enacted 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	71.37
Actual/Enac.	51.91	50.89	54.39	54.52	59.78	54.18	54.38	57.37	71.58	66.51
Difference	-8.0%	-2.1%	-1.1%	-0.6%	-0.7%	+34.7%	+30.5%	+33.1%	+62.2%	-6.81%

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; P.L. 117-43; P.L. 117-70; P.L. 117-103. The FY2022 supplemental funding request is accessible at https://www.whitehouse.gov/wp-content/uploads/2022/03/COVID-and-Ukraine-Supplemental-Funding-Request-Pelosi.pdf.

Note: Includes supplemental and emergency funds and rescissions. FY2021 and FY2022 actual/enacted figures are enacted, while FY2013-FY2020 figures are actual.

Overseas Contingency Operations and Emergency Funds

From FY2012 to FY2021, the appropriations process was 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. Congress began using the OCO designation in SFOPS appropriations in FY2012. OCO's use expanded considerably in funding level and scope until FY2017, when 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. Congress used this designation in FY2020 and FY2021 primarily 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 serve 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.

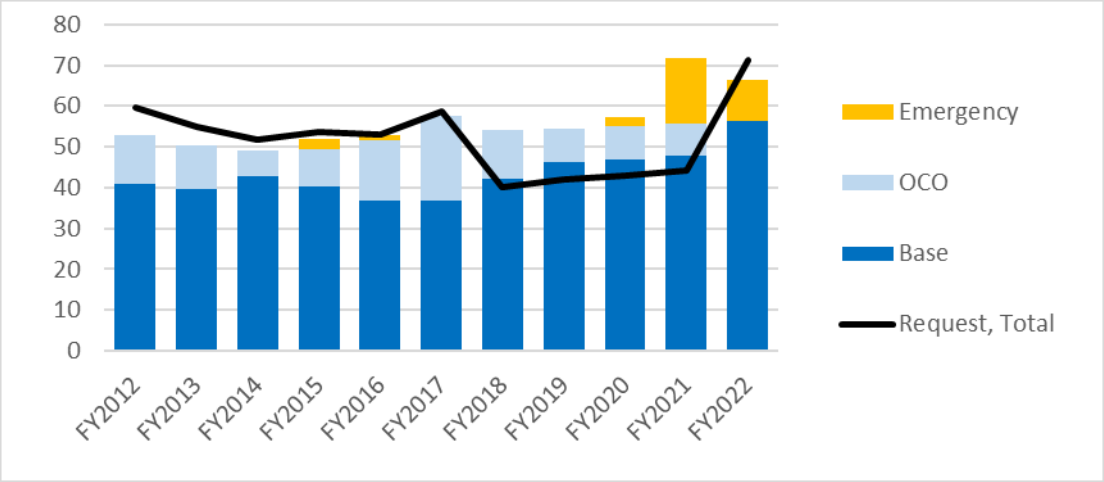
The FY2022 appropriations cycle was the first in a decade for which the BCA was not a factor, and may mark the end of the OCO designation within SFOPS legislation. While Administrations

[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.

have not requested OCO funding in the international affairs budget since FY2018, the FY2022-enacted SFOPS appropriations are the first since FY2012 to not include OCO-designated funds (**Figure 2**). 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. Emergency-designated funding does not count toward this allocation, so the designation continues to be an important budgetary tool. Congress designated $10.25 billion, or about 15% of enacted FY2022 SFOPS funds, as emergency funding.

Figure 2. SFOPS Funding, FY2012-FY2022

(In billions of current U.S. dollars)



Note: FY2021 and FY2022 numbers are enacted funding levels; earlier year data are actual funding as reported in annual SFOPS CBJs.

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; P.L. 117-43; P.L. 117-70; P.L. 117-103; CRS calculations.

OCO-designated funding became largely indistinguishable in recent years from base funding in terms of the activities it supported, 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 from prior years together, comparing FY2022 requested 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 transmitted its full request to Congress in late May, 2021—months later than is typical, although late submissions are not unusual at the start of a new Administration. Subsequent congressional action is detailed below.

House Legislation. The House SFOPS subcommittee approved a FY2022 bill, H.R. 4373, by voice vote on June 18, 2021. The legislation, which included $62.976 billion in new SFOPS budget authority ($62.401 billion 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, S. 3075, was introduced in the Senate on October 26. The proposal was not considered or approved by Congress at any level, and is not included in the tables and figures in this report, with the exception of **Table A-1** in **Appendix A**.

Continuing Resolutions. 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, the Extending Government Funding and Delivering Emergency Assistance Act (P.L. 117-43), was enacted on September 30, 2021, to continue funding federal agencies until December 3, 2021. Funding was largely continued at FY2021 levels, but the legislation provided an additional $2.17 billion in SFOPS accounts for activities related to assisting individuals at risk in Afghanistan.[6] A second continuing resolution, the Further Extending Government Funding Act (P.L. 117-70), was enacted and signed into law on December 3, extending appropriations through February 18, 2022. This legislation also largely continued SFOPS funding at the FY2021 level, while including an additional $1.28 billion within SFOPS accounts to support evacuation and resettlement activities related to the crisis in Afghanistan.[7] Third and fourth continuing resolutions, P.L. 117-86 and P.L. 117-95, extended funding for SFOPS accounts through March 11 and March 15, respectively, at the P.L. 117-70 level without additional funds.

Omnibus Legislation. The House and Senate, on March 9 and 10, respectively, passed the Consolidated Appropriations Act, 2022, which was signed by President Biden on March 15 and became P.L. 117-103. The act included $58.163 billion in SFOPS base funding in Division K ($56.259 billion after rescissions) and $6.800 billion in supplemental emergency funding related to Ukraine in Division N, for a total of $64.963 billion before rescissions. The omnibus funding, together with the supplemental funding included in continuing resolutions (discussed above), brought the enacted FY2022 SFOPS funding total to $68.411 billion ($66.507 billion after rescissions).

State Department Operations and Related Agency Funding Highlights

The Biden Administration's FY2022 request sought $18.35 billion in funding for the Department of State and Related Agency appropriations accounts, or approximately 5% more than the FY2021 enacted level of $17.49 billion (including emergency funds). Priorities the Administration intended to fund through these accounts in FY2022 included

- revitalizing the foreign policy workforce and broadening diversity, equity, and inclusion;
- modernizing the State Department's information technology and enhancing cybersecurity;

[6] P.L. 117-43 included FY2022 SFOPS account emergency 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.

[7] P.L. 117-70 included the following SFOPS emergency funding, all in Division B, which provided supplemental appropriations to address the situation in Afghanistan: $44.3 million for Diplomatic Programs, $36 million for Emergencies in the Diplomatic and Consular Service, and $1.200 billion for Emergency Refugee and Migration Assistance. Account details for the supplemental funding in the continuing resolutions is provided in the "State Department Operations and Related Agency Funding Highlights" and "Foreign Operations Highlights" sections of this report.

- supporting international organizations and peacekeeping; and
- sustaining security operations and consular services.[8]

House Legislation. H.R. 4373, the House-passed measure, would have provided $18.20 billion for the State Department and Related Agency appropriations accounts. This would have been an increase of over 8% relative to FY2021-enacted nonemergency funds, a 4% increase over total FY2021-enacted funding, and a nearly 1% decrease from the Biden Administration's request.

Continuing Resolutions. P.L. 117-43, the continuing resolution that funded federal agencies in FY2022 through December 3, 2021, included an additional $276.9 million for the Emergencies in the Diplomatic and Consular Service (EDCS) account. The law specified that such funding was for "support for Operation Allies Welcome and related efforts by the Department of State, including additional relocations of individuals at risk as a result of the situation in Afghanistan and related expenses" and to reimburse the account for previous obligations. The subsequent continuing resolution, P.L. 117-70, expired on February 18, 2022. It provided an additional $44.3 million for the Diplomatic Programs account and $36 million for EDCS for the same purposes as those specified in P.L. 117-43. The two subsequent continuing resolutions (P.L. 117-86 and P.L. 117-95), the latter of which expired on March 15, 2022, provided budget authority for the Department of State and Related Agency appropriations accounts at the FY2021 level and did not include supplemental funds.

Table 2. State Department and Related Agency: Selected Accounts, FY2020-FY2022

(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	FY2022 Enacted[a]	% Change, FY21 Enacted to FY22 Enacted
Diplomatic Programs	9.51	9.37	9.49	1.2%	9.48	9.35	-0.3%
Worldwide Security Protection	*4.10*	*4.12*	*4.08*	-1.1%	*4.08*	*3.79*	*-8.1%*
Embassy Security, Construction & Maintenance	1.98	1.95	1.98	1.7%	2.00	1.98	1.7%
Educational & Cultural Exchange Programs	0.74	0.74	0.74	0.1%	0.75	0.75	1.7%
International Organizations	3.00	2.96	3.59	21.2%	3.59	3.16	6.7%
U.S. Agency for Global Media	0.81	0.80	0.81	0.9%	0.82	0.89	10%
State and Related Agency Total (includes Function 300 funding and other commissions)	**17.64**	**17.49**	**18.35**	**4.9%**	**18.20**	**17.72**	**1.3%**

Sources: FY2022 SFOPS CBJ; H.R. 4373; P.L. 116-260; P.L. 117-43; P.L. 117-70; P.L. 117-103; CRS calculations. State and Related Agency totals include additional funding for accounts not listed above.

a. Includes supplemental funding provided in P.L. 117-43 and P.L. 117-70.

Omnibus Appropriation. P.L. 117-103 included $17.21 billion in base State Department and Related Agency funding and $154 million in supplemental funds to address the crisis in Ukraine, bringing the total enacted funding for these accounts in FY2022 to nearly $17.73 billion (including supplemental funding provided in the aforementioned continuing resolutions). This

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

funding level is about a 1% increase from the aggregate funding provided for these accounts in FY2021. When comparing nonemergency funding only, FY2022 appropriations comprise a 2% increase from FY2021 funds. When all funding is considered, among the most significant funding increases within these accounts is for the Emergencies in the Diplomatic and Consular Service account, for which appropriations increased nearly 4,000%, from $7.89 million in FY2021 to about $313 million in FY2022. Congress provided the entirety of this increase in P.L. 117-43 and P.L. 117-70, largely to fund relocations of individuals at risk in Afghanistan and related expenses.

Among the accounts for which annual appropriations declined was Repatriations Loans, which is used to provide direct emergency loans to assist U.S. citizens abroad who have no other source of funds to return to the United States. Congress provided $1.3 million for this account in FY2022, a 48% decline from the $2.5 million included for this account in FY2021. This reflects a reduction in demand for these loans following a surge during the early months of the COVID-19 pandemic.[9]

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 typically is funded through consular fees and surcharges, fee collections have declined considerably amid global travel restrictions imposed during the COVID-19 pandemic.[10] The Biden Administration forecasted that fee collections would remain below pre-COVID-19 levels during FY2022. It therefore requested that Congress provide a $320 million appropriation for the CBSP account, extend broadened fee expenditure and transfer authorities enacted during the COVID-19 pandemic, and authorize new or increased consular fees or surcharges.[11] Had it been enacted, the House bill would have appropriated $320 million for CBSP and included some, but not all, of the fee-related legislative provisions the Biden Administration requested. Congress did not include an annual appropriation for CBSP in P.L. 117-103. However, this law provided the State Department the authority, which the Biden Administration did not request, to deposit passport fees currently transferred to the General Fund of the Treasury to the CBSP account. Congress estimates that this will provide at least $340 million in additional resources for consular operations in FY2022.[12] P.L. 117-103 further contained some of the fee-related legislative provisions the Biden Administration requested, including an extension of broadened authority for the State Department to expend passport and immigrant visa surcharge collections to provide consular services. Congress originally included this authority in the CARES Act.[13]

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

[9] U.S. Department of State, *Congressional Budget Justification, Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2022*, p. 353.

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

[11] U.S. Department of State, *Congressional Budget Justification, Appendix 1*, pp. 68-79.

[12] See Section 7069(e) of Division K of P.L. 117-103 and Joint Explanatory Statement Accompanying Division K of P.L. 117-103, p. 101.

[13] See Section 7069(b) of Division K of P.L. 117-103.

Resource Management (the State Department's information technology bureau), and Legislative Affairs, as well as the Office of the Chief of Protocol.[14]

The Biden Administration's FY2022 request for the Diplomatic Programs account totaled $9.49 billion, approximately 1% more than the $9.37 billion Congress provided in FY2021. As part of the Biden Administration's stated commitment to revitalizing the foreign policy workforce, it requested funding for an additional 485 Foreign Service and Civil Service positions, 337 of which would have been funded through Diplomatic Programs.[15] Within this request were 130 new Foreign Service Officer positions the Administration indicated would have been focused on advancing U.S. prosperity and countering Chinese economic influence, defending U.S. interests against malign influence from Russia and other foreign actors, and engaging with the United Nations and other organizations.[16] The request included funding for 20 new Civil Service positions to support the Bureau of Information Resource Management's cybersecurity and risk management programs.[17]

The Biden Administration's Diplomatic Programs request also sought $46.5 million for diversity and inclusion resources, which would have been $25.1 million more than the funding provided for these purposes in FY2021.[18] Among other priorities, the request proposed language for inclusion in the FY2022 SFOPS appropriations measure that the State Department maintained would have expanded its ability to offer paid internships and $10 million to fund such internships. The State Department noted that providing compensation for interns would "ensure that all eligible candidates can take advantage of [internship programs], regardless of background."[19] The request also prioritized 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.[20]

House Legislation. H.R. 4373 would have appropriated approximately $9.48 billion for Diplomatic Programs. This overall funding level was less than the Biden Administration's request (see **Table 2**). The House bill sought to provide $3.22 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.[21] Additionally, the House Appropriations Committee report accompanying this bill stated that it provided sufficient resources for the Administration to "restore and expand" the State Department's workforce.[22] With respect to diversity and inclusion, the committee report noted that the bill included funding for the State Department "to prioritize initiatives aimed at making real and sustainable progress in diversifying our foreign policy

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

[15] *Congressional Budget Justification, Appendix 1: Department of State Diplomatic Engagement, Fiscal Year 2022*, p. 6.

[16] Ibid., p. 48

[17] Ibid., p. 50.

[18] Ibid., p. 46.

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

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

[21] 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.

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

workforce."[23] Furthermore, H.R. 4373 included language similar to what the State Department requested that would have enabled the State Department to offer additional paid internships. The committee report recommended not less than $10 million for this purpose, in line with the Administration's request.[24]

Omnibus and Supplemental Appropriations. The FY2022-enacted appropriations for the Diplomatic Programs account (including supplemental funding) total $9.35 billion, or around 1.5% less than the Biden Administration request.[25] Excluding all supplemental funding, which comprises approximately $9.18 billion, the FY2022 appropriation is about 3% less than the Biden Administration's FY2022 request. Division K of P.L. 117-103, which included the annual appropriation for Diplomatic Programs, provided the entirety of the $3.22 billion the Biden Administration requested for the account's Human Resources component. The joint explanatory statement (JES) accompanying this law stated that it includes funding for additional State Department Foreign Service and Civil Service positions. The JES further instructed the Secretary of State to consult with Congress regarding staffing levels prior to submitting an operating plan to Congress detailing the specific uses of these funds.[26]

The JES also stated that the FY2022 appropriation "includes funding above the fiscal year 2021 level for workforce diversity initiatives."[27] However, it did not fund all of the Biden Administration's diversity and inclusion priorities at requested levels. For example, the law authorized the State Department to provide up to $8 million for paid internships, which is less than the requested figure of $10 million.[28] In other diversity and inclusion-related areas, the law included funding above what the Biden Administration requested. In one case, the JES expressed support for the State Department's establishment of its Office of Diversity and Inclusion and provided the Office $4 million in funding, which exceeded the Biden Administration's request of $3 million.[29]

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 to protect U.S. embassies and other overseas posts, diplomatic residences, and domestic State Department offices.[30] 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.[31]

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[23] Ibid., p. 6.

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

[25] In this context, "supplemental funding" means funding Congress provided for the Department of State and Related Agency appropriations accounts in P.L. 117-43, P.L. 117-70, and Division N of P.L. 117-103.

[26] Joint Explanatory Statement Accompanying Division K of P.L. 117-103, p. 7.

[27] Ibid., p. 10.

[28] Ibid., p. 10 and Section 7064(c) of Division K of P.L. 117-103.

[29] Joint Explanatory Statement Accompanying Division K of P.L. 117-103, pp. 7, 9; U.S. Department of State, *Congressional Budget Justification, Appendix 1*, p. 47

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

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

For FY2022, the Administration requested approximately $6.06 billion for the diplomatic security accounts: $4.08 billion for WSP and $1.98 billion for ESCM. The Administration's request was less than the funding Congress provided for these accounts in FY2021 (see **Table 3**).

Table 3. Diplomatic Security Annual Appropriations, FY2020-FY2022

(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	FY2022 Enacted	% Change, FY21 Enacted to FY22 Enacted
Worldwide Security Protection	4.10	4.12	4.08	-1.1%	4.08	3.79	-8.1%
Embassy Security, Construction, and Maintenance	1.98	1.95	1.98	1.7%	2.00	1.98	1.7%
Diplomatic Security (total)	**6.08**	**6.07**	**6.06**	**-0.2%**	**6.08**	**5.77**	**-4.9%**

Sources: FY2022 SFOPS CBJ; H.R. 4373; P.L. 116-260; P.L. 117-103; 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.[32]

The Administration's FY2022 WSP-funded priorities included 70 new DS overseas special agent positions, which it maintained were "instrumental to reducing overseas staffing gaps and mitigating future year retirement trends."[33] The request also sought 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.[34] With regard to ESCM, the request called 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 maintained that this request, when combined with contributions from other agencies with overseas personnel, would have funded these programs at the $2.2 billion level recommended by the Benghazi Accountability Review Board.[35]

House Legislation. H.R. 4373 would have appropriated funding for WSP at a level identical to the Biden Administration's request and included slightly more ($12.3 million) funding for ESCM.[36] H.R. 4373 did not directly address the Administration's request for additional overseas

[32] 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.

[33] U.S. Department of State, *Congressional Budget Justification, Appendix 1*, p. 51.

[34] U.S. Department of State, *Congressional Budget Justification, Appendix 1*, pp. 304-305. 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/.

[35] Ibid., p. 322-323.

[36] 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

DS special agents. The report accompanying this bill stated that it included the funding the Administration required to hire additional State Department personnel more generally.[37] Neither the bill nor the committee report specifically addressed the proposed ARSO-I expansion. However, the bill appeared to include sufficient funding to expand the program, as the overall funding it would have appropriated for WSP was equal to the Administration's request. Regarding the ESCM account, the House bill would have provided around $2.12 billion for the CSCS/MCS programs (when factoring in all funding sources), or nearly 4% less than the Biden Administration's request.[38] The House bill would have also appropriated $12.3 million more than the Biden Administration requested in overall funding for ESCM. Had it been enacted, the bill would have thus included more funding than requested for other ESCM-funded priorities.[39]

Omnibus Appropriation. The FY2022 omnibus appropriations law, P.L. 117-103, included $3.79 billion for WSP and $1.98 billion for ESCM, for a total of approximately $5.77 billion in diplomatic security funding. This aggregate funding level is nearly 5% less than the Biden Administration's request. The funding Congress provided for WSP (around $290 million, or 7%, less than the Administration's request) may partially reflect reduced Afghanistan-related WSP costs, for which the Administration requested nearly $580 million prior to the U.S. withdrawal from that country.[40] P.L. 117-103 also included funding for the WSP Human Resources component equal to the Biden Administration's request. The law therefore likely provided sufficient resources for the State Department to bring on the 70 additional DS special agents it requested pending consultation with Congress (see the "Omnibus and Supplemental Appropriations" analysis under the "Diplomatic Programs" subsection of this report for more detail regarding these consultation requirements). P.L. 117-103 did not specifically address ARSO-I expansion but appears to have included sufficient resources for the State Department to expand the program.

P.L. 117-103 also appropriated $1.98 billion in funding for ESCM, which is the same figure as the Biden Administration's overall request. The law provided resources for the CSCS/MCS program and other programs funded through ESCM, including repair and construction projects that the State Department maintains will address "critical maintenance requirements at existing legacy facilities," at levels identical to the Biden Administration's request.[41]

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

House bill for WSP and ESCM total $4,075,899,000 and $1,995,449,000, respectively.

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

[38] 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.

[39] 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.

[40] U.S. Department of State, *Congressional Budget Justification, Appendix 1*, p. 307.

[41] Ibid., p. 324 and Joint Explanatory Statement Accompanying Division K of P.L. 117-103, p. 16. While the State Department's budget request includes a transfer of around $42.5 million from the Consular and Border Security Programs account to CSCS/MCS, Congress does not address this proposed transfer in the omnibus appropriations law.

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).[42] Separately, the United States pays its assessed contributions to U.N. peacekeeping missions through the Contributions for International Peacekeeping Activities (CIPA) account.[43] 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 $3.592 billion for these accounts for FY2022. This funding level would have totaled a 21% increase from the funds Congress appropriated for FY2021. **Table 4** shows recent funding levels for each account.

Table 4. U.S. Payments of Assessments to International Organizations and Peacekeeping Missions, FY2020-FY2022

(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	FY2022 Enacted	% Change, FY21 Enacted to FY22 Enacted
Contributions to International Organizations	1.47	1.51	1.66	10.4%	1.66	1.66	10.4%
Contributions for International Peacekeeping Activities	1.53	1.46	1.93	32.4%	1.93	1.50	2.9%
Total	**3.00**	**2.97**	**3.59**	**21.2%**	**3.59**	**3.16**	**6.7%**

Sources: FY2022 SFOPS CBJ; H.R. 4373; P.L. 116-260; P.L. 117-103; CRS calculations.

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

The Biden Administration maintained that its CIO request sought funding for "international programs and organizations whose missions substantially advance U.S. foreign policy interests." The Administration further noted that the request reflected 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.[44] Among other priorities, the request asked for $75 million for payments to the U.N. Educational, Scientific, and Cultural Organization (UNESCO).[45] The Administration also requested authority for the United States to rejoin UNESCO.[46] The Trump Administration withdrew the United States from UNESCO in 2018.[47]

For CIPA, the Biden Administration asserted that its FY2022 request advanced its intent to fully fund the United States' U.N. peacekeeping commitments and pay down over $900 million in

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

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

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

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

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

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

arrears that had accumulated over the past four years (this figure excluded previously accumulated arrears).[48] The accumulation of such arrears owed 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.[49] The Biden Administration's request asked for $300 million to begin paying down such arrears; the Administration added its intention to pay down the remainder in FY2023.[50] The request also proposed language that, if enacted, would have authorized the State Department to make funds appropriated in FY2022 available for U.N. peacekeeping missions above the aforementioned 25% statutory cap.[51]

House Legislation. The House bill would have funded CIO and CIPA at the levels the Biden Administration requested. While the bill sought to provide an appropriation for CIO that was equal to the Biden Administration's request, which incorporated requested funding for UNESCO, the bill did not include the waiver authority the Biden Administration called for that would have allowed the United States to rejoin the organization. The House bill included 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.[52]

Omnibus Appropriation. Like the House bill, P.L. 117-103 funded CIO at a level equal to the Biden Administration's $1.66 billion request. While this included the funding the Biden Administration sought for UNESCO, the bill did not include the aforementioned waiver authority the Biden Administration said was necessary for the United States to rejoin UNESCO. The law also appropriated $1.50 billion for CIPA, or about 22% less than both the Biden Administration's request and the amount the House bill included. While P.L. 117-103 provided nearly 3% more for CIPA than Congress appropriated in FY2021, this increase may not be sufficient for the Biden Administration to use $300 million of such funding to begin paying peacekeeping arrears, as envisioned in the Administration's request. The law also did not include the authorizing language the Administration requested that would have allowed the State Department to fund U.N. peacekeeping missions at levels exceeding the 25% statutory cap on the U.S. share of U.N. peacekeeping mission budgets.

[48] 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.

[49] 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.

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

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

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

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.[53] The Biden Administration's initial FY2022 request for Foreign Operations accounts totaled $44.307 billion. The total foreign assistance request, including the food assistance provided in the agriculture appropriation, totaled $46.107 billion, which represented 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).

On March 2, 2022, the Administration requested supplemental foreign operations funding to support needs related to Russia's invasion of Ukraine, as well as the continued COVID-19 response abroad.[54] For Ukraine, the request included a total of $5.0 billion, of which $2.75 billion would have been for humanitarian assistance, $1.75 billion for economic assistance, and $500 million for security assistance.[55] For COVID-19, the Administration requested a total of $4.25 billion in additional foreign operations funding, of which $3.50 billion would have been for certain global health initiatives and $750 million for humanitarian assistance. With the supplemental request, the Administration's FY2022 foreign operations request totaled $53.56 billion, and the total foreign assistance request was $55.36 billion, or 3.5% less than the FY2021-enacted funding level. See **Table 5** for a more detailed breakdown.

Table 5. Foreign Assistance, by Type, FY2020-FY2022

(In millions of current U.S. dollars)

Type	FY2020 Actual	FY2021 Enacted Total[a]	FY2022 Request	% Change, FY2021 Total Enacted vs. Total FY2022 Request	FY2022 House	FY2022 Enacted	% Change, FY2021 Total Enacted vs. FY2022 Enacted
USAID Administration	1,766.05	1,752.45	1,862.65	6.3%	1,790.62	2,003.15	14.3%
Global Health Programs	9,559.95	13,195.95	13,550.95	2.7%	10,641.45	9,830.00	-25.5%
Non-health Development Assistance (includes Treasury Technical Assistance)	8,119.08	17,797.04	11,652.11	-34.5%	9,272.00	11,449.19	-35.7
Humanitarian Assistance[b]	10,460.46	11,467.46	13,597.46	18.6%	10,267.46	15,798.85	37.8%
Independent Agencies	1,474.00	1,393.50	1,393.50	0.0%	1,430.00	1,404.50	0.8%
Security Assistance	9,013.95	9,004.03	9,683.89	7.5%	9,034.03	9,579.35	6.4%

[53] 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.

[54] See letter from OMB Acting Director Shalanda Young to Speaker of the House Nancy Pelosi, at https://www.whitehouse.gov/wp-content/uploads/2022/03/COVID-and-Ukraine-Supplemental-Funding-Request-Pelosi.pdf.

[55] For more on the Ukraine portion of the Administration's supplemental request, see CRS Insight IN11877, *Supplemental Funding for Ukraine: Department of State, Foreign Operations, and Related Programs (SFOPS)*, by Emily M. Morgenstern.

Type	FY2020 Actual	FY2021 Enacted Total[a]	FY2022 Request	% Change, FY2021 Total Enacted vs. Total FY2022 Request	FY2022 House	FY2022 Enacted	% Change, FY2021 Total Enacted vs. FY2022 Enacted
Multilateral Assistance	2,049.78	2,620.82	3,630.13	38.5%	4,098.56	2,374.46	-9.4%
Export Promotion[c]	59.16	159.00	-13.61	-108.6%	223.80	323.80	103.6%
Foreign Assistance Total	42,502.42	57,390.25	55,357.05	-3.5%	46,757.92	52,763.30	-8.1%

Sources: SFOPS CBJ for FY2022; H.R. 4373; H.R. 4356; P.L. 117-103; supplemental request submitted to Congress on March 2, 2022; 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.

House Legislation. The House FY2022 legislation provided a total of $46.76 billion for foreign assistance (includes food aid in the Agriculture appropriation, H.R. 4356). This represented 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 initial request.

Continuing Resolutions. The first continuing resolution for FY2022 (P.L. 117-43), which expired on December 3, 2021, included a total of $1.89 billion in emergency funding to address humanitarian needs in Afghanistan and to assist Afghan refugees, among other objectives. The funds were provided through three accounts: International Disaster Assistance (IDA, $400 million), Migration and Refugee Assistance (MRA, $415 million), and Emergency Refugee and Migration Assistance (ERMA, $1.08 billion). The second continuing resolution for FY2022 (P.L. 117-70), which expired on February 18, 2022, included $1.20 billion in supplemental ERMA funds "for support for Operation Allies Welcome and related efforts by the Department of State, including additional relocations of individuals at risk as a result of the situation in Afghanistan and related expenses." The CR also included a provision that required the Director of the Office of Management and Budget to provide a report to Congress no later than January 15, 2022, on Operation Allies Welcome that includes "a strategy and transition plan leading to the conclusion" of the operation, among other details.

Omnibus Appropriation. P.L. 117-103 provided $40.95 billion in base foreign operations funding and $9.74 billion in supplemental funds to address the crisis in Ukraine, bringing the total foreign operations funding for FY2022 to nearly $50.69 billion, and foreign assistance funding to $52.76 billion. This foreign assistance funding level represents an 8% decrease from total FY2021 foreign assistance funding. However, when comparing nonemergency funding, FY2022-enacted funding represents a 4% increase from the FY2021 funding level. The largest increase among the foreign assistance funding categories was for export assistance, for which FY2022-enacted appropriations are more than double the FY2021 funding. The largest funding reduction when comparing FY2021- and FY2022-enacted appropriations was for non-health development assistance accounts, which decreased by nearly 36% in total.

Cross-Cutting Issues

The Biden Administration's budget request articulated certain global priorities for FY2022. These included 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 identified climate change response as a top priority. Multilaterally, the Biden Administration proposed a $625 million contribution to the Green Climate Fund, which would be the first U.S. contribution since FY2017. The request also included $300 million for the Clean Technology Fund and $100 million for Multilateral Climate Change Adaptation Funds. Bilaterally, the Administration asserted that the request "increas[es] investments in systemic change that promotes adaptation resilience, renewable energy, and sustainable landscapes."[56] The Administration included climate considerations in all regional-specific requests as well as certain sector-specific requests such as those for food security and gender.[57] The budget request also incorporated climate-related priorities into independent agency requests, such as those for the Peace Corps, Millennium Challenge Corporation, and the U.S. African Development Foundation.

House Legislation. The House bill, H.R. 4373, provided funds for both multilateral and bilateral efforts to combat climate change. The bill included $1.60 billion for the Green Climate Fund and $200 million for the Clean Technology Fund. The report designated additional funds for climate efforts and directed agencies to incorporate climate into foreign assistance activities. For example, it listed climate change as a key issue in a number of regions, including the Indo-Pacific, Central America, and sub-Saharan Africa. The committee further directed 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."

Omnibus Appropriation. P.L. 117-103 included selected funding for climate change efforts but not at the levels requested by the Administration or proposed in the House legislation. The bill included $125 million for a Clean Technology Fund and $149 million for the Global Environment Facility. The bill also directed that $185 million be made available for sustainable landscapes programs, $270 million for adaptation programs, and $260 million for clean energy programs, among other environmental initiatives. As in prior year appropriations, the legislation did not include a contribution to the Green Climate Fund.[58]

COVID-19

The FY2022 request proposed 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 included, among others,

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

[57] Ibid.

[58] For more detailed information on U.S. funding for international climate programs, see CRS In Focus IF12036, *U.S. International Climate Finance: FY2022*, by Richard K. Lattanzio.

- $995 million for Global Health Security to "enhance the global COVID response and strengthen global health security";[59]
- 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;[60]
- Development Assistance (DA) education funds to "address the global learning crisis and respond to the impact of COVID-19 on education";[61] and
- Economic Support Fund (ESF) monies to help regions recover from the economic effects of COVID-19.[62]

The Administration's supplemental request for COVID-19, submitted on March 2, 2022, included an additional $4.25 billion for foreign operations accounts. According to the request, $3.5 billion would have been for global health programs—including $1.8 billion for the U.S. Global VAX initiative and $1.7 billion for other COVID-19 global health interventions (e.g., therapeutics and supplies)—and $750 million would have been for humanitarian assistance, including the provision of emergency food assistance.

House Legislation. The report accompanying the House measure (H.Rept. 117-84) noted 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 provided $1 billion for Global Health Security; directed the USAID Administrator to address learning loss due to COVID-19, including through expanding access to distance learning materials and technology; and recommended that USAID design COVID-19-sensitive water, sanitation, and hygiene (WASH) programs, among other provisions.

Omnibus Appropriation. The draft omnibus appropriation included a division with supplemental funding for COVID-19, including for select SFOPS accounts. However, the division was removed from the bill prior to its enactment.[63] The enacted bill, P.L. 117-103, included directives related to pandemics and other infectious disease outbreaks but did not designate specific funding levels for such purposes, with the exception of the Emergency Reserve Fund, which may receive up to $100 million.

Rising Authoritarianism

The Biden Administration's budget proposed funds to address rising authoritarianism and democratic backsliding, including in the context of COVID-19. A proposed $100 million for

[59] Ibid., p. 77.

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

[61] Ibid., p. 81.

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

[63] Laura Weiss, David Lerman, Lindsey McPherson, et al., "Pandemic aid bill pulled as House aims to wrap up omnibus," *Roll Call*, March 9, 2022.

USAID's Bureau for Democracy, Development, and Innovation (DDI)—which was level when compared to the FY2021 appropriation—was to elevate "anti-corruption, human rights, and countering authoritarianism as strategic and programmatic priorities."[64] The Administration also included these priorities in some of its regional requests. The Assistance to Europe, Eurasia, and Central Asia proposal for Europe and Eurasia, for example, was "focused on defending democracy, rule of law, advancing human rights and gender equality, fighting corruption, and countering authoritarianism."[65]

House Legislation. The House report accompanying H.R. 4373 asserted its support for the Administration's "commitment to strengthening and preserving democracies worldwide." It provided funds for the Democracy Fund at the level the Administration requested—which would have been even with the FY2021-enacted level—and provided 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.

Omnibus Appropriation. The FY2022 omnibus legislation included a total of $340 million for the Democracy Fund, a 17% increase over the FY2021-enacted level and the Administration's request for FY2022. The bill also directed that not less than $2.60 billion be made available for democracy programs in FY2022, an increase of $183 million from the amount designated in FY2021. The Joint Explanatory Statement accompanying the legislation also designated $4.5 million in the OAS Fund for Strengthening Democracy and $3.5 million for the U.N. Democracy Fund, consistent with the House-passed legislation.

Foreign Operations Sectors

Global Health Programs (GHP)[66]

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 6**).[67] The Biden Administration initially 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 have increased by $825 million, or more than 429%, from FY2021 enacted nonemergency funding. The increase appeared to reflect the Administration's interest in pandemic preparedness efforts in light of the COVID-19 pandemic.[68] 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.[69] These actions reversed the Trump Administration's decision to halt U.S. funding to the WHO and "terminate" the U.S. relationship with the organization.[70]

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[64] Ibid., p. 91.

[65] Ibid., p. 92.

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

[67] 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.

[68] SFOPS CBJ for FY2022.

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

[70] For more on the Trump Administration's decisions regarding WHO, as well as the withdrawal process, see CRS

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
- 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.[71]

Additionally, the FY2022 budget request sought funding increases for FP/RH programs (+$26 million), as well as for maternal and child health (+$24.5 million).[72]

As noted above, the Administration submitted to Congress a supplemental funding request in March 2022 to address COVID-19 abroad, including $3.5 billion for global health programs. This brought the total FY2022 request for the Global Health Programs account to $13.55 billion, or about 2.7% more than the FY2021 total enacted funding.

Table 6. Global Health Appropriations, FY2018-FY2022

(In millions of current U.S. dollars)

	FY2018 Enacted	FY2019 Enacted	FY2020 Enacted	FY2021 Enacted	FY2022 Request	FY2022 House	FY2022 Enacted
HIV/AIDS	4,320.0	4,370.0	4,370.0	4,370.0	4,370.0	4,520.0	4,390.0
Global Fund	1,350.0	1,350.0	1,560.0	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	5,950.0
HIV/AIDS	330.0	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	371.1
Malaria	755.0	755.0	770.0	770.0	770.0	820.0	775.0
MCH	829.5	835.0	851.0	855.0	879.5	880.0	890.0
Nutrition	125.0	145.0	150.0	150.0	150.0	160.0	155.0
Vulnerable Children	23.0	24.0	25.0	25.0	25.0	30.0	27.5
FP/RH	524.0	524.0	524.0	524.0	550.0	760.0	524.0
NTDs	100.0	102.5	102.5	102.5	102.5	112.5	107.5
GHS	72.5	100.0	100.0	190.0	995.0	1,000.0	700.0
Total, USAID-GHP	3,020.0	3,117.5	3,162.5	3,265.5	4,121.0	4,561.5	3,880.0
Emergency GHP				4,000.0	3,500.0		
Total, GHP	8,690.0	8,837.5	9,092.5	13,195.5	13,551.0	10,641.5	9,830.0

Report R46575, *U.S. Withdrawal from the World Health Organization: Process and Implications*, coordinated by Tiaji Salaam-Blyther.

[71] 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.

[72] SFOPS CBJ for FY2022.

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.

House Legislation. The House measure, H.R. 4373, provided $10.64 billion in global health funding for FY2022. The bill provided level or increased funding for each global health subaccount when compared with the Biden Administration's initial request. Compared with the Administration's initial request, the bill provided the largest increase (in dollar amount) to Family Planning/Reproductive Health programs and emphasized global health security and health systems strengthening.

Omnibus Appropriation. The omnibus appropriation, P.L. 117-103, provided $9.83 billion in global health funding for FY2022 but did not include the emergency COVID-19 funding requested by the Administration, which Congress continues to debate (see "Outlook" section, below). The enacted funding represents an increase of $634.5 million (7%) compared with FY2021-enacted nonemergency funding (i.e., excluding the $4 billion in FY2021 supplemental funding to combat COVID-19). The legislation provided level or increased funding for each global health subaccount compared with FY2021-enacted levels. However, compared with the President's amended request, the legislation decreased funding to FP/RH (-5%) and Global Health Security (-30%), and total GHP funding by more than 27%.

Humanitarian Assistance[73]

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**).

Data show that the scope of global humanitarian and displacement crises has significantly worsened in the past 25 years.[74] According to the United Nations, the projected numbers of those displaced or requiring humanitarian assistance in 2022 are the highest on record, in part due to the ongoing COVID-19 pandemic, which continues to exacerbate drivers of humanitarian need.[75] The U.N. 2022 global humanitarian appeal for $41.00 billion was the highest ever. Enacted FY2021

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

[74] The New Humanitarian, "Change in the Humanitarian Sector, in Numbers," September 9, 2020.

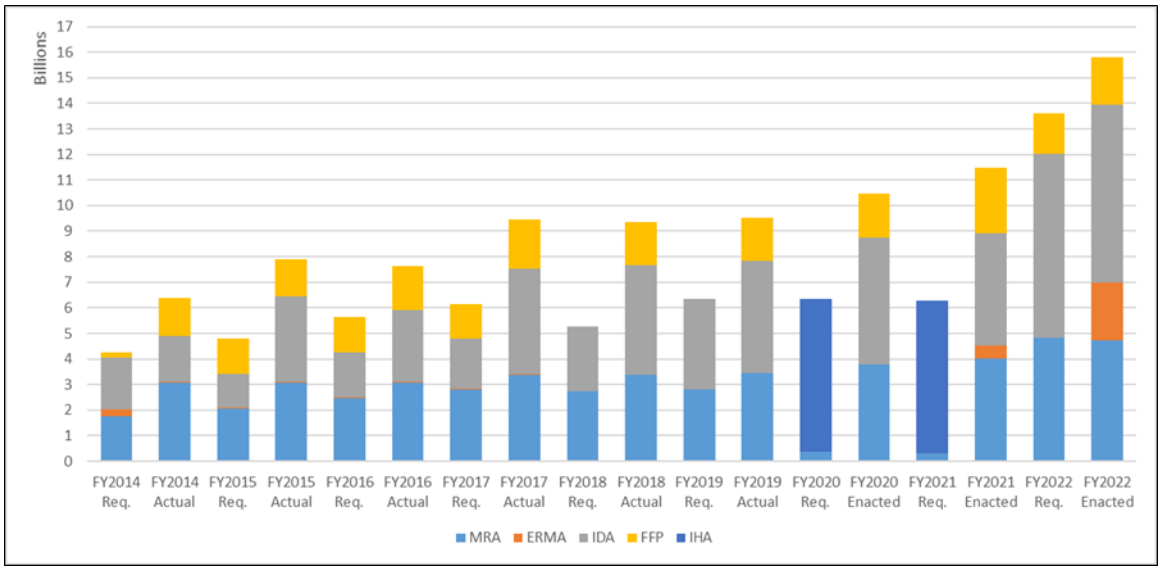
[75] The United Nations estimates that in 2022, more than 274 million people will require humanitarian assistance and protection and over 8.4 million persons will be forcibly displaced, the highest number on record. In addition, natural disasters and deepening environmental vulnerability due to climate change affect millions of people every year. U.N. Office for the Coordination of Humanitarian Affairs, *Global Humanitarian Overview 2022*, December 2, 2021. U.N. humanitarian funding appeals are administered through UNOCHA and bring many aid organizations together to coordinate a response to major humanitarian crises and disasters worldwide, usually in the form of an appeal for funds through a collaborative plan. U.N. High Commissioner for Refugees, *Mid-Year Trends Report*, November 2021 (latest available).

U.S. humanitarian funding totaled $11.467 billion, which was also a record high. This total included 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 of 2021 (ARPA, P.L. 117-2).[76]

The Biden Administration's initial budget request for FY2022 called for $10.10 billion in humanitarian assistance to support displaced and vulnerable persons worldwide, or about 12% below the FY2021-enacted total. The request included $3.85 billion for MRA, $100 million for ERMA, $4.68 billion for IDA, and $1.57 billion for FFP. It would have shifted $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.

The Administration's supplemental request for aid to Ukraine and assistance to address COVID-19 abroad sought $3.50 billion in additional FY2022 humanitarian assistance ($2.75 billion for Ukraine, $750 million for COVID-19), including the provision of emergency food assistance. This supplemental request brought the Administration's total FY2022 humanitarian assistance request to $13.60 billion.

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



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.

*An IHA consolidated account was proposed under the Trump Administration. Congress did not enact the proposed funding reductions or changes to the humanitarian account structure.

[76] 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 are to be administered through the global humanitarian accounts.

House Legislation. The House measure, H.R. 4373, would have provided $8.53 billion in humanitarian funding through the MRA, ERMA, and IDA accounts. The House Agriculture appropriations bill, H.R. 4356, would have provided $1.74 billion in FFP funding, bringing the total for humanitarian assistance to nearly $10.27 billion for FY2022, which represented an increase of close to 2% over the Administration's initial request.

Continuing Resolutions. The first FY2022 CR, the Extending Government Funding and Delivering Emergency Assistance Act (P.L. 117-43), provided an additional $1.89 billion in humanitarian assistance to address needs in, and assist refugees from, Afghanistan.[77] A second continuing resolution, the Further Extending Government Funding Act (P.L. 117-70), included an additional $1.20 billion in humanitarian assistance through the ERMA account primarily to support relocation and resettlement activities related to the evacuation of Afghans from Afghanistan.[78]

Omnibus Appropriation. The FY2022 full year appropriation, P.L. 117-103, included $6.82 billion in regular SFOPS humanitarian assistance accounts ($3.90 billion for MRA, $0.01 million for ERMA, $2.91 billion for IDA) and $1.74 billion in FFP, for a total of $8.56 billion in enduring humanitarian assistance appropriations. In addition, Congress appropriated $4.15 billion in humanitarian assistance for the Ukraine response[79] (close to a 34% increase over the Administration's Ukraine supplemental request for humanitarian assistance). This amount included $4.05 billion for SFOPS accounts, ($1.4 billion for MRA and $2.65 billion for IDA), and $100 million for FFP.

In sum, Congress has appropriated $15.80 billion for the humanitarian assistance accounts for FY2022. This represents a near 38% increase in total humanitarian appropriations compared with total enacted humanitarian assistance funding for FY2021, largely due to the additional funding provided for the humanitarian responses in Afghanistan and Ukraine. Excluding supplemental humanitarian funding, Congress has appropriated a total of $8.56 billion for humanitarian assistance in FY2022, an 11% decrease from enacted FY2021 funding levels and approximately 15% below the Administration's initial FY2022 budget request.

[77] P.L. 117-43, Division C, Title IV included $400 million for IDA, $415 million for MRA, and $1,076.1 million for ERMA.

[78] Account details for the supplemental funding in the continuing resolutions is provided in the "State Department Operations and Related Agency Funding Highlights" and "Foreign Operations Highlights" sections of this report.

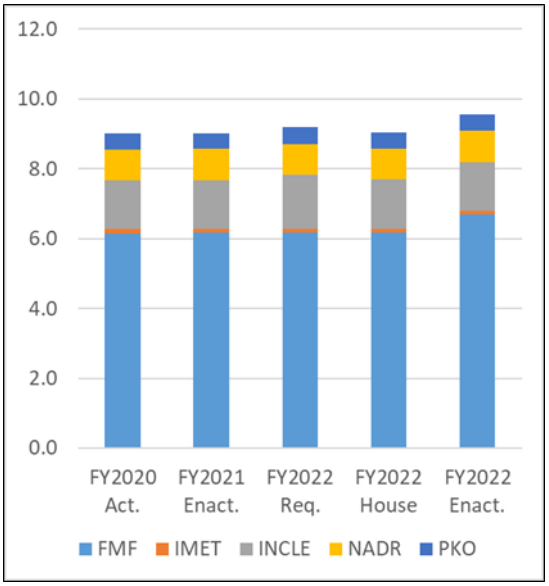
[79] See Division N of P.L. 117-103—the Ukraine Supplemental Appropriations Act, 2022.

Security Assistance

The Biden Administration's initial request included $9.18 billion in security assistance, a 2% increase when compared with FY2021 enacted levels (see **Figure 4**). As in past years, Foreign Military Financing (FMF) accounted for the largest share of security assistance funding. The largest proposed increase was to the International Narcotics Control and Law Enforcement (INCLE) account. The Administration asserted 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 are 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); and countering malign influences of China, Russia, and Iran. The Administration also sought to bolster regional stability in the Middle East through Peacekeeping Operations (PKO) support for the Multinational Force and Observers mission in the Sinai.

Figure 4. Security Assistance by Account, FY2020-FY2022

(In billions of current U.S. dollars)



Sources: FY2022 SFOPS CBJ; P.L. 116-260; P.L. 117-103.

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.

The Administration's supplemental budget request, made in March 2022, included an additional $500 million in FMF funds to support Ukraine, bringing the total FY2022 security assistance request to $9.68 billion.

House Legislation. H.R. 4373 would have provided $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 original request.

Omnibus Appropriation. For FY2022, Congress has appropriated a total of $9.58 billion in security assistance through P.L. 117-103: $8.90 billion in enduring funds and $680 million in supplemental funding for Ukraine ($650 million in FMF and $30 million in INCLE). The base security assistance funding represents a 1% decrease in funding compared with FY2021 levels and a 3% decrease from the President's request. With emergency funding, the total amount appropriated for security assistance represents a 6% increase over FY2021 funding and 1% less than the President's total request.

Development Assistance, Export Promotion, and Related Assistance

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

Development Sectors

The Biden Administration's request for FY2022 did not specify dollar amounts for many non-health development sectors but offered detail on program priorities within some sectors. For example, the Administration highlighted 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 included climate change and the environment, democracy promotion and countering the rise of 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) would have provided level or increased funding for most non-health development sectors in FY2022 (see **Table 7**). The education sector would have seen a decrease of $35 million (3%). The largest increase was proposed for environmental programs, which would have seen an increase of $303.5 million (31%) over prior year appropriations.

Table 7. Select Development Sectors, FY2020-FY2022

(In millions of current U.S. dollars)

Sector	FY2020 Enacted	FY2021 Enacted	FY2022 House	FY2022 Enacted
Democracy Programs (excluding NED)	2,400.0	2,417.0	2,517.0	2,600.0
Education (basic and higher)	1,110.0	1,235.0	1,200.0	1,200.0
Food Security	1,005.6	1,010.6	1,100.0	1,010.6
Environment	906.7	986.7	1,290.2	1,295.0
Water and Sanitation	450.0	450.0	475.0	475.0
Gender	330.0	560.0	617.0	560.0
Trafficking in Persons	67.0	99.0	106.4	106.4
Reconciliation Programs	30.0	25.0	25.0	25.0
Micro and Small Enterprise	265.0	265.0	265.0	265.0

Sources: P.L. 116-94; P.L. 116-260; H.R. 4373; P.L. 117-103.

Notes: NED = National Endowment for Democracy.

Omnibus Appropriation. In the FY2022 omnibus appropriation, Congress largely provided level or increased funding for the non-health development sectors. The one exception was for education, which decreased by 3% compared with FY2021. Sectors receiving funding increases compared to prior-year funding include environmental programs (31%), Democracy Programs (7.6%), Water and Sanitation (5.5%), and Trafficking in Persons (8%).

Independent Agencies

The Administration's request for FY2022 would have maintained 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, provided increases to the Peace Corps (5%), IAF (17%), and USADF (30%), and maintained level funding for MCC for FY2022 when compared with FY2021-enacted levels. The FY2022 Omnibus, P.L. 117-103, keeps level funding for both the Peace Corps and MCC compared with FY2021 but increases funding for the IAF (11%) and USADF (21%).

Multilateral Assistance

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

House Legislation. H.R. 4373 would have provided a total of $4.1 billion for multilateral assistance accounts for FY2022, representing a 13% increase from the Biden Administration's request. The House measure emphasized the Green Climate Fund, providing $1.60 billion for FY2022, a 156% increase from the Administration's proposed $625 million. The House bill did not increase funding for the International Development Association, instead appropriating level funding when compared to FY2021.

Omnibus Appropriation. P.L. 117-103 provided a total of $2.37 billion for multilateral assistance accounts for FY2022, which represented an increase of 16% compared with enduring (nonemergency) funds for such accounts for FY2021 and a decrease of 35% compared with the Administration's request. Compared with FY2021 enduring funds, all multilateral accounts received level or increased funding with the International Fund for Agriculture and Development (IFAD) receiving the largest increase (32%).

Export Promotion

For FY2022, the Administration proposed 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 asserted that offsetting collections would reduce the agencies' budget burden. The Administration stated its expectation that the Ex-Im Bank would return funds to the Treasury at the end of the fiscal year, as it had in previous fiscal years. Similarly, while the Administration stated that it does not expect the DFC to be entirely budget neutral, it asserted 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 met the Administration's proposed funding for the Ex-Im Bank and DFC. An exception was the Ex-Im Bank's program budget, which would have seen a decrease of $5 million (50%) from the Administration's proposal. The House legislation provided increased funding for Ex-Im Bank and DFC when compared with the FY2021-enacted levels.

Omnibus Appropriation. In P.L. 117-103, Congress maintained level funding for the Ex-Im Bank and U.S. Trade and Development Agency in FY2022 but increased funding for the DFC by

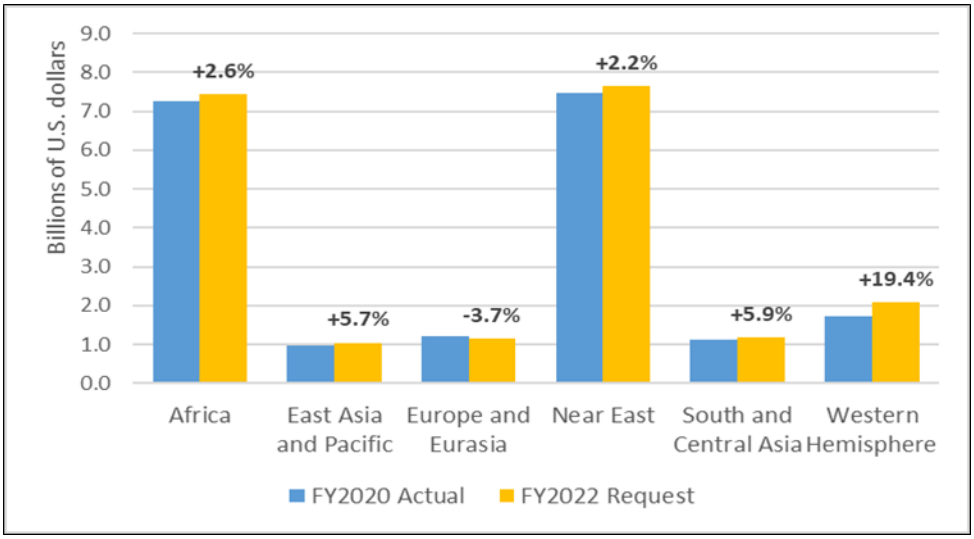
65% compared with FY2021 appropriations and by 148% compared with the Administration's request. As in prior years, the Ex-Im Bank is expected to return funds to the Treasury at the end of the fiscal year.

Regional Assistance

Similar to previous Administrations, the Biden Administration did not propose regional funding that captured all appropriations accounts. For example, humanitarian funding was 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 assessed fully only after the close of a fiscal year.

However, the Administration did propose regional funding for certain accounts. These included Global Health Programs (GHP); DA; ESF; Assistance to Europe, Eurasia, and Central Asia (AEECA); and all five security assistance accounts. For FY2022, the Administration initially proposed increases in all regions with the exception of Europe and Eurasia, which would have seen a nearly 4% decrease in funding when compared with FY2020 actual levels (see **Figure 5**).[80] The greatest proposed increase was for funding to the Western Hemisphere, largely to help the region address the root causes of migration to the United States.

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 did not provide comprehensive regional allocations, but did specify assistance levels for several countries and regions. For example, the measure directed that up to $860.6 million could have been made available for assistance to Central American countries.[81] The legislation also directed that not less

[80] FY2020 actuals are used as a comparison because comprehensive country- and regional-specific levels are not provided in annual appropriations measures. FY2021 total funding levels for most countries have not been reported.

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

than $3.3 billion be made available for Israel, not less than $1.4 billion for Egypt, not less than $481.5 million for assistance for Ukraine, and not less than $132.0 million for assistance for Georgia, among other designations.

Omnibus Appropriation. The ominbus appropriation, P.L. 117-103, also did not include comprehensive country- and region-specific allocations. As in prior year appropriations, though, the measure did include directives for some countries and regions. For example, the law specified that not less than $3.3 billion shall be made available for Israel, not less than $1.6 billion for the Indo-Pacific Strategy, and not less than $1.4 billion for Egypt, among other designations. As noted above, Division N of the bill also provides supplemental appropriations for Ukraine, including $6.65 billion in foreign operations accounts. These funds were not allocated by country or region but are likely to increase aid to Europe and Eurasia in FY2022 significantly relative to FY2021.

Outlook

Although Congress enacted a full year SFOPS appropriation for FY2022 in March 2022, and the FY2023 budget process is underway, appropriations for FY2022 may not be complete. Members continue to debate the possible need for additional funding in the remaining months of FY2022, primarily for the following purposes:

Ukraine. The Russian invasion of Ukraine prompted the Administration to ask Congress for $5 billion in additional FY2022 SFOPS funding to address military, economic, and humanitarian needs in Ukraine and neighboring counties. Congress included $6.8 billion in emergency SFOPS funds in the FY2022 omnibus bill for this purpose. As the fighting in Ukraine continues, and the refugee crisis worsens, Congress may consider supplemental appropriations to provide additional aid to in the region.

COVID-19. The Administration's supplemental budget request also included $4.25 billion in additional FY2022 SFOPS funds to address COVID-19. A draft version of the omnibus bill included emergency COVID-19 funding within SFOPS accounts, but the funding was removed from the legislation during final negotiations. Members reportedly are still negotiating a potential COVID-19 emergency supplemental appropriations bill for FY2022.[82]

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 initial 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.[83] The Administration also requested an additional $70.8 million for diplomatic programs in Afghanistan, including mission staffing and operations, along with information technology costs.[84] Although the United States and Qatar reached an agreement to establish a U.S. Interests Section located within the Qatari Embassy in Kabul, it does not appear that this agreement involves the assignment of U.S. personnel to the Interests Section.[85] It remains unclear when, or if, the United States will

[82] Lindsay McPherson, "Bipartisan talks on pandemic aid offsets underway in Senate," Congressional Quarterly, March 22, 2022, available at https://plus.cq.com/doc/news-6491010?1&srcpage=home&srcsec=cqn.

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

[84] Ibid., p. 154.

[85] Humeyra Pamuk and Jonathan Landay, "Blinken says Qatar to act as U.S. diplomatic representative in Afghanistan," *Reuters*, November 12, 2021.

reestablish a larger diplomatic presence in Afghanistan, and what the funding requirements to sustain such a presence may look like.

Appendix A. SFOPS Funding, by Account

Table A-1. Department of State, Foreign Operations, and Related Programs Appropriations: FY2021-FY2022

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

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
Title I. State, Broadcasting & Related Agencies, TOTAL	17,494.19 (4,561.54)	18,349.10	18,202.98	17,573.12	276.90	80.30	17,367.48 (154.00)	17,724.67 (511.20)	-3%	1%
Administration of Foreign Affairs, Subtotal	13,152.79 (3,759.31)	13,371.07	13,204.50	12,599.84	276.90	80.30	12,715.11 (129.00)	13,072.31 (486.2)	-2%	-1%
Diplomatic Programs	9,374.01 (2,430.12)	9,490.67	9,476.98	9,040.67		44.30	9,303.79 (125.00)	9,348.09 (169.30)	-2%	0%
of which Worldwide Security Protection	*4,120.90* *(2,226.12)*	*4,075.90*	*4,075.90*	*3,625.90*			*3,788.20*	*3,788.20*	-7%	-8%
Consular and Border Security Programs	(300.00)	320.00	320.00				0.00	0.00	-100%	-100%
Capital Investment Fund	250.00	448.88	275.00	448.88			300.00	300.00	-33%	20%
Office of Inspector General	145.73 (54.90)	91.46	91.46				95.46 (4.00)	95.46 (4.00)	+4%	-35%
Special Inspector General for Afghanistan		54.90	54.90				40.00	40.00	-27%	n.a.
Educational & Cultural Exchanges	740.30	741.30	750.00	748.96			753.00	753.00	2%	2%
Representation Expenses	7.42	7.42	7.42	7.42			7.42	7.42	0%	0%
Protection of Foreign Missions & Officials	30.89	30.89	30.89	30.89			30.89	30.89	0%	0%
Embassy Security, Construction & Maintenance	1,950.45 (824.29)	1,983.15	1,995.45	1,983.15			1,983.15	1,983.15	0%	2%

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
of which Worldwide Security Upgrades	*1,181.39* *(824.29)*	*1,132.43*	*1,144.73*	*1,132.43*			*1,132.43*	*1,132.43*	0%	-4%
Emergency-Diplomatic & Consular Services	7.89	8.89	8.89	8.89	276.90	36.00	7.89	320.79	3510%	3968%
Repatriation Loans	2.50	1.30	1.30	1.30			1.30	1.30	0%	-48%
Payment American Institute Taiwan	31.96	32.58	32.58	32.58			32.58	32.58	0%	2%
International Chancery Center	2.74	0.74	0.74	0.74			0.74	0.74	0%	-73%
Sudan Claims	150.00 (150.00)								n.a.	n.a.
Foreign Service Retirement (mandatory)	158.90	158.90	158.90	158.90			158.9	158.9	0%	0%
International Organizations, Subtotal	2,962.24 (802.23)	3,591.54	3,591.54	3,491.54			3,161.54	3,161.54	-12%	7%
Contributions to International Organizations	1,505.93 (96.24)	1,662.93	1,662.93	1,662.93			1,662.93	1,662.93	0%	10%
Contributions to International Peacekeeping	1,456.31 (705.99)	1,928.61	1,928.61	1,828.61			1,498.61	1,498.61	-22%	3%
International Commissions, Subtotal (Function 300)	176.62	176.62	186.62	181.37			180.85	180.85	2%	2%
International Boundary/U.S. Mexico	98.77	98.77	108.77	103.52			103.00	103.00	4%	4%
American Sections	15.01	15.01	15.01	15.01			15.01	15.01	0%	0%
International Fisheries	62.85	62.85	62.85	62.85			62.85	62.85	0%	0%
Agency for Global Media, Subtotal	802.96	810.40	818.85	885.40			885.00 (25.00)	885.00 (25.00)	9%	10%

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
Broadcasting Operations	793.26	800.70	809.15	870.70			875.30 (25.00)	875.30 (25.00)	9%	10%
Capital Improvements	9.70	9.70	9.70	14.70			9.70	9.70	0%	0%
Related Programs, Subtotal	385.28	385.17	387.17	400.67			410.67	410.67	7%	7%
Asia Foundation	20.00	20.00	20.00	21.50			21.50	21.50	8%	8%
U.S. Institute of Peace	45.00	45.00	45.00	54.00			54.00	54.00	20%	20%
Center for Middle East-West Dialogue	0.25	0.18	0.18	0.18			0.18	0.18	0%	-28%
Eisenhower Exchange Programs	0.21	0.17	0.17	0.17			0.17	0.17	0%	-19%
Israeli-Arab Scholarship Program	0.12	0.12	0.12	0.12			0.12	0.12	0%	0%
East-West Center	19.70	19.70	19.70	19.70			19.70	19.70	0%	0%
Leadership Institute for Transatlantic Engagement			2.00						n.a.	n.a.
National Endowment for Democracy	300.00	300.00	300.00	305.00			315.00	315.00	5%	5%
Other Commissions, Subtotal	14.30	14.30	14.30	14.30			14.30	14.30	0%	0%
Preservation of America's Heritage Abroad	0.64	0.64	0.64	0.64			0.64	0.64	0%	0%
International Religious Freedom	4.50	4.50	4.50	4.50			4.50	4.50	0%	0%
Security & Cooperation in Europe	2.91	2.91	2.91	2.91			2.91	2.91	0%	0%
Cong.-Exec. Commission on People's Republic of China	2.25	2.25	2.25	2.25			2.25	2.25	0%	0%
U.S.-China Economic and Security Review	4.00	4.00	4.00	4.00			4.00	4.00	0%	0%
Foreign Operations, TOTAL	54,620.25 (19,733.58)	53,556.97 (9,250.00)	44,772.92	46,317.43	1,891.10	1,200.00	47,595.20 (6,646.00)	50,686.30 (9,737.1)	-5%	-7%

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
Title II. Administration of Foreign Assistance	1,752.45 (41.00)	1,862.65	1,790.62	1,976.35	0.00	0.00	2,003.15 (29.00)	2,003.15 (29.00)	8%	14%
USAID Operating Expenses	1,418.75 (41.00)	1,527.95	1,455.92	1,635.95			1,660.95 (25.00)	1,660.95 (25.00)	9%	17%
USAID Capital Investment Fund	258.20	258.20	258.20	258.20			258.20	258.20	0%	0%
USAID Inspector General	75.50	76.50	76.50	82.20			84.00 (4.00)	84.00	10%	11%
Title III. Bilateral Assistance	41,083.95 (18,210.46)	34,143.91 (8,750.00)	29,625.91	29,248.31	1,891.10	1,200.00	33,314.44 (5,937.00)	36,405.54 (9,028.00)	-5%	-11%
Global Health Programs	13,195.95 (4,000.00)	13,550.95 (3,500.00)	10,641.45	10,353.95			9,830.00	9,830.00	-27%	-26%
of which USAID	*7,265.95* *(4,000.00)*	*3,870.95*	*4,561.45*	4,423.95			*3,880.00*	*3,880.00*	0%	-47%
of which State	*5,930.00*	*6,180.00*	*6,080.00*	5,930.00			*5,950.00*	*5,950.00*	-4%	0%
Development Assistance	3,500.00	4,075.10	4,075.10	4,075.10			4,140.49	4,140.49	2%	18%
International Disaster Assistance	4,395.36 (1,914.04)	7,182.36 (2,500.00)	4,682.36	4,682.36	400.00		6,555.45 (2,650.00)	6,955.45 (3,050.00)	-3%	58%
Transition Initiatives	92.04	92.04	92.04	107.04			200.00 (120.00)	200.00 (120.00)	117%	117%
Complex Crises Fund	30.00	60.00	40.00	60.00			60.00	60.00	0%	100%
Economic Support Fund	12,526.96 (9,375.00)	6,010.23 (1,750.00)[d]	3,635.23	3,480.13			4,746.00 (647.00)	4,746.00 (647.00)	-21%	-62%
Democracy Fund	290.70	290.70	290.70	340.70			340.70	340.70	17%	17%

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
Assistance for Europe, Eurasia, and Central Asia	770.33	788.93	788.93	788.93			1,620.00 (1,120.00)	1,620.00 (1,120.00)	105%	110%
Migration & Refugee Assistance	4,032.00 (2,301.42)	4,845.00 (1,000.00)	3,845.00	3,845.00	415.00		4,312.19 (1,400.00)	4,727.19 (1,815.00)	-2%	17%
Emergency Refugee & Migration Assistance	500.10 (500.00)	0.10	0.10	0.10	1,076.10	1,200.00	0.10	2,276.20 (2,276.10)	2276100%	355%
Independent Agencies, Subtotal	1,393.50	1,393.50	1,430.00	1,410.00			1,404.50	1,404.50	1%	1%
Peace Corps	410.50	410.50	430.50	410.50			410.50	410.50	0%	0%
Millennium Challenge Corporation	912.00	912.00	912.00	912.00			912.00	912.00	0%	0%
Inter-American Foundation	38.00	38.00	44.50	44.50			42.00	42.00	11%	11%
U.S. African Development Foundation	33.00	33.00	43.00	43.00			40.00	40.00	21%	21%
Department of the Treasury, Subtotal	357.00 (120.00)	105.00	105.00	105.00			105.00	105.00	0%	-71%
International Affairs Technical Assistance	33.00	38.00	38.00	38.00			38.00	38.00	0%	15%
Debt Restructuring	324.00 (120.00)	67.00	67.00	67.00			67.00	67.00	0%	-79%
Title IV. International Security Assistance	9,004.03 (902.12)	9,683.89 (500.00)	9,034.03	9,050.01	0.00	0.00	9,579.35 (680.00)	9,579.35 (680.00)	-1%	6%
International Narcotics Control & Law Enforcement	1,385.57	1,525.74	1,395.57	1,388.85			1,421.00 (30.00)	1,421.00 (30.00)	-7%	3%
Nonproliferation, Anti-Terrorism, Demining	889.25	900.25	889.25	907.25			900.00	900.00	0%	1%

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
Peacekeeping Operations	440.76 (325.21)	469.46	460.76	465.46			455.00	455.00	-3%	3%
International Military Education & Training	112.93	112.93	112.93	112.93			112.93	112.93	0%	0%
Foreign Military Financing	6,175.52 (576.91)	6,675.52 (500.00)	6,175.52	6,175.52			6,690.42 (650.00)	6,690.42 (650.00)	0%	8%
Title V. Multilateral Assistance	2,620.82 (580.00)	3,630.13	4,098.56	4,203.96	0.00	0.00	2,374.46	2,374.46	-35%	-9%
International Organizations & Programs	967.50 (580.00)	457.10	477.10	472.50			423.00	423.00	-7%	-56%
International Bank for Reconstruction and Development	206.50	206.50	206.50	206.50			206.50	206.50	0%	0%
Global Environment Facility	139.58	149.29	149.29	149.29			149.29	149.29	0%	7%
International Development Association	1,001.40	1,427.97	1,001.40	1,001.40			1,001.40	1,001.40	-30%	0%
Asian Development Fund	47.40	53.32	53.32	53.32			53.23	53.23	0%	13%
African Development Bank	54.65	54.65	54.65	54.65			54.65	54.65	0%	0%
African Development Fund	171.30	211.30	211.30	211.30			211.30	211.30	0%	23%
Green Climate Fund		625.00	1,600.00	1,450.00			0.00	0.00	-100%	n.a.
Climate Investment Funds/Clean Tech Fund		300.00	200.00	450.00			125.00	125.00	-58%	n.a.
International Monetary Fund		102.00	102.00	102.00			102.00	102.00	0%	n.a.
Global Agriculture Food Security Program				43.00			5.00	5.00	n.a.	n.a.
International Fund for Agricultural Development	32.50	43.00	43.00	10.00			43.00	43.00	0%	32%

	FY2021 Total Enacted[a]	FY2022 Req.[b]	FY2022 House-Passed H.R. 4373	FY2022 Senate Intro S. 3075[c]	FY2022 CR 1 P.L. 117-43, Div. C	FY2022 CR 2 P.L. 117-70, Div. B	Omnibus P.L. 117-103, Div. K, N[d]	FY2022 Total Enacted[e]	% Change FY2022 Req. to FY2022 Enacted	% Change FY2021 Enacted to FY2022 Enacted
Title VI. Export Assistance	159.00	-13.61	223.80	323.80	0.00	0.00	323.80	323.80	-2479%	104%
Export-Import Bank (net)	-113.50	-221.50	-74.50	-74.50			-74.50	-74.50	-66%	-34%
U.S. Development Finance Corporation (net)	193.00	128.39	218.80	318.80			318.80	318.80	148%	65%
U.S. Trade & Development Agency	79.50	79.50	79.50	79.50			79.50	79.50	0%	0%
SFOPS Total, Prerescission	**72,114.43 (24,295.12)**	**71,906.08 (9,250.00)**	**62,975.90**	**63,890.54**	**2,168.00**	**1,280.30**	**64,962.68 (6,800.00)**	**68,410.97 (10,248.3)**	**-5%**	**-5%**
Rescissions, net	-530.12 (-425.12)	-535.00	-575.00	-1,653.64	0.00	0.00	1,903.78	1,903.78	256%	259%
SFOPS Total, Net of Rescissions	**71,584.31 (23,870.00)**	**71,371.08 (9,250.00)**	**62,400.90**	**62,236.90**	**2,168.00**	**1,280.30**	**63,058.90 (6,800.00)**	**66,507.19 (10,248.3)**	**-7%**	**-7%**

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).

b. Includes supplemental funds requested by the Administration in March 2022 to address the situation in Ukraine and additional COVID-19-related needs.

c. S. 3075 was introduced but was never considered by the Senate SFOPS subcommittee. It is included here only as a reference of potential interest and does not indicate a Senate agreement on FY2022 funding levels.

d. The supplemental request also asked that this funding be provided with authority to be transferred to the Transition Initiatives, INCLE, NADRA and USAID and State Department operational accounts.

e. Figures in parenthesis include emergency funding from P.L. 117-43, Div. C; P.L. 117-70, Division B; and P.L. 117-103, Division N.

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, FY2021-FY2022

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

	FY2021 Total	FY2022 Req.	FY2022 House (H.R. 4373)	FY2022 CR 1 (P.L. 117-43, Div. C)	FY2022 CR 2 (P.L. 117-70, Div. B)	Omnibus (P.L. 117-103, Div. K, M)	FY2022 Enacted Total	% Change, FY2021-FY2022 Enacted
State-Foreign Operations, excluding Commissions[a]	71,407.69	71,194.46	62,214.68	2,168.00	1,280.30	62,878.05	66,326.35	-7%
	(23,870)	(9,250.00)				(6,800.00)	(6,800.00)	
Commerce-Justice-Science	105.37	105.43	120.93	0.00	0.00	112.43	112.43	7%
Foreign Claims Settlement Commission	2.37	2.43	2.43			2.43	2.43	3%
Int'l Trade Commission	103.00	103.00	118.5			110.00	110.00	7%
Agriculture	2,770.00	1,800.11	1,985.0	0.00	0.00	2,077.00	2,077.00	-25%
	(800.00)					(100.00)	(100.00)	
FFPA Title II	2,540.00	1,570.00	1,740.0			1,840.00	1,840.00	-28%
	(800.00)					(100.00)	(100.00)	
McGovern-Dole	230.00	230.11	245.0			237.00	237.00	+3%
Total International Affairs (150)	**74,283.06**	**73,100.00**	**64,320.21**	**2,168.00**	**1,280.30**	**65,067.48**	**68,515.78**	**-8%**
	(24,520.00)	**(9,250.00)**				**(6,900.00)**	**(10,348.30)**	

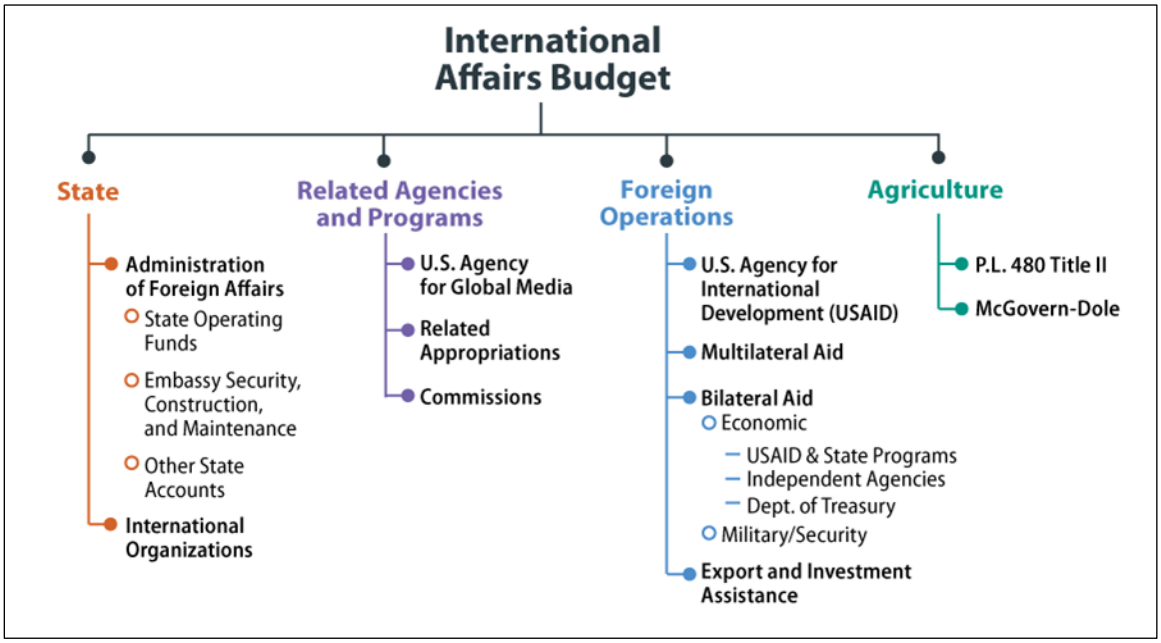
Source: SFOPS Congressional Budget Justification for FY2022; H.R. 4373.

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-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. International Affairs Budget Components



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