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Department of State, Foreign Operations, and Related Programs: FY2023 Budget and Appropriations

April 18, 2022

Congressional Research Service
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R47070

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SUMMARY

R47070

April 18, 2022

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Department of State, Foreign Operations, and Related Programs: FY2023 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) appropriations bill, which includes funding for U.S. diplomatic activities, cultural exchanges, development, security, humanitarian assistance, and participation in multilateral organizations, among other international activities. On March 28, 2022, the Biden Administration released its proposed FY2023 budget request, which called for $66.00 billion in new budget authority for SFOPS accounts ($65.94 billion after rescissions of prior year funding).

The FY2023 request, including rescissions, represents a 17.3% increase from FY2022 enacted base appropriations (excluding emergency funding to address crises in Afghanistan and Ukraine) and a 0.9% decrease from total FY2022 enacted appropriations. Consistent with previous budget requests and annual SFOPS appropriations measures, the budget request divides SFOPS into two main components:

- **Department of State and Related Agency.** These accounts, which are provided in Title I of the SFOPS bill, primarily support Department of State diplomatic and security activities. The FY2023 proposal includes $18.58 billion for Title I accounts, representing a 7.9% increase from FY2022 enacted base appropriations and a 4.8% increase from total FY2022 enacted levels.
- **Foreign Operations and Related Programs.** These accounts, which are provided in Titles II-VI of the SFOPS bill, fund most foreign assistance activities and would see a total of $47.42 billion for FY2023, a 15.8% increase when compared to FY2022 enacted base levels and a 6.4% decrease when compared to total FY2022 enacted levels.

Appendix A provides an account-by-account comparison of the FY2023 request to FY2022 enacted and FY2021 actual funding levels. **Appendix B** offers a similar comparison focused specifically on the International Affairs budget. Both appendices will be updated to reflect congressional action. **Appendix C** depicts the SFOPS account structure.

This report tracks SFOPS budget requests and appropriations, comparing funding levels for accounts and purposes. It does not provide extensive analysis of international affairs policy issues. For in-depth analysis and contextual information on international affairs issues, please 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

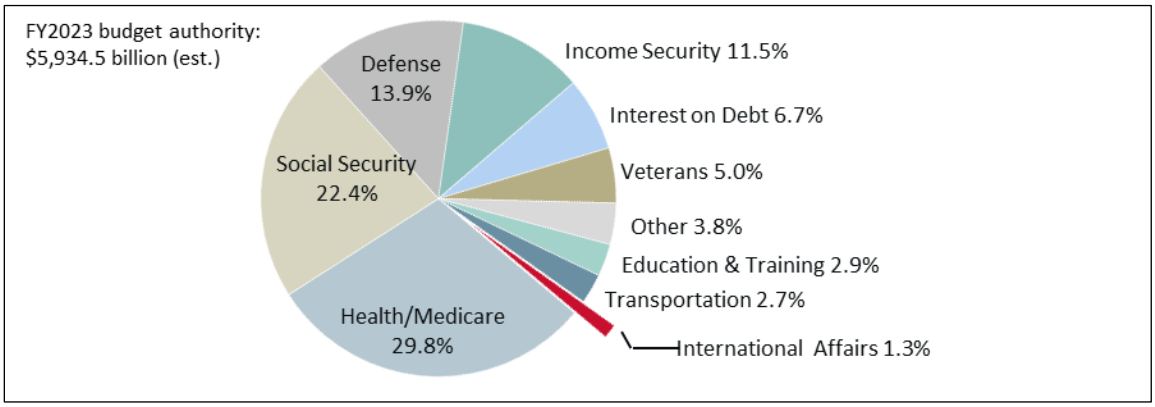
Annual Department of State, Foreign Operations, and Related Programs (SFOPS) appropriations support a range of U.S. activities around the world, including the operation of U.S. embassies; diplomatic activities; development, security, and humanitarian assistance; U.S. participation in multilateral organizations; and certain U.S. export promotion activities. The SFOPS appropriation closely aligns with the International Affairs budget function (150), which typically represents about 1% of the annual federal budget (**Figure 1**).[1]

A Note on Numbers

The Biden Administration prepared its FY2023 budget request prior to passage of FY2022 full year appropriations; it is unclear how it prepared FY2022 "estimates" presented in the budget request. As such, and to remain consistent with prior year analyses, CRS is comparing the FY2023 SFOPS request and subsequent appropriations bills to FY2022 enacted funding levels and/or FY2021 actual funding.

Unless otherwise indicated, CRS is using the FY2023 SFOPS Congressional Budget Justification for FY2021 "actuals", and P.L. 117-43, P.L. 117-70, and P.L. 117-103 for FY2022 enacted levels.

Figure 1. International Affairs as a Portion of the Federal Budget, FY2023 Estimate



Source: CRS using Office of Management and Budget FY2023 Budget Historical Table 5.1.

Notes: Reflects estimated budget authority for FY2023.

The Biden Administration's budget request for FY2023, released on March 28, 2022, proposes $66.00 billion in new budget authority for SFOPS accounts, or $65.94 billion when including proposed rescissions of prior year funding.[2] The total request, including rescissions, represents a 17.2% increase from FY2022 enacted base appropriations and a 0.9% decrease from total FY2022 enacted appropriations (including emergency supplemental funds to address crises in Afghanistan and Ukraine). The request is lower than the Biden Administration's FY2022 request but higher than every other SFOPS request from the past decade in current U.S. dollars (**Table 1**).

[1] The SFOPS budget aligns closely but not exactly with the International Affairs budget (Function 150). The primary differences are that international food aid programs are part of Function 150 but funded through the Agriculture appropriation, and that SFOPS includes funding for international commissions that are part of the Function 300 budget.

[2] Rescissions of prior year funding do not affect new budget authority but are considered when calculating budget totals for purposes such as compliance with Appropriations Committees' 302(b) allocations or statutory spending caps.

Table 1. SFOPS Request vs. Actual/Enacted Funding, FY2014-FY2023

(In billions of current U.S. dollars)

	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023
Request	51.96	55.01	54.83	60.21	40.21	41.66	43.10	44.12	71.37	66.00
Actual/Enacted	50.89	54.39	54.52	59.78	54.18	54.38	57.37	71.38	66.51	
Difference	-2.1%	-1.1%	-0.6%	-0.7%	34.7%	30.5%	33.1%	61.8%	-6.8%	

Source: Annual SFOPS Congressional Budget Justifications (CBJs) prepared by the Department of State and U.S. Agency for International Development; P.L. 117-43; P.L. 117-70; P.L. 117-103.

Notes: Includes supplemental and emergency funds and rescissions. FY2022 figures are enacted, while FY2014-FY2021 figures are actual.

Emergency Funds

Congress periodically has appropriated funding designated as "emergency" to address a range of activities outside of pre-established budget caps. From FY2012-FY2021, SFOPS appropriations included funding designated as "Overseas Contingency Operations" (OCO), emergency funding initially used by Congress in the "frontline" states of Afghanistan, Pakistan, and Iraq.[3] OCO was also one of the mechanisms by which Congress sought to funds various activities while still adhering to discretionary spending caps established by the Budget Control Act of 2011 (BCA; P.L. 112-25). Congress and successive Administrations expanded OCO's use considerably in funding level and scope, with OCO funds supporting a broader range of programs, including those that were considered to be base budget programs in the later years. The BCA discretionary caps expired in FY2021; the Administration did not request and Congress did not enact any OCO-designated funding in FY2022.

Congress has also enacted emergency funds outside of OCO to address unanticipated situations both during the regular budget cycle in annual appropriations bills and in off-cycle supplemental measures. In FY2021 and FY2022, Congress enacted emergency SFOPS funding as part of annual omnibus appropriations, two off-budget supplemental funding measures, and two Continuing Resolutions (**Table 2**). Such funding was enacted primarily to address needs related to the Coronavirus Disease 2019 (COVID-19) pandemic abroad; humanitarian assistance for Afghanistan and Afghan refugees; and security, humanitarian, and economic assistance for Ukraine.

Table 2. Emergency Supplemental Funds, FY2021-FY2022 Enacted

(In millions of current U.S. dollars)

	FY2021			FY2022		
	P.L. 116-260, Div. K, Title IX	P.L. 117-2, Title X (ARPA)	P.L. 117-31, Title IV	P.L. 117-43, Div. C	P.L. 117-70, Div. B	P.L. 117-103, Div. N
Diplomatic Programs		204.00			44.30	125.00
Consular & Border Security Programs	300.00					

[3] For more on OCO, see CRS In Focus IF10143, *Foreign Affairs Overseas Contingency Operations (OCO) Funding: Background and Current Status*, by Emily M. Morgenstern.

	FY2021			FY2022		
	P.L. 116-260, Div. K, Title IX	P.L. 117-2, Title X (ARPA)	P.L. 117-31, Title IV	P.L. 117-43, Div. C	P.L. 117-70, Div. B	P.L. 117-103, Div. N
Emergencies in the Diplomatic & Consular Services				276.90	36.00	
Office of Inspector General						4.00
Sudan Claims	150.00					
International Broadcasting Operations						25.00
Total, State, Broadcasting & Related Agencies	450.00	204.00	—	276.90	80.30	154.00
USAID Operating Expenses		41.00				25.00
USAID Office of Inspector General						4.00
Global Health Programs	4,000.00					
International Disaster Assistance				400.00		2,650.00
Transition Initiatives						120.00
Economic Support Fund	700.00	8,675.00				647.00
Assistance for Europe, Eurasia and Central Asia						1,120.00
Migration & Refugee Assistance		500.00	100.00	415.00		1,400.00
Emergency Refugee & Migration Assistance			500.00	1,076.10	1,200.00	
Dept. of the Treasury Debt Restructuring	120.00					
Int'l Organizations & Programs		580.00				
Int'l Narcotics Control & Law Enforcement						30.00
Foreign Military Financing						650.00
Total Foreign Operations	4,820.00	9,796.00	600.00	1,819.10	1,200.00	6,646.00
SFOPS Total	5,270.00	10,000.00	600.00	2,168.00	1,280.30	6,800.00

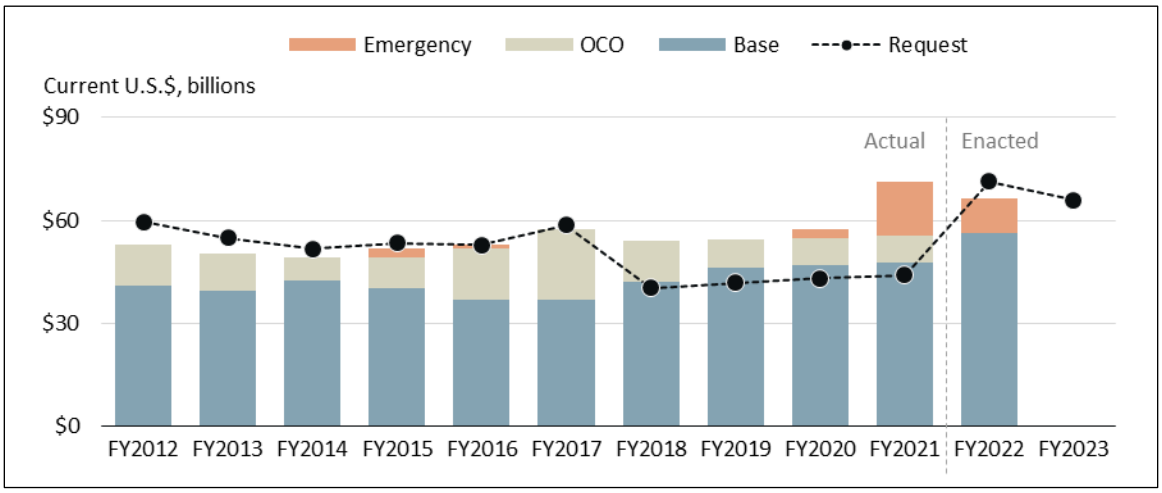
Source: P.L. 116-260; P.L. 117-2; P.L. 117-31; P.L. 117-43; P.L. 117-70; P.L. 117-103.

Notes: Because OCO-designated funding was largely indistinguishable from base (also referred to as enduring) funding in FY2021, it is not included in this table.

Emergency and OCO-designated funding for SFOPS accounts has fluctuated from year to year, at times accounting for a significant portion of total annual SFOPS appropriations (**Figure 2**). In FY2017, OCO-designated SFOPS funding peaked at $20.80 billion, or 36.1% of SFOPS funds that year. In FY2021, OCO and emergency supplemental funds totaled $23.51 billion, representing 32.9% of SFOPS funding that year.

Figure 2. SFOPS Funding, FY2012-FY2023

(In billions of current U.S. dollars)



Source: CRS using data from annual SFOPS Congressional Budget Justifications, P.L. 117-43, P.L. 117-70, and P.L. 117-103.

Congressional Action

Congressional action on FY2023 appropriations is scheduled to begin in late April 2022 with subcommittee hearings. Subsequent action will be detailed below in future report updates.

State Department Operations and Related Agency Funding Highlights

The Biden Administration's FY2023 request seeks $18.58 billion in funding for the Department of State and Related Agency appropriations accounts. This totals 4.8% more than the FY2022 enacted funding level of $17.72 billion (including all base and emergency funding). When considering base budget funding only, the Administration's request is 7.9% above the FY2022 funding total. The Biden Administration has identified several key priorities it intends to fund through these accounts in FY2023, including

- enabling the State Department to meet critical staffing gaps and attract and retain a diverse workforce;
- ensuring the safety and security of the overseas workforce;
- paying U.S. assessed contributions to international organizations and international peacekeeping missions on time and in full; and
- modernizing the State Department's information technology to improve efficiency, collaboration, data analysis capabilities, and information security.[4]

[4] U.S. Department of State, *Congressional Budget Justification: Department of State, Foreign Operations, and Related Programs, Fiscal Year 2023*, pp. i-iii; U.S. Department of State, *FY2023 Budget Request*, slide presentation, March 28, 2022, pp 5-6.

Table 3. State Department and Related Agency: Selected Accounts, FY2021-FY2023

(In millions of current U.S. dollars; includes OCO and emergency funds)

Account	FY2021 Actual	FY2022 Enacted	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Diplomatic Programs	8,963.14	9,348.09	9,637.80	5.0%	3.1%
Worldwide Security Protection	*3,903.60*	*3,788.20*	*3,813.71*	0.7%	0.7%
Embassy Security, Construction & Maintenance	1,950.45	1,983.15	1,957.82	-1.3%	-1.3%
Educational & Cultural Exchange Programs	740.30	753.00	741.30	-1.6%	-1.6%
International Organizations	2,962.14	3,161.54	3,985.47	26.1%	26.1%
U.S. Agency for Global Media	802.96	885.00	840.00	-2.3%	-5.1%
State and Related Agency Total (includes Function 300 funding and other commissions)	**17,233.05**	**17,724.68**	**18,577.45**	**7.9%**	**4.8%**

Sources: FY2023 SFOPS Congressional Budget Justification; 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.

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

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, training, and diversity, equity, inclusion, and access programs;
- public diplomacy programs;
- operating costs at U.S. overseas posts, including embassies and consulates; and
- the operations and programs of the State Department's strategic and managerial units, including the Bureaus of Budget and Planning, Information Resource Management (the State Department's information technology bureau), and Legislative Affairs, as well as the new Bureau of Cyberspace and Digital Policy.[5]

The Biden Administration's FY2023 request for the Diplomatic Programs account totals $9.64 billion, 3.1% more than the $9.35 billion Congress appropriated in FY2022 (including all base and emergency funding). The Biden Administration is requesting that Congress make the entirety of this appropriation (with the exception of the Worldwide Security Protection, or WSP, component, which Congress generally makes available until expended) available for expenditure for two fiscal years (also known as "two-year funding"). For FY2022, Congress made 15% of this appropriation (excluding WSP and emergency and supplemental funding) available for two fiscal years, with budget authority for the remainder of the funds expiring at the end of the fiscal year for which they were appropriated. However, the Biden Administration cites "ongoing crises,

[5] U.S. Department of State, *Congressional Budget Justification*, pp. 14-24.

future of work, and domestic facilities projects, and the endemic posture due to COVID-19" to justify its request that Congress make all FY2023 funds available as two-year funding.[6]

The Biden Administration's request expands on its ongoing efforts to strengthen the State Department's workforce.[7] It seeks resources for an additional 570 Foreign Service and Civil Service positions, 560 of which the Administration intends to fund through the Diplomatic Programs account.[8] Focus areas of newly funded positions include implementation of the Administration's Indo-Pacific Strategy and countering the malign influence of state and non-state actors.[9] Also within this request is funding for an additional 250 Foreign Service and Civil Service positions to expand the State Department's Professional Development and Training Float ("training float," or component of employees participating in training and professional development programs rather than serving in policy assignments).[10] Expansion of the training float may enable the State Department to provide opportunities for more staff to participate in training and learning modules while maintaining the personnel strength needed to advance U.S. national security and foreign policy interests.

The Biden Administration is also seeking $65.6 million within its request for Diplomatic Programs for diversity, equity, inclusion, and access (DEIA) programs for staff in support of several executive orders President Biden has issued that are intended to advance DEIA in the federal workforce. Such programs include a new initiative to modernize the State Department's recruitment practices to better ensure the department is able to attract a diverse workforce, increased paid internship opportunities, and a new Civil Service diversity fellowship program. Furthermore, the Administration is requesting 30 additional State Department positions focused on DEIA efforts.[11]

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 tasked with implementing the State Department's security programs to protect U.S. embassies and other overseas posts, diplomatic residences, and domestic State Department offices.[12] Other bureaus that receive funding through WSP include the Bureau of Information Resource Management, which shares responsibility with DS for protecting the State Department's information technology assets. The ESCM account funds the Bureau of Overseas Buildings Operations, which is responsible for providing U.S. diplomatic and consular missions overseas with secure, safe, and functional facilities abroad.[13]

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[6] Ibid., p. 15.

[7] For more detail on these efforts as they pertain to the Biden Administration's FY2022 request, see CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, pp. 6-8.

[8] U.S. Department of State, *FY2023 Budget Request*, slide presentation, pp. 14-15.

[9] U.S. Department of State, *Congressional Budget Justification*, p. 15.

[10] Ibid., p. 16.

[11] Ibid., pp. 15-16.

[12] Ibid., p. 19.

[13] Ibid., p. 37.

The Biden Administration is requesting approximately $5.77 billion for the diplomatic security accounts: $3.81 billion for WSP and $1.96 billion for ESCM. The Administration's request is slightly more ($180,000) than the funding Congress provided for these accounts in FY2022 (see **Table 4** and footnote below).[14]

Table 4. Diplomatic Security Annual Appropriations, FY2021-FY2023

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

Account	FY2021 Actual	FY2022 Enacted	FY2023 Request	FY2023 Request as % Change from FY2022 Total
Worldwide Security Protection	3.,903.60	3,788.20	3,813.71	0.67%
Embassy Security, Construction, and Maintenance	1,950.45	1,983.15	1,957.82	-1.30%
Diplomatic Security (total)	**5,854.05**	**5,771.35**	**5,771.53**	**0.00%**

Sources: FY2023 SFOPS Congressional Budget Justification; P.L. 117-43; P.L. 117-70; P.L. 117-103; CRS calculations.

Notes: Sums and percentage changes may not reflect numbers included in this table due to rounding. Annual appropriations data do not reflect available carryover funds.[15]

For FY2023, the Biden Administration is seeking WSP funding for 64 additional positions, including 30 new Civil Service positions to focus on areas including security clearance processing and cybersecurity initiatives.[16] The request also identifies several cybersecurity initiatives and enhancements, including enterprise vulnerability scanning and network intrusion detection modernization, which the Biden Administration intends to prioritize. While the request reflects a $538 million reduction due to suspended operations at the U.S. Embassy in Afghanistan, it also calls for nearly $42 million to implement an agreement the United States reached with Qatar to provide some consular services to U.S. citizens in Afghanistan and monitor the condition of U.S. diplomatic facilities there.[17] With regard to ESCM, the request includes the State Department's $940 million ESCM funding share of the Capital Security Cost Sharing and Maintenance Cost Sharing Programs (CSCS/MCS), which fund the construction and maintenance of U.S. diplomatic posts. The Administration maintains that this request, when combined with contributions from other agencies with overseas personnel, will fund these programs at the $2.2 billion level recommended by the State Department Accountability Review Board convened after the 2012 terrorist attack against U.S. personnel in Benghazi, Libya.[18]

[14] The FY2022 enacted appropriation for the diplomatic security accounts totaled $5,771,348,000. The FY2023 request for these accounts totaled $5,771,528,000.

[15] 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.

[16] U.S. Department of State, *Congressional Budget Justification*, p. 37.

[17] Ibid., p. 19; Humeyra Pamuk and Jonathan Landay, "Blinken says Qatar to act as U.S. diplomatic representative in Afghanistan," *Reuters*, November 12, 2021.

[18] Ibid., p. 37.

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 annual assessed contributions (membership dues) to 43 international organizations. These include the United Nations (U.N.) and organizations in the U.N. system (among them the World Health Organization, or WHO, and the Food and Agriculture Organization, or FAO) and regional organizations such as the North Atlantic Treaty Organization (NATO).[19] Separately, the United States pays its assessed contributions to U.N. peacekeeping missions through the Contributions for International Peacekeeping Activities (CIPA) account.[20] The United States provides additional funding to international organizations through various SFOPS humanitarian and multilateral assistance accounts.

The Biden Administration's FY2023 SFOPS request includes a combined $3.99 billion for these accounts. This request comprises a 26.1% increase from the FY2022 enacted funding level. **Table 5** illustrates recent funding for each account.

Table 5. U.S. Payments of Assessments to International Organizations and Peacekeeping Missions, FY2021-FY2023

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

Account	FY2021 Actual	FY2022 Enacted	FY2023 Request	FY2023 Request as % Change from FY2022 Total
Contributions to International Organizations	1,505.93	1,662.93	1,658.24	-0.28%
Contributions for International Peacekeeping Activities	1,456.21	1,498.61	2,327.24	55.29%
Total	**2,962.14**	**3,161.54**	**3,985.47**	**26.06%**

Sources: FY2023 SFOPS Congressional Budget Justification; P.L. 117-43; P.L. 117-70; P.L. 117-103; CRS calculations.

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

Among other priorities, the Biden Administration's request seeks $150 million to begin paying U.S. arrears (overdue assessed contributions) to the United Nations Educational, Scientific and Cultural Organization (UNESCO) with the intention of rejoining the organization. The United States previously withheld funding to UNESCO after the organization admitted the Palestinians as a member in 2011 pursuant to U.S. laws prohibiting funding to U.N. entities that take such actions. The United States later withdrew from UNESCO in 2018.[21]The Biden Administration is also seeking a waiver to allow it to expend these funds, which Congress previously refrained from providing when the Administration included funding for UNESCO in its FY2022 request.[22] The

[19] U.S. Department of State, *Congressional Budget Justification*, pp. 48-50.

[20] Ibid., pp. 52-55.

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

[22] U.S. Department of State, *FY2023 Budget Request*, slide presentation, pp. 37, 50. CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L.

FY2023 request further calls for nearly $58 million to support increased funding for NATO's civil budget, which funds personnel expenses, operating costs, and program expenditures at the NATO Headquarters in Brussels, Belgium.[23] The Biden Administration asserts that increased funding for the civil budget will enable NATO to "maintain its technological and operational edge in the evolving strategic and security environment that includes threats and challenges such as a more aggressive and assertive Russia and China, the need for strengthened cybersecurity, and threats posed by emerging and destructive technologies."[24]

With regard to CIPA, the Biden Administration maintains that its FY2023 request advances its intention to fund the United States' U.N. peacekeeping commitments at its current assessed rate of 26.94%. This assessment exceeds the enacted 25% cap on U.S. contributions Congress has kept in place since the 1990s due to concerns that assessed rates are too high.[25] The Administration is also once again requesting language to authorize the State Department to pay assessed contributions above the 25% statutory cap; Congress refrained from including such a measure in the FY2022 SFOPS appropriations law despite the State Department's request.[26] The FY2023 request also includes $620 million for the State Department to pay some peacekeeping arrears accrued from FY2017 to FY2020 due to the 25% cap and an additional $110.3 million to pay arrears from the 2021-2022 peacekeeping year (also due to the cap).[27] The Biden Administration similarly sought additional funding as part of its FY2022 request for CIPA to pay down arrears accumulated over the previous four years, yet Congress funded CIPA at a level much closer to the FY2021 appropriation for that account.[28]

Foreign Operations Highlights

SFOPS Foreign Operations accounts comprise the majority of U.S. foreign assistance included in the international affairs budget; the remainder is enacted in the Agriculture appropriations bill, which provides funding for the Food for Peace Act, Title II (FFP) and McGovern-Dole International Food for Education and Child Nutrition Programs.[29] The FY2023 request for Foreign Operations totals $47.42 billion, an increase of 15.8% over FY2022 enacted base funding and 6.4% below total FY2022 enacted funding. The total foreign assistance request, including

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Lawson, and Emily M. Morgenstern, p. 12.

[23] U.S. Department of State, *Congressional Budget Justification*, p. 49; North Atlantic Treaty Organization (NATO), *Funding NATO*, April 1, 2022. The Administration notes that this request is an estimate subject to the final outcome of 2023 NATO budget negotiations that will conclude in June 2022.

[24] U.S. Department of State, *Congressional Budget Justification*, p. 49.

[25] 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 IF10354, *United Nations Issues: U.S. Funding to the U.N. System*, by Luisa Blanchfield.

[26] U.S. Department of State, *FY2023 Budget Request*, slide presentation, p. 52; CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, p. 12.

[27] U.S. Department of State, *Congressional Budget Justification*, p. 52.

[28] For additional detail, see CRS Report R46935, *Department of State, Foreign Operations, and Related Programs: FY2022 Budget and Appropriations*, by Cory R. Gill, Marian L. Lawson, and Emily M. Morgenstern, pp. 10-12.

[29] 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.

food aid provided for in the agriculture appropriation, is $49.39 billion. See **Table 6** for a more detailed breakdown of foreign assistance funding by type.

Table 6. Foreign Assistance by Type, FY2021-FY2023

(In millions of current U.S dollars)

Type	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
USAID Administration	1,752.45	2,003.15	2,112.95	7.03%	5.48%
Global Health Programs	13,195.95	9,830.00	10,576.00	7.59%	7.59%
Global Health Programs, Mandatory (non-add)[c]			6,500.00		
Non-Health Development Assistance[d]	17,797.04	11,344.19	10,644.49	12.55%	-6.17%
Humanitarian Assistance[e]	11,467.46	15,903.85	10,451.36	22.13%	-34.28%
Independent Agencies	1,393.50	1,404.50	1,431.50	1.92%	1.92%
Security Assistance	9,004.03	9,579.35	8,999.78	1.13%	-6.05%
Multilateral Assistance	2,620.82	2,374.46	4,726.72	99.06%	99.06%
Export Promotion	264.99	323.80	451.05	39.30%	39.30%
Foreign Assistance Total	57,496.24	52,763.30	49,393.85	15.07%	-6.39%

Source: SFOPS Congressional Budget Justification for FY2023; P.L. 117-43; P.L. 117-70; P.L. 117-103.

a. Totals include base, OCO, and Title IX emergency supplemental funds from the Consolidated Appropriations Act, 2021 (P.L. 116-260), emergency funding from the American Rescue Plan Act (P.L. 117-2), and emergency supplemental funds from P.L. 117-31.

b. Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act 2022 (P.L. 117-103) and emergency supplemental funding from both the FY2022 Extending Funding and Emergency Assistance Act (P.L. 117-43) and the FY2022 Further Extending Government Funding Act (P.L. 117-70).

c. Historically, funding for all Foreign Operations appropriations accounts has been discretionary; Administration budget requests for SFOPS have remained consistent with that approach. For FY2023, however, the Biden Administration is requesting $6.5 billion in mandatory budget authority for Global Health Programs. This mandatory line is considered a "non-add" in the budget request and therefore is not included in the total. For more information, see "Global Health Programs (GHP)" below.

d. Includes Treasury Technical Assistance (appropriated in SFOPS) and the McGovern-Dole International Food for Education and Child Nutrition Program (appropriated in Agriculture appropriations).

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

The Administration asserts that the FY2023 budget request will, among other priorities, support U.S. efforts to combat COVID-19 abroad, invest in climate mitigation and adaptation programs, lead global humanitarian assistance vis-a-vis other donors in countries such as Ukraine and Afghanistan, address root causes of migration, and defend democratic institutions globally.[30] The request also includes funding to increase USAID Direct Hire staff by 200 (100 Civil Service and 100 Foreign Service) and invest in agency systems to support the proposed overall increase in funding and program operations. For more detail on selected sectors, see "Foreign Operations Sectors" below.

[30] U.S. Department of State, *Congressional Budget Justification*, pp. 74-77.

Foreign Operations Sectors

Global Health Programs (GHP)[31]

The Administration requests $10.58 billion for Global Health Programs (GHP) funding for FY2023. This represents a 7.6% increase from FY2022 enacted funding levels. The majority of the proposed increase is targeted towards expanding family planning and reproductive health programs (9.2%), raising U.S. contributions to the multilateral Global Fund to Fight AIDS, Tuberculosis, and Malaria (Global Fund, 28.2%), and bolstering global health security (42.1%)—the latter of which includes strengthening health systems worldwide and enhancing their capacity to fight diseases with pandemic potential, such as COVID-19.[32] The Administration maintains historical practices of requesting the bulk (70%) of GHP funds for fighting HIV/AIDS, tuberculosis (TB), and malaria through the U.S. President's Emergency Plan for AIDS Relief (PEPFAR) and the Global Fund (see **Table 7**). The request also includes $10 million for establishing a new Health Resilience Fund.[33] The Administration seeks decreases in five subaccounts: HIV/AIDS funding (-9.5%), Maternal and Child Health (-1.2%), Nutrition (-3.3%), Tuberculosis (-5.7%), and Vulnerable Children (-9.1%).

Notably, the request includes a proposal to make available $6.5 billion in "mandatory" funding "to make transformative investments in global health security and pandemic and other biological threat preparedness" over five years. [34] The Administration does not count these funds in its FY2023 international affairs budget request total. It is unclear from what subaccounts these funds would be drawn and what portion of this funding would need to be appropriated given references to related funding in previous fiscal years. For example, the budget proposal includes within the multi-year funding commitment pledges by the Administration to the Coalition for Epidemic Preparedness and Innovation (CEPI) and other stakeholders in previous fiscal years, and amounts provided through P.L. 117-2, the American Rescue Plan Act (ARPA), subject to Congressional approval. The Administration counts $1.05 billion of the FY2023 global health security request ($775 million from USAID and $250 million from the Department of State) towards the multi-year funding authority.

The budget request includes a reduction in bilateral funding for fighting HIV/AIDS and TB worldwide accompanied by a proposed boost in funding for the multilateral Global Fund to fight the diseases. Similarly, the bulk ($4.50 billion) of the five-year $6.50 billion "mandatory" budget request would be provided to the World Bank and World Health Organization (WHO). These proposals raise questions about the Administration's views on the relative roles of bilateral and multilateral assistance in confronting global health threats.

[31] Prepared by Sara Tharakan, CRS Analyst in Global Health and International Development.

[32] The Administration proposes that the increases be used to "mitigate program losses ... due to COVID-19." U.S. Department of State, *Congressional Budget Justification*.

[33] Ibid. The Health Resilience Fund will be managed by USAID and aimed at supporting "cross-cutting health systems strengthening in challenging environments or countries emerging from crisis. The Administration is requesting that these funds be issued as no-year funding.

[34] FY2023 SFOPS Congressional Budget Justification, p. 146.

Table 7. Global Health Appropriations by Subaccount, FY2021-FY2023

(In millions of current U.S. dollars)

GHP Subaccount	FY2021 Enacted	FY2022 Enacted	FY2023 Request	FY2023 Request as % Change from FY2022 Total
HIV/AIDS	4,370.0	4,390.0	4,370.0	-0.46%
Global Fund	1,560.0	1,560.0	2,000.0	28.21%
GHS			250.0	
Total, State-GHP	5,930.0	5,950.0	6,620.0	11.26%
HIV/AIDS	330.0	330.0	330.0	0.00%
Tuberculosis	319.0	371.5	350.0	-5.79%
Malaria	770.0	775.0	780.0	0.65%
MCH	855.0	890.0	879.5	-1.18%
Nutrition	150.0	155.0	150.0	-3.33%
Vulnerable Children	25.0	27.5	25.0	-9.09%
FP/RH	524.0	524.0	572.0	9.16%
NTDs	102.5	107.5	114.5	6.51%
GHS	190.0	700.0	755.0	7.96%
Total, USAID-GHP	3,265.5	3,880.5	3,956.0	1.96%
Emergency GHP	4,000.0			
Total, GHP	13,195.5	9,830.0	10,576.0	7.59%
Mandatory GHP (non-add)			6,500.0	

Source: FY2023 SFOPS Congressional Budget Justification; P.L. 116-260; P.L. 117-103.

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. "Mandatory" GHP refers to a request from the Administration to make available $6.5 billion for the Department of State and USAID over five years "to make transformative investments in global health security and pandemic and other biological threats preparedness."

Humanitarian Assistance[35]

The U.S. government consistently provides about one-third of total global humanitarian assistance to support those affected by conflict and natural disasters. Such assistance is generally appropriated through global humanitarian accounts administered by 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

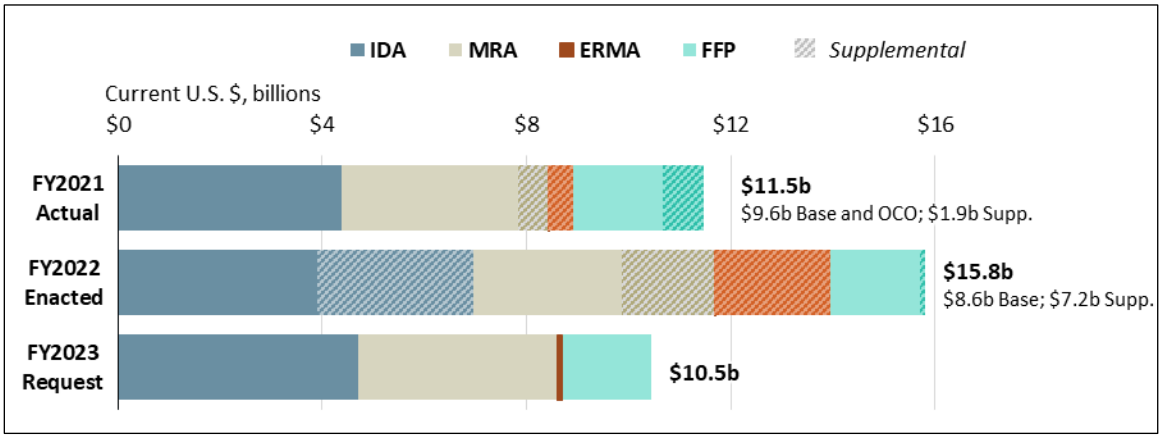
[35] Prepared by Rhoda Margesson, CRS Specialist in International Humanitarian Policy.

appropriation. Historically, Congress has appropriated global humanitarian funding well above Administration budget requests.

The projected numbers of those displaced or requiring humanitarian assistance in 2022 are the highest on record, and are expected to increase again with new emergencies like Ukraine.[36] The Biden Administration's FY2023 budget request calls for $10.45 billion in humanitarian assistance to support displaced and vulnerable persons and to invest in migration management, including $4.70 billion for IDA, $3.91 billion for MRA, $1.74 billion for FFP, and $100 million for ERMA. The request is about 4% above the Administration's FY2022 budget request of $10.1 billion. Base humanitarian funding enacted in FY2021 and FY2022 totaled $9.57 billion and $8.56 billion, respectively; the total for each year increased with supplemental funding (primarily in response to the Afghanistan and Ukraine crises) to $11.47 billion in FY2021 and $15.80 billion in FY2022 (**Figure 3**).

Figure 3. Humanitarian Assistance by Account, FY2021-FY2023

(In billions of U.S. dollars)



Source: CRS using data from the FY2023 SFOPS Congressional Budget Justification, P.L. 117-43, P.L. 117-70, and P.L. 117-103.

Notes: IDA = International Disaster Assistance; MRA = Migration and Refugee Assistance; ERMA = Emergency Refugee and Migration Assistance; FFP = Food for Peace Act, Title II.

Security Assistance

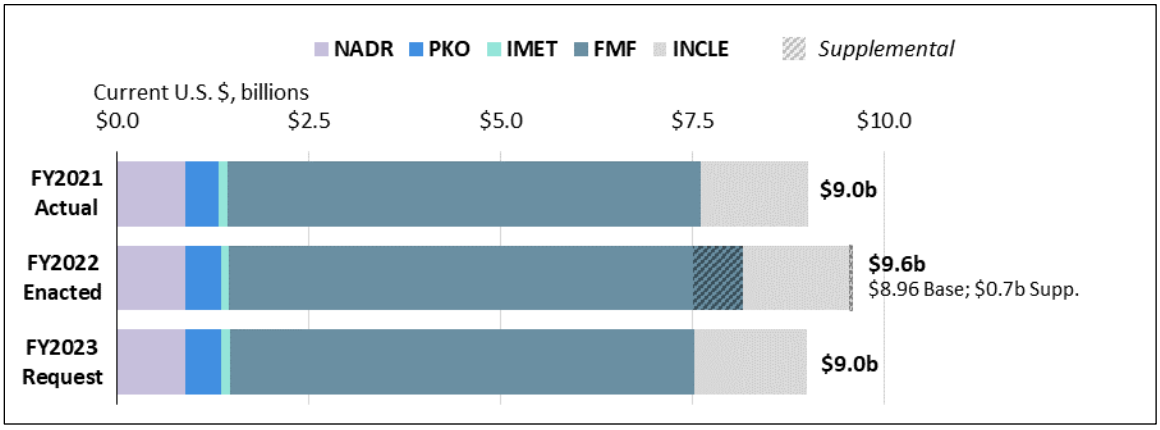
For FY2023, the Administration is requesting a total of $9.00 billion for security assistance accounts, representing a 1.1% increase from FY2022 enacted base funding and a 6.1% decrease from FY2022 total funding (**Figure 4**). The FY2022 enacted total included $680 million in emergency funding for security assistance for Ukraine and allies in the region, of which $650 million was for Foreign Military Financing [FMF] and $30 million was for International Narcotics Control and Law Enforcement [INCLE]. The largest proposed increase for FY2023 is for INCLE, which would see a 5.4% increase from FY2022 enacted base funding and a 3.2% increase from total FY2022 enacted funding. The Administration asserts that the proposed funds would support global programming that "will reflect a heightened emphasis on advancing U.S. objectives on anticorruption and will consolidate important investments in combating

[36] The U.N. 2022 global humanitarian appeal for $41.00 billion is the highest ever and almost double the level from five years ago. U.N. Office for the Coordination of Humanitarian Affairs, *Global Humanitarian Overview 2022*, December 2, 2021. U.N. High Commissioner for Refugees, *Mid-Year Trends Report*, November 2021 (latest available).

transnational organized crime (TOC) and other national security threats by addressing the opioid crisis, financial crimes, cybercrime, wildlife trafficking, and police peacekeeping."[37]

Figure 4. Security Assistance by Account, FY2021-FY2023

(In billions of current U.S. dollars)



Source: CRS using data from the FY2023 SFOPS Congressional Budget Justification and P.L. 117-103.

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

Development Assistance, Export Promotion, and Related Assistance

Approximately one third of the FY2023 foreign operations request is for non-health development sectors (e.g., education, food security, and the environment), independent agencies (e.g., the Peace Corps and Millennium Challenge Corporation), multilateral assistance, and export promotion and development finance agencies.

Non-Health Development Sectors

As in prior years, the Administration's request for FY2023 does not specify dollar amounts for many non-health development sectors but offers detail on program priorities within certain sectors. (For FY2021 and FY2022 enacted levels for select development sectors, see **Table 8**). Consistent with the Administration's broader foreign operations priorities, focus areas within the non-health development sectors for FY2023 include climate mitigation and adaptation, addressing root causes of migration, defending democratic institutions, promoting education and food security, and spurring economic growth, particularly in countries that experienced severe economic downturns as a result of the COVID-19 pandemic.

Table 8. Select Development Sectors, FY2021-FY2022

(In millions of U.S. dollars)

Sector	FY2021 Enacted	FY2022 Enacted
Democracy Programs (excluding NED)	2,417.00	2,600.00
Education (basic and higher)	1,235.00	1,200.00

[37] U.S. Department of State, *Congressional Budget Justification*, p. 118.

Sector	FY2021 Enacted	FY2022 Enacted
Cooperative Development Programs	18.50	18.50
American Schools and Hospitals Abroad (ASHA)	30.00	31.50
Food Security	1,010.60	1,010.60
Environment	986.66	1,295.00
Water and Sanitation	450.00	475.00
Gender	560.00	560.00
Trafficking in Persons	99.00	106.40
Reconciliation Programs	25.00	25.00
Micro and Small Enterprise	265.00	265.00

Source: P.L. 116-260; P.L. 117-103.

Notes: NED = National Endowment for Democracy.

Independent Agencies

The Biden Administration's budget proposal for FY2023 includes $1.43 billion for independent agencies, a 1.9% increase from FY2022 enacted levels. Both the Peace Corps and Millennium Challenge Corporation would see funding increases under the request (4.9% and 2.0%, respectively) when compared to FY2022 enacted levels, and the Inter-American Foundation and U.S. African Development Foundation would see funding decreases (-9.5% and -17.5%, respectively).[38]

Multilateral Assistance

The Administration proposes a near doubling of funding for multilateral assistance for FY2023 when compared to FY2022 enacted levels. This increase is largely a result of proposed investments in the Green Climate Fund (GCF) and Climate Investment Funds, which the Administration contends would "accelerate progress toward meeting the goals of the Paris Agreement by assisting developing countries in reducing greenhouse gas emissions, adapting to climate change and building resilience, and investing in sustainable infrastructure."[39] The Administration had proposed funding for both the GCF and Climate Investment Funds for FY2022; both the House-passed and Senate drafted SFOPS bills for FY2022 included funds for the GCF ($1.60 billion and $1.45 billion, respectively), however the FY2022 consolidated appropriation did not include any funding for GCF or the proposed Climate Investment Funds.[40]

The request includes other substantial changes to multilateral assistance accounts when compared to FY2022 enacted levels. These include a significant increase to the International Development Association (42.8%); significant decreases to the Asian Development Fund (-18.2%), African

[38] For more on the Peace Corps, see CRS Report RS21168, *The Peace Corps: Overview and Issues*, by Nick M. Brown. For more on the Millennium Challenge Corporation, see CRS Report RL32427, *Millennium Challenge Corporation: Overview and Issues*, by Nick M. Brown.

[39] U.S. Department of State, *Congressional Budget Justification*, p. 135.

[40] House-passed SFOPS was H.R. 4373, Senate-drafted SFOPS was S. 3075, and the Consolidated Appropriations Act, 2022 was P.L. 117-103. The Joint Explanatory Statement accompanying P.L. 117-103 did not include details on the decision not to fund GCF for FY2022.

Development Fund (-18.9%), and the International Monetary Fund (-80.4%); and a zeroing out of the Global Agriculture and Food Security Program.

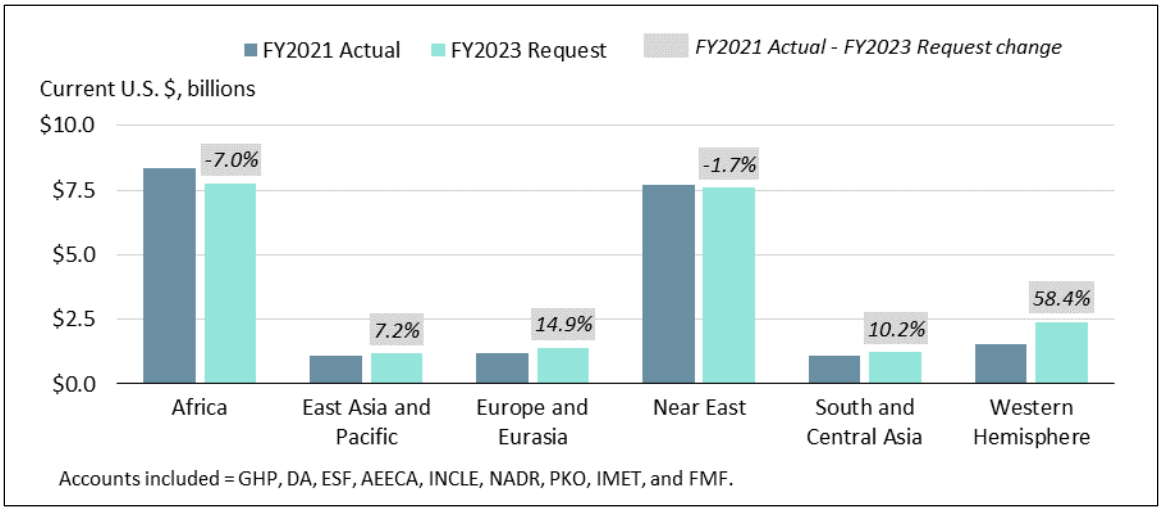
Regional Assistance

As with prior year budget requests, the Administration did not propose regional funding allocations that capture all appropriations accounts. For example, funding for humanitarian assistance is proposed for what are referred to as "global" accounts, wherein funding would be allocated throughout the fiscal year based on assessed needs and U.S. humanitarian priorities.

The Administration, however, did propose regional funding for certain accounts. These include GHP; DA; ESF; Assistance to Europe, Eurasia, and Central Asia (AEECA); and all five security assistance accounts. Compared to FY2021 actuals (including emergency funding), for FY2023, the Administration proposes the largest increase in funding for the Western Hemisphere (58.4%), followed by Europe and Eurasia, South and Central Asia, and East Asia and the Pacific; the proposal reduces funding from FY2022 levels for both sub-Saharan Africa and the Near East (**Figure 5**). The Administration also sets out priorities for certain regions, including addressing the root causes of migration and bolstering civil society and governance in Central America; countering Russia's malign influence and supporting Ukraine and other regional allies in Europe and Eurasia; and advancing the Indo-Pacific strategy.

Figure 5. Regional Assistance, FY2021 Actual vs. FY2023 Request

(In billions of current U.S. dollars)



Source: CRS using FY2023 SFOPS Congressional Budget Justification.

Notes: FY2021 is the most recent year for which "actual" data are available. FY2021 Actual includes emergency funding.

General Provisions

The SFOPS General Provisions (generally Title VII of the bill) set policy; direct, condition, and restrict appropriated funding; and outline notification and reporting requirements among other functions. As many SFOPS appropriations accounts do not receive regular reauthorization, legislative language related to policy priorities is often found in the General Provisions title. While some sections remain unchanged from year to year, others are dynamic, indicating

Members' use of the General Provisions—and the SFOPS appropriations measure more broadly—to address current and emerging global issues.

For FY2023, the Administration is requesting legislative language in a number of areas to address its policy priorities. Selected examples of such requests include the following:

- **Consular and Border Security Programs.** The Biden Administration has requested General Provisions pertaining to consular fees the State Department collects and deposits into the Consular and Border Security programs account to fund consular services.[41] One proposal would authorize the State Department to adjust machine-readable visa fees to account for the costs it incurs for consular services for which there is currently no fee or surcharge collected, or for which the State Department is required to remit the applicable fee or surcharge to the Treasury. The State Department requested an additional General Provision that would, among other measures, amend the fee collection and expenditure authorities for passport and immigrant visa surcharges to encompass a broader array of consular services.[42]
- **Global Engagement Center Extension.** The authorizing statute for the State Department's Global Engagement Center, which is responsible for leading inter-agency efforts to recognize, understand, expose, and counter foreign state and non-state propaganda and disinformation efforts aimed at the United States and its allies and partners, currently provides that the GEC will terminate on December 23, 2024.[43] The Biden Administration is requesting a General Provision that would extend this date to December 31, 2027.[44]
- **Build Back Better World (B3W) Fund.** The Administration is requesting that Congress make available up to $350 million of Title III funds for a new B3W Fund that would provide for "assistance, including through contributions, to address climate, health and health security, digital connectivity, and gender equity."[45] Such funds would be in addition to SFOPS funding made available for such purposes elsewhere in the bill.

Outlook

As Congress holds subcommittee hearings (expected to start in late April 2022) on the FY2023 budget request and begins drafting legislation, issues that may feature in debates include

Ukraine. Russia's invasion of Ukraine affected consideration of FY2022 SFOPS appropriations and is expected to remain a subject of debate in the FY2023 budget cycle. For FY2022, the Administration submitted to Congress a supplemental funding request that included $5.00 billion for SFOPS funding to address security, economic, and humanitarian needs in Ukraine and neighboring countries.[46] Congress included $6.80 billion in emergency SFOPS funds in the

[41] The authorization statute for the Consular and Border Security Programs account can be accessed as codified at 8 U.S.C. §1715.

[42] U.S. Department of State, *FY2023 Budget Request*, slide presentation, pp. 50-51.

[43] See "Global Engagement Center" at 22 U.S.C. §2656 note and U.S. Department of State, "Global Engagement Center."

[44] U.S. Department of State, *FY2023 Budget Request*, slide presentation, p. 54.

[45] Office of Management and Budget, *FY2023 Budget Appendix*, p. 886.

[46] Letter from Shalanda Young, Acting Director, Office of Management and Budget, to Hon. Nancy Pelosi, Speaker of

FY2022 omnibus (P.L. 117-103) for such purposes. As the fighting in Ukraine continues and the displacement crisis worsens, Congress may consider further supplemental appropriations to provide immediate aid to the region and/or regular appropriations in anticipation of longer-term assistance to stabilize and rebuild the country after the war's conclusion.[47]

COVID-19. Congress may continue to debate how, if at all, to address the global COVID-19 response in the FY2023 SFOPS bill. The FY2022 supplemental funding request included $4.25 billion for SFOPS accounts to "support the global COVID-19 pandemic response."[48] Such funds were proposed to support the U.S. Government's Global VAX initiative, procure and distribute therapeutics and other related medical supplies, and provide humanitarian assistance to vulnerable populations. The draft FY2022 omnibus included supplemental funds to address COVID-19, including $5.00 billion for SFOPS accounts.[49] However, prior to the bill's passage, and reportedly in response to a lack of bipartisan support for such funds, the COVID-19 funds were removed from the measure.[50] At an April 2022, event, Deputy Secretary of State Brian McKeon suggested that the Administration would continue to advocate for additional funding to address COVID-19 abroad and that Congress could enact such funds in supplemental funding measures such as one that would also address continued security, humanitarian, and economic assistance needs in Ukraine.[51]

State Department Information Technology Enterprise Modernization. As part of the Administration's "Modernization of American Diplomacy" initiative, Secretary of State Antony Blinken is prioritizing enhancing the State Department's information technology (IT) infrastructure.[52] The State Department has faced several cyberattacks and was among the federal agencies targeted in the so-called "SolarWinds" cyber espionage campaign that the U.S. government attributed to the Russian Foreign Intelligence Service (SVR).[53] The State Department's Office of Inspector General has also identified "information security and management" among the major management challenges the State Department faces in annual reporting going back to at least FY2016. In addition to aforementioned funding for cybersecurity requested for the Diplomatic Programs account (see above), the State Department is requesting $470.2 million for its Capital Investment Fund for IT programs, or 57% more than Congress appropriated in FY2022. Stated uses for this funding include modernizing the State Department's

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the House, March 2, 2022.

[47] Some have suggested that more needs to be done to invest in Ukraine's long-term needs. For example, European Budget Commissioner Johannes Hahn reportedly announced on April 6th that Ukraine would need an "updated model of the Marshall Plan." "Ukraine needs new Marshall Plan after Russian invasion -EU Commission," *Reuters*, April 6, 2022.

[48] Letter from Shalanda Young, March 2, 2022.

[49] Division M included $15 million for Diplomatic Programs, $35 million for USAID's Operating Expenses, $4.45 billion for Global Health Programs, $425 million for International Disaster Assistance, and $75 million for Migration and Refugee Assistance.

[50] For example, a March 2, 2022, letter from 36 Senators to President Biden noted that "before [they] would consider supporting an additional $30 billion for COVID-19 relief, Congress must receive a full accounting of how the government has already spent the first $6 trillion." Letter from Senators Mitt Romney et al. to President Joseph R. Biden, March 2, 2022.

[51] Noted during the question and answer portion of the U.S. Global Leadership Coalition's April 6, 2022, event titled *Modernizing Foreign Aid: Building a State Department for the 21st Century*. Event recording available at https://www.usglc.org/events/modernizing-foreign-aid-building-a-state-department-for-the-21st-century/.

[52] U.S. Department of State, "Secretary Antony J. Blinken on the Modernization of American Diplomacy," October 27, 2021.

[53] White House Fact Sheet, "Imposing Costs for Harmful Foreign Activities by the Russian Government," April 15, 2021.

IT systems, including financial, personnel, and logistics systems; updating critical enterprise software licenses; and increasing cloud security.[54]

[54] U.S. Department of State, *Congressional Budget Justification*, p. 31.

Appendix A. SFOPS Funding by Account

Table A-1. Department of State, Foreign Operations, and Related Programs Appropriations: FY2021-FY2023

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

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Title I. State, Broadcasting & Related Agencies TOTAL	17,233.05 (4,201.42)	17,724.68 (511.20)	18,577.45	7.92%	4.81%
Administration of Foreign Affairs, Subtotal	12,891.92 (3,399.19)	13,072.31 (486.20)	13,181.51	4.73%	0.84%
Diplomatic Programs	8,963.14 (2,070.00)	9,348.09 (169.30)	9,637.80	5.00%	3.10%
of which Worldwide Security Protection	*3,903.60* *(2,226.12)*	*3,788.20*	*3,813.71*	*0.67%*	*0.67%*
Consular and Border Security Programs	300.00 (300.00)				
Capital Investment Fund	250.00	300.00	470.18	56.73%	56.73%
Office of Inspector General	145.73 (54.90)	135.46 (4.00)	133.70	1.71%	-1.30%
Educational & Cultural Exchanges	740.30	753.00	741.30	-1.55%	-1.55%
Representation Expenses	7.42	7.42	7.42	0.00%	0.00%
Protection of Foreign Missions & Officials	30.89	30.89	30.89	0.00%	0.00%
Embassy Security, Construction & Maintenance	1,950.45 (824.29)	1,983.15	1,957.82	-1.28%	-1.28%
of which Worldwide Security Upgrades	*1,181.39* *(824.29)*	*1,132.43*	*1,055.21*	*-6.82%*	*-6.82%*

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Emergencies in the Diplomatic & Consular Services	157.89	320.79 (312.90)	8.89	12.68%	-97.23%
Repatriation Loans Program	2.50	1.30	1.30	0.00%	0.00%
Payment to the American Institute in Taiwan	31.96	32.58	32.58	0.00%	0.00%
International Chancery Center	2.74	0.74	0.74	0.00%	0.00%
Sudan Claims	150.00 (150.00)	0.00			
Foreign Service Retirement (mandatory)	158.90	158.90	158.90	0.00%	0.00%
International Organizations, Subtotal	2,962.14 (802.23)	3,161.54	3,985.47	26.06%	26.06%
Contributions to International Organizations	1,505.93 (96.24)	1,662.93	1,658.24	-0.28%	-0.28%
Contributions to International Peacekeeping	1,456.21 (705.99)	1,498.61	2,327.24	55.29%	55.29%
International Commissions, Subtotal (Function 300)	176.62	180.85	168.71	-6.72%	-6.72%
International Boundary/U.S. Mexico	98.77	103.00	101.74	-1.23%	-1.23%
American Sections	15.01	15.01	13.20	-12.02%	-12.02%
International Fisheries	62.85	62.85	53.77	-14.45%	-14.45%
Agency for Global Media, Subtotal	802.96	885.00 (25.00)	840.00	-2.33%	-5.08%
Broadcasting Operations	793.26	875.30 (25.00)	830.30	-2.35%	-5.14%
Capital Improvements	9.70	9.70	9.70	0.00%	0.00%
Related Programs, Subtotal	385.12	410.67	387.39	-5.67%	-5.67%

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Asia Foundation	20.00	21.50	20.00	-6.98%	-6.98%
U.S. Institute of Peace	45.00	54.00	47.25	-12.50%	-12.50%
Center for Middle East-West Dialogue	0.20	0.18	0.18	-1.67%	-1.67%
Eisenhower Exchange Fellowship	0.09	0.17	0.18	2.94%	2.94%
Israeli-Arab Scholarship	0.12	0.12	0.09	-23.53%	-23.53%
East-West Center	19.70	19.70	19.70	0.00%	0.00%
National Endowment for Democracy	300.00	315.00	300.00	-4.76%	-4.76%
Other Commissions, Subtotal	14.30	14.30	14.36	0.44%	0.44%
Preservation of America's Heritage Abroad	0.64	0.64	0.66	2.02%	2.02%
International Religious Freedom	4.50	4.50	4.50	0.00%	0.00%
Security & Cooperation in Europe	2.91	2.91	2.91	0.00%	0.00%
Cong.-Exec. on People's Republic of China	2.25	2.25	2.30	2.22%	2.22%
U.S.-China Economic and Security Review	4.00	4.00	4.00	0.00%	0.00%
Foreign Operations, TOTAL	54,726.24 (19,733.58)	50,686.30 (9,737.10)	47,423.73	15.81%	-6.44%
Title II. Administration of Foreign Assistance	1,752/45 (41.00)	2,003.15 (29.00)	2,112.95	7.03%	5.48%
USAID Operating Expenses	1,418.75 (41.00)	1,660.95 (25.00)	1,743.35	6.57%	4.96%
USAID Capital Investment Fund	258.20	258.20	289.10	11.97%	11.97%
USAID Inspector General	75.50	84.00 (4.00)	80.50	0.63%	-4.17%

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Title III. Bilateral Assistance	41,083.95 (18,210.46)	36,405.54 (9,028.10)	31,133.24	13.72%	-14.48%
Global Health Programs	13,195.95 (4,000.00)	9,830.00	10,576.00	7.59%	7.59%
of which USAID	*7,265.95* *(4,000)*	*3,880.00*	3,956.00	1.96%	1.96%
of which State	*5,930.00*	*5,950.00*	6,620.00	11.26%	11.26%
Global Health Programs (mandatory, non-add)			6,500.00		
Development Assistance	3,500.00	4,140.49	4,769.79	15.20%	15.20%
International Disaster Assistance	4,395.36 (1,914.04)	6,955.46 (3,050.00)	4,699.36	20.33%	-32.44%
Transition Initiatives	92.04	200.00 (120.00)	102.00	27.50%	-49.00%
Complex Crisis Fund	30.00	60.00	40.00	-33.33%	-33.33%
Economic Support Fund	12,526.96 (9,375.00)	4,746.00 (647.00)	4,122.46	0.57%	-13.14%
Democracy Fund	290.70	340.70	290.70	-14.68%	-14.68%
Assistance for Europe, Eurasia & Central Asia	770.33	1,620.00 (1,120.00)	984.43	96.89%	-39.23%
Migration & Refugee Assistance	4,032.00 (2,301.42)	4,727.19 (1,815.00)	3,912.00	34.33%	-17.24%
Emergency Refugee & Migration Assistance	500.10 (500.00)	2,276.20 (2,276.10)	100.00	99900.00%	-95.61%
Independent Agencies, Subtotal	1,393.50	1,404.50	1,431.50	1.92%	1.92%

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Peace Corps	410.50	410.50	430.50	4.87%	4.87%
Millennium Challenge Corporation	912.00	912.00	930.00	1.97%	1.97%
Inter-American Foundation	38.00	42.00	38.00	-9.52%	-9.52%
U.S. Africa Development Foundation	33.00	40.00	33.00	-17.50%	-17.50%
Dept. of the Treasury, Subtotal	357.00 (120.00)	105.00	105.00	0.00%	0.00%
International Affairs Technical Assistance	33.00	38.00	38.00	0.00%	0.00%
Treasury Debt Restructuring	324.00 (120.00)	67.00	67.00	0.00%	0.00%
Title IV. International Security Assistance	9,004.03 (902.12)	9,579.35 (680.00)	8,999.78	1.13%	-6.05%
International Narcotics Control & Law Enforcement	1,385.57	1,412.00 (30.00)	1,466.00	5.39%	3.17%
Nonproliferation, Anti-terrorism, Demining	889.25	900.00	900.25	0.03%	0.03%
Peacekeeping Operations	440.76 (325.21)	455.00	463.56	1.88%	1.88%
International Military Education & Training	112.93	112.93	112.93	0.00%	0.00%
Foreign Military Financing	6,175.52 (576.91)	6,690.42 (650.00)	6,057.05	0.28%	-9.47%
Title V. Multilateral Assistance	2,620.82 (580.00)	2,374.46	4,726.72	99.06%	99.06%
International Organizations & Programs	967.50 (580.00)	423.00	457.20	8.09%	8.09%
Int'l Bank for Reconstruction & Development	206.50	206.50	206.50	0.00%	0.00%

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
Global Environment Facility	139.58	149.29	150.20	0.61%	0.61%
International Development Association	1,001.40	1,001.40	1,430.26	42.83%	42.83%
Asian Development Fund	47.40	53.32	43.61	-18.22%	-18.22%
African Development Bank	54.65	54.65	54.65	0.00%	0.00%
African Development Fund	171.30	211.30	171.30	-18.93%	-18.93%
Green Climate Fund	0.00	0.00	1,600.00		
Climate Investment Funds			550.00		
Clean Technology Fund	0.00	125.00		-100.00%	-100.00%
International Monetary Fund		102.00	20.00	-80.39%	-80.39%
International Fund for Agricultural Development	32.50	43.00	43.00	0.00%	0.00%
Global Agriculture & Food Security Program	2,620.82	5.00		-100.00%	-100.00%
Title VI. Export Assistance	264.99	323.80	451.05	39.30%	39.30%
Export-Import Bank (net)	54.80	-74.50	-202.09	171.26%	171.26%
U.S. Development Finance Corporation (net.)	130.69	318.80	555.13	74.13%	74.13%
Trade and Development Agency	79.50	79.50	98.00	23.27%	23.27%
SFOPS Total	71,959.29 (23,935.00)	68,410.98 (10,248.30)	66,001.18	13.48%	-3.52%
Rescissions, net	-580.53 (-425.12)	-1,903.78	-65.00	-96.59%	-96.59%
SFOPS Total, Net of Rescissions	71,378.76 (23,509.88)	66,507.20 (10,248.30)	65,936.18	17.20%	-0.86%

Source: SFOPS Congressional Budget Justification for FY2023; P.L. 117-43; P.L. 117-70; P.L. 117-103.

Notes: Figures in parentheses are amounts designated as Overseas Contingency Operations (OCO) or supplemental emergency funding and are subsumed in the larger account number above them. Numbers may not add due to rounding. "n.a." = not applicable.

a. Totals include base, OCO, and Title IX emergency supplemental funds from the Consolidated Appropriations Act, 2021 (P.L. 116-260), emergency funding from the American Rescue Plan Act (P.L. 117-2), and emergency supplemental funds from P.L. 117-31.

b. Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act 2022, (P.L. 117-103) and emergency supplemental funding from both the FY2022 Extending Funding and Emergency Assistance Act (P.L. 117-43) and the FY2022 Further Extending Government Funding Act (P.L. 117-70).

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, Title II (FFP) 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-FY2023

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

	FY2021 Actual[a]	FY2022 Enacted[b]	FY2023 Request	FY2023 Request as % Change from FY2022 Base	FY2023 Request as % Change from FY2022 Total
State-Foreign Operations, excluding Commissions	71,202.14 (23,509.88)	66,326.35 (10,248.30)	65,767.48	17.28%	-0.84%
Commerce-Science-Justice	105.37	112.43	109.32	-2.77%	-2.77%
Foreign Claims Settlement Commission	2.37	2.43	2.50	2.71%	2.71%
Int'l Trade Commission	103.00	110.00	106.82	-2.89%	-2.89%
Agriculture	2,770.00 (800.00)	2,077.00 (100.00)	1,970.11	-0.35%	-5.15%
Food for Peace Act, Title II	2,540.00 (800.00)	1,840.00 (100.00)	1,740.00	0.00%	-5.43%
McGovern-Dole	230.00	237.00	230.11	-2.91%	-2.91%
Total International Affairs (150)	**74,077.50** **(24,309.88)**	**68,515.78** **(10,348.30)**	**67,846.91**	**16.64%**	**-0.98%**

Source: SFOPS Congressional Budget Justification for FY2023; P.L. 117-43; P.L. 117-70; P.L. 117-103.

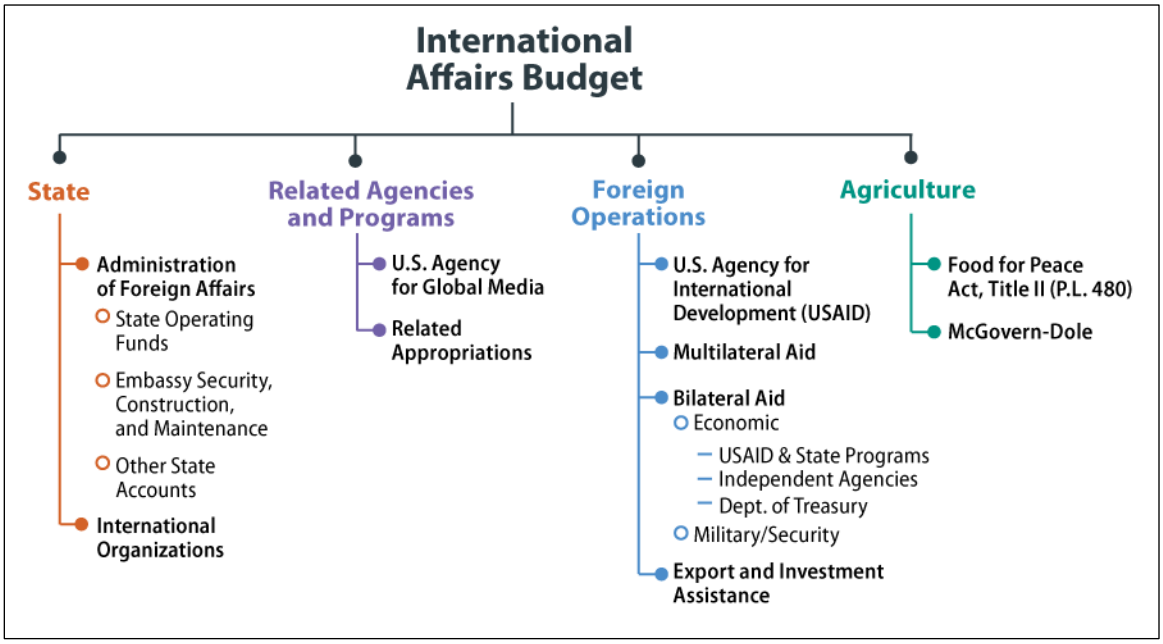
Notes: Figures in parentheses are amounts designated as Overseas Contingency Operations (OCO) or supplemental emergency funding and are subsumed in the larger account number above them. Numbers may not add due to rounding.

a. Totals include base, OCO, and Title IX emergency supplemental funds from the Consolidated Appropriations Act, 2021 (P.L. 116-260), emergency funding from the American Rescue Plan Act (P.L. 117-2), and emergency supplemental funds from P.L. 117-31.

b. Totals include base and emergency supplemental appropriations from the Consolidated Appropriations Act 2022, (P.L. 117-103) and emergency supplemental funding from both the FY2022 Extending Funding and Emergency Assistance Act (P.L. 117-43) and the FY2022 Further Extending Government Funding Act (P.L. 117-70).

Appendix C. International Affairs Components

Figure C-1. International Affairs Components



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