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State Department and Related Agencies FY2000 Appropriations

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ABSTRACT

This report tracks action by the 106th Congress on FY2000 appropriations for the State Department and related agencies within the Commerce, Justice, State and Related Agencies (CJS) appropriations (H.R. 3421). CJS appropriations became part of the Consolidated Appropriations Act of FY2000 (H.R. 3194). The President's FY2000 State Department and related agency request was $6.3 billion–about 10% lower than the FY1999 total appropriations of nearly $7.0 billion for these agencies (including the adjusted FY1999 emergency supplemental appropriation for embassy security of $1.56 billion). The final State Department and international broadcasting funding level for FY2000 as passed by Congress is $6.3 billion. This is the final report on State's FY2000 budget.

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Quality Assurance Editor

On February 1, 1999 the President submitted his FY2000 budget request which, after being amended in June, included $6.3 billion for the Department of State and the Broadcasting Board of Governors. This represents a decline of $683 million (or 9.8%) from the FY1999 enacted level which consists of regular appropriations and an emergency supplemental appropriation for embassy security, among other measures. Congress approved the conference report (H.Rept.106-398) on October 20, 1999. The President vetoed the CJS legislation on October 25th, citing the need for hate crime legislation, the inadequacy in funding of the Department of Justice COPS program to hire additional police officers, and inadequate funding/authorization for U.S. arrearage payment to the United Nations. In November, Congress merged a number of bills, including the CJS appropriations (H.R. 3421) into a consolidated bill (H.R. 3194). Congress passed the Act on November 19, 1999; the President signed it into law (P.L. 106-113) on November 29, 1999.

The Foreign Affairs Reform and Restructuring Act of 1999 (P.L. 105-277, section 1001) required the foreign policy agencies to be reorganized before FY2000. The Act required that the Arms Control and Disarmament Agency (ACDA) merge its functions into the Department of State, and the U.S. Agency for International Development (USAID) reorganize and come directly under the authority of the Secretary of State by April 1, 1999. It required the U.S. Information Agency (USIA) to consolidate its information and exchange functions into the Department of State, while the broadcasting functions became an independent agency--the Broadcasting Board of Governors (BBG)--as of October 1, 1999.

The amended FY2000 State Department budget request contained a total of$568 million for embassy security upgrades and an advance appropriation request of$3.6 billion for FY2001 - 2005. The final appropriations includes $568 million specifically for worldwide security upgrades, with funds in other accounts available for overseas security, as well.

U.S. arrearage payments to the United Nations had been a controversial issue in recent years. The 105th Congress appropriated $475 million for arrearage payments for FY1999; it was never authorized, however, because Congress included in the authorization bill international family planning language that triggered a presidential veto. The Administration sought $446 million for U.S. arrearage payments to the U.N. for FY2000; Congress agreed to $351 million.

For the Broadcasting Board of Governors, the Administration requested an FY2000 budget of $452.6 million–a 13.8% increase over the FY1999 broadcasting account to help establish it as an independent agency. Congress agreed to $421.8 million for the BBG in FY2000.

This is the final report on the State Department's FY2000 budget.

State Department and Related Agencies FY2000 Appropriations

Background

Budgets for the Department of State and the Broadcasting Board of Governors (BBG), as well as U.S. contributions to United Nations (U.N.) International Organizations and Peacekeeping are all within the Commerce, Justice, State and Related Agency (CJS) appropriations. Intertwined with the annual appropriations process is the biannual Foreign Relations Authorization (H.R. 3427) that, by law, Congress must pass prior to the State Department's expenditure of its appropriations.

On April 1, 1999, consolidation of the foreign policy agencies[1] began with the merger of the functions of the Arms Control and Disarmament Agency (ACDA)[2] into the State Department; as of October 1, 1999, the functions of the U.S. Information Agency (USIA)[3], excluding international broadcasting, also came directly under the State Department. Although not part of the CJS appropriations, the U.S. Agency for International Development (USAID) was required to reorganize and come directly under the authority of the Secretary of State by April 1, 1999. (For more details on USAID, see CRS Report RL30211, *Appropriations for FY2000: Foreign Operations, Export Financing, and Related Programs,* by Larry Nowels.)

The Administration's FY2000 State Department and International Broadcasting budget request totaled $6.3 billion, 9.8% below the FY1999 enacted funding (including the emergency supplemental), but 22% above the comparable FY1998 funding level. Overseas security funding was a key element in the FY2000 State Department budget debate, as Congress sought more than the Administration had originally requested. (For more details, see CRS Report 98-771, *Embassy Security: Background, Funding, and FY2000 Budget.*) Noticeably absent was a request for funds dedicated explicitly to reorganization expenses.

The Senate Appropriations Committee filed the report on its version of the CJS appropriations (S. 1217/S.Rept. 106-76) on June 14, 1999. The Senate passed S.

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[1] The Foreign Affairs Reform and Restructuring Act of 1998 (Section 1001 of P.L. 105-277).

[2] ACDA was established in 1961 as a small independent agency to be an advocate for arms control with direct access to the President.

[3] Established in 1953, USIA's mission is to understand, inform, and influence foreign publics as a means of promoting U.S. national interests and fostering dialogue between Americans and U.S. institutions and their counterparts abroad. In 1978 Congress merged the State Department's Bureau of Education and Cultural Affairs into USIA which had primarily focused on international broadcasting. As of FY1998, USIA maintained 6,828 positions.

1217 on July 21, 1999. The House passed its version the FY2000 CJS appropriation (H.R. 2670) on August 5, 1999. Congress passed the conference report (H.Rept. 106-398) on October 20, 1999; however, the President vetoed it on October 25th, largely because of inadequate provisions on hate crime, COPS, and U.N. arrearages. Congress passed an omnibus appropriations bill (H.R. 3194) on November 19, 1999, and the President signed it into law (P.L. 106-113) on November 29, 1999.

State Department

The State Department's mission is to advance and protect the worldwide interests of the United States and its citizens through the staffing of overseas missions, the conduct of U.S. foreign policy, the issuance of passports and visas, and other responsibilities. Currently, the State Department is host agency for the activities of 50 U.S. government agencies and organizations operating 250 posts in over 180 countries around the world. State's staff size has increased, largely because of the integration of ACDA and USIA personnel into State. The President's FY2000 budget request for the State Department (excluding international broadcasting) totaled $5.8 billion, comparable to the FY1999 level (which did not specify funding for some USIA accounts, but did include supplemental funding). Congress set the level for State at $5.9 billion--higher than either the House- or Senate-passed levels for FY2000. Highlights follow.

Administration of Foreign Affairs

- *Diplomatic and Consular Programs (DC&P)* -- The DC&P account funds overseas operations (e.g., motor vehicles, local guards, telecommunications, medical), activities associated with conducting foreign policy (i.e., intelligence, legal and political-military affairs), passport and visa applications, regional bureaus, under secretaries, and post assignment travel. The FY1999 level passed by Congress for this account totals $1.64 billion. As of the beginning of FY2000, the State Department's Diplomatic and Consular Program account included State's Salaries and Expenses, USIA's technology and information functions, and ACDA. The Administration's FY2000 request for this account equaled $2.84 billion, including $268 million for recurring embassy security expenses. Congress approved $2.8 billion for DC&P, higher than either the House or Senate levels, but comparable to the President's request.

- *Security and Maintenance of Overseas U.S. Missions* -- This account supports the maintenance, rehabilitation, and replacement of overseas facilities to provide appropriate, safe, secure and functional facilities for U.S. diplomatic missions abroad. Congress originally had enacted $640 million for this account in FY1999. After agreeing to an emergency supplemental following the embassy bombings in Africa last August, this account reached a total funding of more than $1 billion. The FY2000 request for this account was $747.7 million, 27% less than the FY1999 appropriation. Of the $747.7 million,

$264 million would have been for security upgrades, $36 million for site acquisition and design of security improvements at posts deemed most urgently in need, and the rest for embassy security upgrades, building construction and maintenance costs. In addition, the Administration requested an advance security appropriation of $3.6 billion for FY2001-FY2005. Congress approved $428.6 million for the *Security and Maintenance account* and $313.6 million for *Worldwide Security Upgrades* for a total of $742.2 million--just $5 million below the Administration's request. Furthermore, the Senate foreign relations authorization bill is expected to authorize $4.5 billion for security in increments of $900 million over the next five years beginning in FY2000.

- *Worldwide security upgrades*--A new line item--worldwide security upgrades--was added to the FY1999 budget by the emergency supplemental appropriation. In response to the bombings in Africa, the Department took immediate steps to strengthen security at overseas posts and meet the needs of overseas staff and foreign nationals. The FY1999 funding level is set at $785.7 million. The Administration had requested $254 million for FY2000 to meet the recurring costs of the security measures taken with last year's supplemental. (Recurring costs include salaries of increased security guard services, ongoing personnel security training, and upkeep of added information systems, software, and armored vehicles.) Some in Congress had criticized the State Department for requesting an inadequate amount for overseas security, especially since the Crowe report recommended $1.4 billion annually for the next ten years for necessary improvements in overseas security.[4] The Administration amended its request for security measures to $264 million to be included in the Security and Maintenance account. Conference report language provided $313.6 million in the worldwide security upgrades account.

- *ACDA* — As of April 1, 1999, ACDA's functions came under the Department of State's Bureau for Arms Control and International Security Affairs. ACDA's FY1999 enacted funding was $41.5 million. For FY2000 ACDA-related activities within the Department, the Administration requested $47.7 million for ACDA Salaries and Expenses. (For more details on arms control issues, see CRS Report RL30033, *Arms Control and Nonproliferation Activities: A Catalogue of Recent Events*.) Congress included ACDA funding in the Diplomatic and Consular Programs account and did not separate out ACDA funding levels for

[4] After the twin bombings of American embassies in Africa on August 7, 1998, Secretary of State Madeleine Albright and CIA Direct George Tenet created an Accountability Review Board chaired by retired Admiral William J. Crowe. The Board's findings and recommendations (referred to as the Crowe Report) were submitted to Congress January 1999.

FY2000.*International Information Programs(IIP)* — This account was formerly the Salaries and Expenses account of USIA.[5] The FY1999 enacted appropriation set this account at $455.2 million. Beginning in FY2000 State's Under Secretary for Public Diplomacy and Public Affairs administers IIP. The FY2000 request would have decreased this account to $418.2 million in anticipation of some savings attributable to USIA's merger into State. The CJS conference agreement included funding of information programs within the Diplomatic and Consular Programs account. Within the conference report language, Congress specified $236.3 million for IIP, provided that other earmarks within that account would be met.

- *Educational and Cultural Exchanges* -- This account funds programs authorized by the Mutual Educational and Cultural Exchange Act of 1961, such as the Fulbright Academic Exchange Program, as well as leadership programs for foreign leaders and professionals. Government exchange programs have come under close scrutiny in recent years for being excessive in number and duplicative. By a July 1997 executive order, the Office of U.S. Government International Exchange and Training Coordination was created. In its FY1998 request, the Administration requested funds to establish an international exchange coordination office. Congress, however, did not include it in the FY1998 final appropriations. The FY1999 enacted level for *Educational and Cultural Exchanges* totaled $200.5 million, including $95 million for Fulbright academic exchanges. The President's FY2000 request for exchanges totaled $210.3 million, including $105.9 million for the Fulbright program. Congress passed $205 million for *Educational and Cultural Exchanges,* but did not specify a level for the Fulbright program.

- *The Capital Investment Fund (CIF)* -- CIF was established by the Foreign Relations Authorization Act of FY1994/95 (P.L. 103-236) to provide for purchasing information technology and capital equipment to ensure the efficient management, coordination, operation, and utilization of State's resources. In FY1998 Congress approved a 250% increase in this fund, from $24.6 million in FY1997 to $86 million in FY1998. The Administration sought $118.3 million (an increase of 38%) in FY1999 for CIF. Congress exceeded the request, agreeing to $158.6 million for this account, which included funds from the emergency supplemental appropriation for Y2K compliance. The FY2000 request for CIF would have reduced

[5] USIA's mission is to understand, inform, and influence foreign publics as a means of promoting U.S. national interests and fostering dialogue between Americans and U.S. institutions and their counterparts abroad. Currently, USIA operates 192 U.S. Information Service (USIS) posts in 141 countries. In FY1998, USIA maintained 6,828 positions–3,336 domestic, 739 overseas American, and 2,753 foreign national positions. Until October 1, 1999 USIA will continue to administer U.S. government (nonmilitary) international broadcasting and foreign exchange programs.

funding to $90 million; however, the Administration estimated an additional $50 million from expedited passport fees would be combined with CIF appropriations to meet State Department technology needs in the coming year. The conference report set CIF at $80 million.

International Organizations and Conferences

- *Contributions to International Organizations (CIO)* -- CIO provides funds for U.S. membership in numerous international organizations and for foreign policy activities that transcend bilateral issues, such as human rights. Maintaining a membership in international organizations, the Administration argues, benefits the United States by advancing U.S. interests and principles while sharing the costs with other countries. Payments to the United Nations (U.N.) and its affiliated agencies, the Inter-American Organizations, as well as regional and other international organizations are included in this account. The FY1999 appropriation set the CIO account at $922 million. In addition, Congress appropriated $475 million for U.S. arrearage payments to the U.N., payment of which was contingent upon reducing the U.S. assessment rate to at least 22% for the U.N. regular budget and 25% for peacekeeping. The $475 million arrearage payment was never authorized, however. The FY2000 Administration request for this account equaled $963.3 million. In addition, $446 million was requested for U.N. arrearage payments. Congress approved $885.2 million for CIO and $351 million for U.S. arrearage payments to the U.N. (For more detail, see CRS Issue Brief IB86116, *U.N. System Funding: Congressional Issues* by Vita Bite.)

- *Contributions to International Peacekeeping Activities (CIPA)* — The United States supports multilateral peacekeeping efforts around the world through payment of its share of the U.N. assessed peacekeeping budget. Multilateral peacekeeping often provides an alternative between doing nothing and unilateral U.S. action in overseas situations of importance to the United States. Congress approved $231 million for this account for FY1999. The Administration's FY2000 request for CIPA totaled $235 million, including $66 million for U.N. operations in the former Yugoslavia. The final agreement included $500 million for CIPA. (For more detail, see CRS Issue Brief IB90103, *United Nations Peacekeeping: Issues for Congress* by Marjorie Ann Browne.)

International Commissions

The International Commissions account includes the U.S.-Mexico Boundary and Water Commission, the International Fisheries Commissions, the International Boundary Commission, the International Joint Commission, and the Border Environment Cooperation Commission. The FY1999 enacted level for International

Commissions totaled $45.8 million. The FY2000 request equaled $52 million. The 13.5% increase was due to increases in each of the commissions listed above. Congress approved $46.8 million--below the President's request, but higher than FY1999.

Related State Department Appropriations

- *The Asia Foundation* -- The Asia Foundation is a private, nonprofit organization that supports efforts to strengthen democratic processes and institutions in Asia, open markets, and improve U.S.-Asian cooperation. The Foundation receives both government and private sector contributions. Government funds for the Asia Foundation are appropriated to and pass through the State Department. The FY1999 Administration request for The Asia Foundation reflected an 87% increase over the FY1998 level, mainly to support rule of law projects agreed to in the October 1997 Jiang-Clinton Summit. Although the Senate would have provided no funding for The Asia Foundation for FY1999, saying that it "should graduate from public support," Congress set the Foundation's FY1999 appropriation at $8.3 million, the level agreed to in the House. The Administration's FY2000 request was $15 million for The Asia Foundation. The Senate, once again, voted to provide no funding for The Asia Foundation in FY2000. In contrast, the House passed $8 million for it. The conference agreement included $8.3 million for the Asia Foundation.

- *National Endowment for Democracy (NED)* — The National Endowment for Democracy, a private nonprofit organization established during the Reagan Administration, strengthens democratic institutions in more than 90 countries around the world. NED proponents assert that many of its accomplishments are possible because it is not a government agency. NED's critics claim that it duplicates U.S. government democracy programs and either could be eliminated or could operate entirely with private funding. NED's FY1999 enacted appropriation was increased to $31 million from its usual $30 million in previous years. The FY2000 request would have raised its budget to $32 million, largely to meet wage and price increases. Congress approved $31 million for NED for FY2000.

- *East-West and North-South Centers* -- The Center for Cultural and Technical Interchange between East and West (East-West Center), located in Honolulu, Hawaii, was established in 1960 by Congress to promote understanding and cooperation among the governments and peoples of the Asia/Pacific region and the United States. The Center for Cultural and Technical interchange between North and South (North-South Center) is a national educational institution in Miami, FL, closely affiliated with the University of Miami. It promotes better relations, commerce, and understanding among the nations of North America, South America and the Caribbean. The North-South

Center began receiving a direct subsidy from the federal government in 1991.

The Administration's FY1999 budget recommended phasing out government funding of both the East-West and North-South Centers. The House had set zero funding for both Centers in FY1999, while the Senate had agreed to double North-South Center funding to $3 million, and continue the East-West Center at its FY1998 level of $12 million. P.L. 105-277 contained $12.5 million for the East-West Center and $1.75 million for the North-South Center. The Administration's FY2000 budget request would have continued FY1999 budget for the East-West Center and would have raised the North-South Center budget to $2.5 million. The conference agreement continued the two centers at their FY1999 levels.

Broadcasting Board of Governors

The United States International Broadcasting Act of 1994[6] reorganized within USIA all U.S. government international broadcasting, including Voice of America (VOA), Broadcasting to Cuba, Radio Free Europe/Radio Liberty (RFE/RL), Radio Free Asia (RFA), and the newly-approved Radio Free Iraq and Radio Free Iran. The Act established the Broadcasting Board of Governors (BBG) to oversee all U.S. government broadcasting; abolished the Board for International Broadcasting (BIB), the administering body of RFE/RL; and recommended that RFE/RL be privatized by December 31, 1999.

During reorganization debate, the 105th Congress agreed that credibility of U.S. international broadcasting was crucial to its effectiveness as a public diplomacy tool. Therefore, Congress agreed not to merge broadcasting functions into the State Department, but to maintain the Broadcasting Board of Governors (BBG) as an independent agency as of October 1, 1999.

Congress appropriated for FY1999 a total of $384 million for international broadcasting including $22.1 million for Broadcasting to Cuba and $21.7 million for Radio Free Asia. The FY2000 budget request for international broadcasting was $431.7 million, a 19% increase to help the agency get established. The conference agreement set a total of $421.8 million for international broadcasting, including $22.1 million for Cuba Broadcasting.

The BBG's Broadcasting Capital Improvements account (formerly USIA's Radio Construction account) funds the building or renovating of radio stations, upgrading and refurbishing station capabilities, updating technology, and replacing old transmitters. The FY1999 appropriation for this account was $13.2 million. The President's FY2000 request of $20.9 million (a 58% increase over FY1999) reflected the costs of 1) an expanded phase of transmitters for the Tinian Project (facilities built on the Tinian Islands for Radio Free Asia transmission), 2) converting from analog to digital technology, 3) upgrading existing transmitting stations, and 4) improving satellite and terrestrial communications. Congress approved $11.3 million for capital improvements.

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[6] Title III of the Foreign Relations Authorization Act, Fiscal Years 1994 and 1995, P.L. 103-236.

State Department, USIA, and Related Agencies Appropriations
(millions of dollars)

	FY1996 Enacted	FY1997 Enacted	FY1998 Enacted	FY1999 Enacted	FY2000 Request	House	Senate	H.R. 3421
State Dept.								
Diplomatic & Consular Program	1,713.7	1,725.3	1,730.0	1,644.3	2,838.9	2726.8	2,671.4	2,823.8
Salaries and expenses	367.9	352.3	363.5	354.2	[367.8]	-.-	-.-	-.-
ACDA		see below			[47.7]	-.-	-.-	-.-
Information Programs (USIA S&E)	[445.4]	[441.4]	[427.1]	455.2	[418.2]	-.-	-.-	-.-
Technology Fund(USIA)	[5.1]	[5.1]	[5.1]	9.1	[2.7]	-.-	-.-	-.-
Ed& cultur. exch. prog.(USIA)	199.7	185.0	197.7	200.5	210.3	175.0	216.5	205.0
Office of Inspector General	27.3	27.5	27.5	28.5*	30.1	28.5	26.5	27.5
Representation allowances	4.5	4.5	4.2	4.4	5.9	4.3	5.9	5.9
Protec.-missions & officials	8.6	8.3	7.9	8.1	9.5	8.1	8.1	8.1
Security/maint. of buildings	321.3	389.3	397.9	1,081.1*	747.7	403.6	583.5	428.6
Worldwide security upgrades	-.-	-.-	-.-	785.7*	[264.0]	313.6	-.-	313.6
Kosovo Supplemental				17.1				
Emergency-diplo. & consular servs.	6.0	5.8	5.5	17.5*	17.0	5.5	7.0	5.5
Repatriation loans	.8	1.3	1.2	1.2	1.2	1.2	1.2	1.2
Payment American Inst. Taiwan	15.1	14.5	14.0	14.8	15.8	14.8	16.0	15.4
For. Serv. Retirement Fund	125.4	126.5	129.9	132.5	128.5	128.5	128.5	128.5
Capitol Investment Fund [a]	16.4	24.6	86.0	158.6*	90.0	80.0	80.0	80.0
Total, Admin. of For. Affairs	**2,607.0**	**2,679.9**	**2,773.7**	**4,912.8***	**4,094.9**	**3889.9**	**3,714.6**	**4,043.1**
Int'l. Organ. & Conf.								
Contrib. to int'l. organizations	892.0	882.0	955.5	922.0	963.3	842.9	943.3	885.2
Contrib. intl. peacekeeping	359.0	352.4	256.0	231.0	235.0	200.0	280.9	500.0
U.N. Arrearage payments				475.0	446.0	351.0	107.0	351.0
Int'l. conf./contingencies	3.0	10.0	0.0	-.-	-.-	-.-	-.-	-.-
Total, Int. Organ. & Conf.	**1,254.0**	**1,244.4**	**1,211.5**	**1,628.0**	**1,644.3**	**1393.9**	**1,331.2**	**1,736.2**
Total Intern'l. Commissions	**39.1**	**42.0**	**44.0**	**45.8**	**52.0**	**45.6**	**46.8**	**46.8**
The Asia Foundation	**5.0**	**8.0**	**8.0**	**8.3**		See below		
Total pre-merger State Dept	**3,905.1**	**3,974.3**	**4,037.3**	**6,594.9***	--.--	-.-	-.-	-.-
Related Appropriations								
The Asia Foundation		see above			15.0	8.0	-.-	8.3
National Endowment for Democracy	30.0	30.0	30.0	31.0	32.0	31.0	30.0	31.0
East-West Center	11.5	10.0	12.0	12.5	12.5	0.0	12.5	12.5
North-South Center	2.0	1.5	1.5	1.8	2.5	0.0	-.-	1.8
Eisenhower Exch	.2	.6	.6	.5	.5	0.5	0.3	0.5
Israeli Arab Scholarship	.5	.4	.4	.4	.4	0.4	0.5	0.3
Total related approps	44.2	42.5	44.5	46.2	**62.9**	**39.9**	**43.3**	**54.4**
Total post-merger State Dept	--.--	--.--	--.--	--.--	**5,854.1**	**5,369.4**	**5135.9**	**5,880.4**
International Broadcasting								
Capital Improvements	32.6*	35.5	40.0	13.2	20.9	11.3	13.2	11.3
Broadcasting Operations	324.9	350.0	391.5	362.4	431.7	410.4	362.4	388.4
Broadcasting to Cuba	24.8	(25.0)	(22.1)	22.1	-.-	-.-	23.7	22.1
Radio Free Asia	(5.0)	-.-	(25.0)	-.-	-.-	-.-	-.-	-.-
Total Intern'l Broadcasting	**382.3**	**385.5**	**431.5**	**397.7**	**452.6**	**421.7**	**399.3**	**421.8**
Total USIA	1,077.2	1,059.5	1,105.9	1,108.7	-.-	-.-	-.-	-.-
Total ACDA	38.6	41.5	41.5	41.5	--.-	-.-	-.-	-.-
TOTAL State & Broadcasting	**5,020.9**	**5,075.3**	**5,184.7**	**7,038.8**	**6,306.7**	**5791.0**	**5,535.2**	**6,302.2**

*Adjusted by the FY1999 Emergency Supplemental Appropriation.

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