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State, Foreign Operations, and Related Programs: FY2016 Budget and Appropriations

Susan B. Epstein

Specialist in Foreign Policy

Marian L. Lawson

Specialist in Foreign Assistance Policy

Alex Tiersky

Analyst in Foreign Affairs

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Summary

On February 2, 2015, the Obama Administration submitted to Congress its budget request for FY2016. The request for State, Foreign Operations, and Related Programs (SFOPS) totals \$54.08 billion, or a 4% increase from FY2015-estimated levels. Within that amount

- \$47.04 billion is requested for enduring or core funding and \$7.05 billion is designated as Overseas Contingency Operations (OCO) funding, excluding additions and rescissions;
- \$17.55 billion of the total request is for State Department Operations and related agencies (10.6% increase over FY2015 estimates);
- \$36.53 billion is for Foreign Operations (1.2% above the FY2015 estimates);
- excluding the FY2015 Ebola supplemental funding, the State Department Operations FY2016 request is a 10.9% increase over FY2015 estimates, and the Foreign Operations FY2016 request is a 7% increase over FY2015 funding estimates.

House and Senate committees held several hearings on various aspects of the international affairs budget in February and March. Both chambers passed FY2016 budget resolutions in late March. The House (on April 30, 2015) and the Senate (on May 5, 2015) reconciled budget resolution funding levels in conference (H.Rept. 114-96); however, OCO suballocations were not established.

The House Appropriations Committee reported its FY2016 SFOPS bill out of committee on June 11, 2015. The House committee bill (H.R. 2772; H.Rept. 114-154) recommended \$48.19 billion in total funding, excluding rescissions, but including \$7.33 billion designated as OCO.

The Senate Appropriations Committee reported its FY2016 bill out of committee on July 9, 2015. The Senate committee bill (S. 1725; S.Rept. 114-79) recommended \$49.77 billion in total funding, excluding rescissions, but including \$9.48 billion designated as OCO and \$759 million in emergency funds.

On September 30, 2015, the House and Senate approved, and President Obama signed into law, a resolution (P.L. 114-53) to provide temporary FY2016 continuing appropriations through December 11, 2015.

On October 5, 2015, the Senate SFOPS bill was incorporated in a national security-related “minibus” bill (S. 2130), one of four minibus bills into which Senate FY2016 appropriations bills were bundled.

On October 6, Senate SFOPS leaders introduced supplemental appropriations legislation (S. 2145) to increase FY2016 migration and refugee assistance funding by \$1 billion to address the Middle East refugee crisis.

On November 2, 2015, the President signed the Bipartisan Budget Act of 2015 (H.R. 1314; P.L. 114-74), which raises the discretionary spending limit by \$50 billion for FY2016 and \$30 billion for FY2017 (thus increasing spending caps for defense and nondefense for those years), and increases OCO funding by \$16 billion for each year, equally divided between DOD and SFOPS.

This report provides an overview of the FY2016 SFOPS request, a discussion of key issues and historic context, and account-by-account funding comparisons with FY2014 actuals, available FY2015 estimates, and FY2016 legislation. The report will be updated throughout the appropriations process.

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FY2016 Most Recent Actions

The Bipartisan Budget Act of 2015 (BBA). On November 2, 2015, the President signed into law the Bipartisan Budget Act of 2015 (H.R. 1314; P.L. 114-74), which was passed by Congress at the end of October. The law raises the overall revised discretionary spending limit that the Budget Control Act (P.L. 112-25) set by \$50 billion (from \$1.016 trillion to \$1.066 trillion) for FY2016 and by another \$30 billion (from \$1.039 trillion to \$1.069 trillion) for FY2017. It increases both security (from \$523.1 billion to \$548.1 billion) and nonsecurity funding levels (from \$493.5 billion to \$518.5 billion) and raises Overseas Contingency Operations (OCO) funding by \$32 billion, divided equally over the two years and between defense and nondefense. It also establishes minimum OCO funds for both defense and nondefense. For nondefense (SFOPS) OCO, the minimum is \$14.9 billion in FY2016 and FY2017. How the BBA affects the FY2016 SFOPS funding will be determined in the appropriation process that is expected to be concluded by December 11, 2015 when the continuing resolution (CR) expires.

Refugee Supplemental. On October 6, the chairman and ranking Member of the Senate SFOPS subcommittee introduced a supplemental appropriations bill (S. 2145) to provide an additional \$1 billion in FY2016 emergency funding, through the Migration and Refugee Assistance account, to address the refugee crisis caused by conflict in the Middle East.

Minibus Legislation. On October 5, 2015, four “minibus” appropriations bills were introduced in the Senate, including S. 2130, which bundles the Senate FY2016 SFOPS bill (S. 1725) with the Senate FY2016 bills making appropriations for the Department of Defense, Energy and Water Development, Department of Homeland Security, Military Construction, and Department of Veterans Affairs.

Continuing Resolution (CR). On September 30, 2015, the House and Senate approved, and President Obama signed into law, a resolution to provide temporary FY2016 continuing appropriations through December 11, 2015 (P.L. 114-53). The CR covers all of the regular appropriations, including the Department of State, Foreign Operations, and Related Programs (SFOPS), and continues the same authorities and conditions as the Consolidated and Further Continuing Appropriations Act, 2015 (P.L. 113-235), except Title IX (Ebola Response and Preparedness). Under the CR, most programs and activities would be funded at the FY2015 level, minus an across-the-board reduction of 0.2108%. The reduction would not apply to funds designated as OCO. According to CBO’s calculations, SFOPS FY2016 discretionary budget authority is estimated to be \$40.6 billion, plus an additional \$9.3 billion of OCO funds.

Anomalies within the CR that affect SFOPS accounts or activities include

- allowing funding allocated in certain accounts for Ukraine to be obligated at an accelerated rate, if necessary, to sustain assistance to that country (Sec. 148);
- prohibiting high rates of funding distribution early in the fiscal year (Sec. 109), which would undermine the 30-day distribution requirement for Foreign Military Financing aid to Israel;
- extending the authority of the U.S. Commission on International Freedom from September 30, 2015, to December 11, 2015 (Sec. 147); and
- extending authority for the U.S. Commission on Public Diplomacy beyond October 1, 2015 to December 11, 2015 (Sec. 149).

Committee Action. On July 9, 2015, the Senate Appropriations Committee approved its FY2016 Department of State, Foreign Operations, and Related Programs Appropriation bill (S. 1725) and

reported it to the full Senate. Totaling \$49.77 billion before rescissions, the Senate committee recommendation is \$2.20 billion (4.2%) below the FY2015 appropriated level, which included Ebola supplemental funding, and \$4.31 billion (8%) below the President’s FY2016 request. Net of rescissions, the Senate bill funding totals \$48.01 billion.

On June 11, 2015, the House Appropriations Committee approved the FY2016 State and Foreign Operations Appropriations bill (H.R. 2772) on a voice vote. Totaling \$48.19 billion, before rescissions, H.R. 2772 is \$3.78 billion (7.3%) below the FY2015 enacted level (including Ebola emergency appropriations) and \$5.89 billion (10.9%) below the FY2016 request. (See **Table A-1** for account-by-account comparison of the request and House levels.) Net of rescissions, the House bill funding totals \$47.99 billion.

Budget Resolution (302(a) and 302(b) Allocations). On March 25 and 27, respectively, the House and Senate passed budget resolutions for FY2016. In H.Con.Res. 27, the House recommended an FY2016 budget authority of \$38.34 billion for International Affairs, while in S.Con.Res. 11 the Senate recommended \$47.79 billion. On April 30, 2015, the House agreed to a conference report that set the FY2016 budget authority for International Affairs enduring funds at \$40.20 billion; the Senate agreed to the same on May 5, 2015. While the conference report included \$96.287 billion in Overseas Contingency Operations (OCO) topline levels, suballocation levels of OCO were not provided.

Hearings. In February and March, Secretary of State John Kerry and Acting USAID Administrator Alfonso Lenhardt testified before the House and Senate Appropriations Committees, as well as the House Foreign Affairs and the Senate Foreign Relations Committees on the FY2016 State, Foreign Operations, and Related Programs request. Other Administration officials testified regarding various aspects of the international affairs budget request as well.

Budget Submitted to Congress. On February 2, 2015, the President submitted his FY2016 budget to Congress.

Table 1. Status of State-Foreign Operations Appropriations, FY2016

(Budget Authority in billions of current U.S. dollars)

302 Allocations ^a H.Con.Res. 27 and S.Con.Res. 11		Conference H.Rept. 114-96		Appropriations Committee Action		Floor Action		Conference/Agreement		Public Law
House	Senate	House	Senate	House	Senate	House	Senate	House	Senate	Agreement
3/25/15	3/27/2015	4/30/15	05/05/15	06/11/15	7/9/15					
\$38.34	\$47.79	\$40.20	\$40.20	\$47.99	\$48.01					

Note: Since Congress did not set Overseas Contingency Operations (OCO) suballocations levels for the Departments of Defense and State, OCO funds are not included in the columns under H.Rept. 114-96 above. The conference report (H.Rept. 114-96) passed by both House and Senate includes \$96.287 billion for total government-wide OCO.

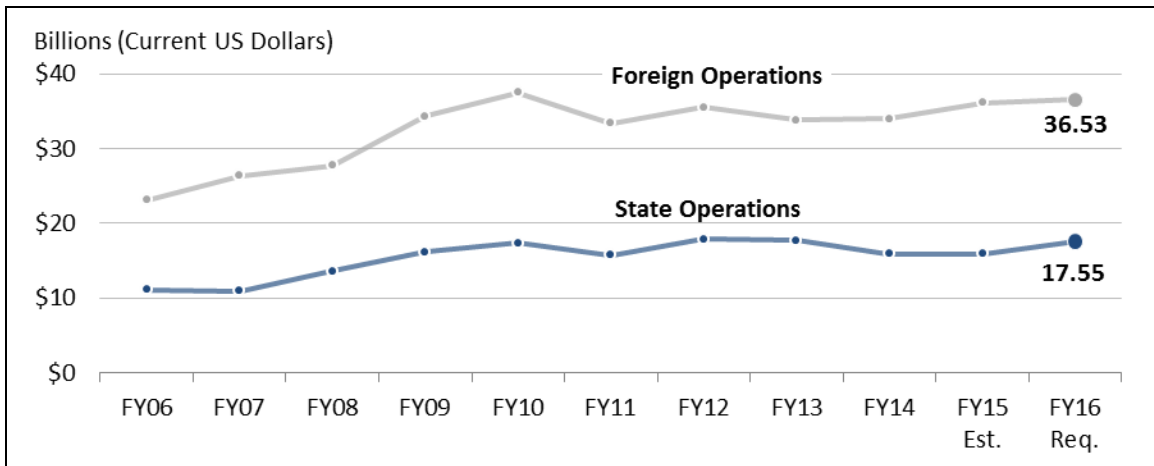
a. The Congressional Budget and Impoundment Control Act of 1974 established a congressional budget process. The act, as amended, includes Section 302 (a) and 302(b) requirements that the House and Senate allocate funds to the Appropriations Committees, which are then divided among the 12 subcommittees.

Overview

On February 2, 2015, the Obama Administration submitted to Congress its FY2016 budget request, which includes \$54.08 billion for the State Department, Foreign Operations, and Related

Appropriations (SFOPS).¹ Of the total SFOPS request, \$17.54 billion is for programs funded through the State operations and related agencies accounts (a 10.9% increase over FY2015 estimates that include emergency Ebola funds), and \$36.53 billion is for Foreign Operations accounts (a 1.2% increase from FY2015 estimates that include emergency Ebola funds). About 13% of the request is designated for Overseas Contingency Operations (OCO), compared with 14.6% of the FY2015 SFOPS funding request and 17.8% of enacted FY2015 funding.²

Figure 1. State and Foreign Operations Appropriations, FY2006-FY2016 Request



Source: Annual congressional budget justifications, CRS calculations.

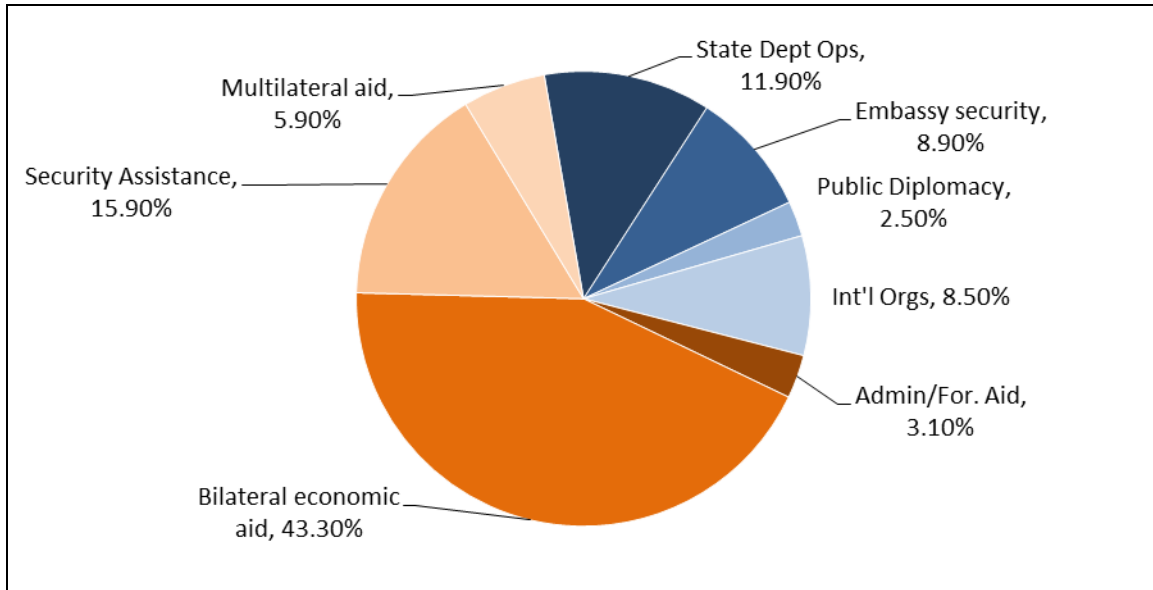
Note: Includes emergency supplemental and overseas contingency operations funds.

Figure 1, above, shows funding for State Operations and Foreign Operations accounts for each of the past 10 years. **Figure 2**, below, provides a breakout of the total FY2016 SFOPS budget request by key components.

¹ The International Affairs budget, or Function 150, includes funding that is not in the Department of State, Foreign Operations, and Related Programs appropriation: foreign food aid programs (P.L. 480 Food for Peace and McGovern-Dole International Food for Education and Child Nutrition Programs) are in the Agriculture Appropriations, and the Foreign Claim Settlement Commission and the International Trade Commission are in the Commerce, Justice, Science appropriations. In addition, the Department of State, Foreign Operations, and Related Programs appropriation measure includes funding for certain international commissions that are not part of the International Affairs Function 150 account. (See **Appendix B**.) This funding total does not reflect a requested \$1,180 million IMF quota rescission, which affects budget scoring.

² Overseas Contingency Operations (OCO) funding has been defined by the Administration as extraordinary, temporary funding requested primarily for the frontline states of Iraq, Afghanistan, Pakistan and, more recently, Syria. The designation has been applied more broadly by Congress since it was first requested for foreign affairs in FY2012.

Figure 2. Composition of the FY2016 SFOPS Budget Request



Source: Congressional Budget Justification, Department of State, Foreign Operations, and Related Programs, Fiscal Year 2016, and CRS calculations.

Notes: The figure includes OCO funding. The blue portion of the chart is funding under the State Department Operations; the portion in orange is within Foreign Operations. Embassy security includes Worldwide Security Protection (WSP) within the Diplomatic and Consular Programs (D&CP) account and Worldwide Security Upgrades (WSU) within the Embassy Security, Construction, and Maintenance (ESCM) account. Public Diplomacy includes Educational and Cultural Exchanges plus International Broadcasting.

This report provides an overview and highlights of the request, as well as congressional actions, and offers an account-by-account comparison of the FY2016 request to the FY2015-estimated funding (where such estimates are available) and FY2014 actual funding. **Appendix B** provides the International Affairs 150 budget function funding levels. This report will be updated throughout the appropriations process.

The Budget Control Act and State-Foreign Operations Appropriations

The Obama Administration announced in early February 2015 that its FY2016 budget request exceeds the discretionary budget caps established by the Budget Control Act of 2011 (BCA, P.L. 112-25) that established defense and nondefense discretionary spending limits for FY2012-FY2021. This raises concern about the possibility of sequestration. Should Congress appropriate discretionary funds that exceed the BCA caps, without repealing the BCA or otherwise legislating a change in the caps, an automatic spending reduction process established by the BCA would be triggered, consisting of a combination of sequestration and lower discretionary spending caps. The sequestration process was triggered in FY2013, but avoided in FY2014 and FY2015 when Congress adhered to less stringent spending caps for those years established by the Bipartisan Budget Act (BBA, H.J.Res. 59, P.L. 113-67). For FY2016, the BCA caps are again in effect. A standoff between the President, who requested raising the budget caps for both defense and nondefense in FY2016, and some in Congress who want to raise the caps only for defense may result in a veto or changing sequestration for FY2016 and possibly beyond.

FY2016 Request: Enduring vs. Overseas Contingency Operations Funding

In the FY2016 request, as every year since FY2012, the Administration distinguished between enduring or “core” funding and funding to support “overseas contingency operations” (OCO), described in earlier budget documents as “extraordinary, but temporary, costs of the Department of State and USAID in Iraq, Afghanistan and Pakistan.”³ The OCO designation is particularly significant because the BCA specified that emergency or OCO funds do not count toward the budget caps established by the act. For FY2016, \$7.05 billion, or about 13% of the SFOPS request, is designated as OCO. The FY2016 OCO request represents a decline of 23.9% compared with the FY2015-estimated level of \$9.26 billion (excluding Ebola Emergency funds) that included funds for the three frontline states, “other areas of unrest,” anti-terrorism activities, and operations to counter the Islamic State (IS). (See **Table 2** and **Figure 3**.)⁴

Table 2. State Department, Foreign Operations, and Related Programs Funding Trends, FY2006-FY2016 Request

(in billions of current U.S. dollars)

	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15 Est.	FY16 Req.
Enduring	31.38	31.41	34.52	50.30	49.44	48.80	41.80	39.75	42.91	40.19	47.04
OCO/Supp.	4.47	5.66	5.66	1.83	2.34	0.00	11.20	10.82	6.52	11.78	7.05
Total	35.85	37.07	40.18	52.13	51.78	48.80	53.00	50.57	49.43	51.97	54.08

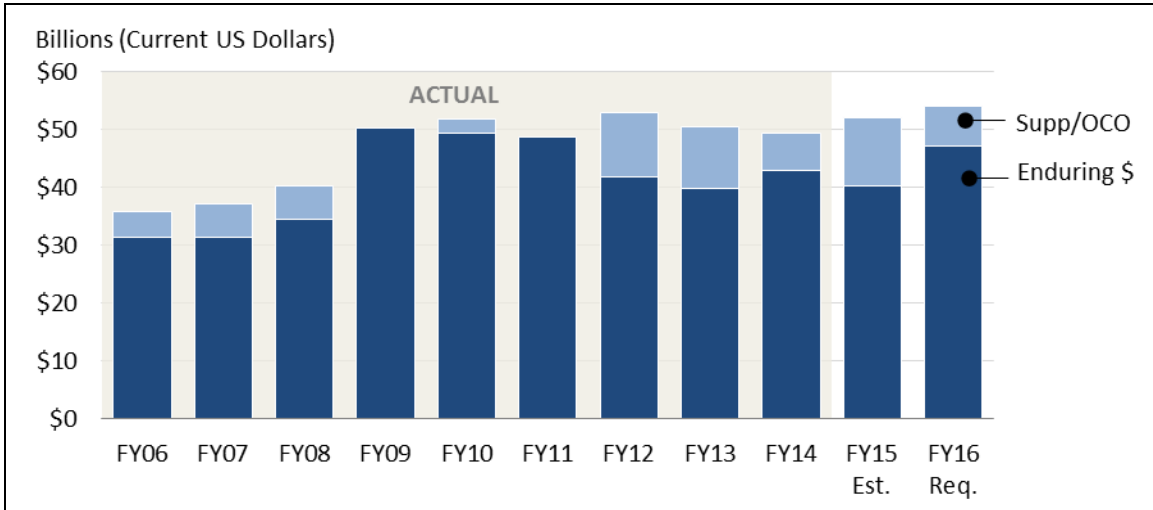
Sources: Congressional Budget Justification, Department of State and Foreign Operations, Fiscal Year 2016; CRS appropriations reports; CRS calculations.

Note: OCO = Overseas Contingency Operations; Supp. = Supplemental funding, which includes funds requested for Iraq and Afghanistan prior to FY2012, when OCO was first requested and appropriated. FY2015 OCO/Supp. includes \$9.26 billion for OCO and \$2.53 billion for emergency Ebola funds.

³ Executive Budget Summary, Function 150 & Other International Programs, Fiscal Year 2013, p. 137.

⁴ For more detail on OCO within SFOPS, see CRS In Focus IF00063, *Foreign Affairs Overseas Contingency Operations (OCO): Background and Current Issues*.

Figure 3. State Department, Foreign Operations, and Related Programs Funding Trends, FY2006-FY2016 Request

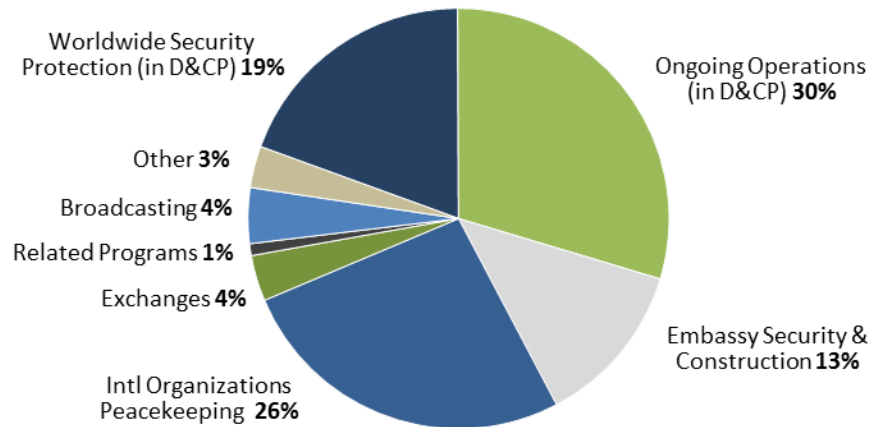


Source: Congressional Budget Justifications, FY2008-FY2016 and CRS calculations.

State Department Operations

For FY2016, the Administration seeks to grow funding for the State Department and Related Accounts category by 10.6% over FY2015-estimated levels, to \$17.55 billion. Both “base” (or “enduring”) funding and overseas contingency operations (OCO) funding would grow under the proposal, by 11.6% and 4.6%, respectively. The composition of this portion of the budget request is illustrated in **Figure 4**. (A 10-year historical trend line appears in **Figure 1**.)

Figure 4. Composition of State Operations and Related Accounts, FY2016 Request



Source: CRS calculations based on Department of State, FY2016 Congressional Budget Justification.

Among the top-line accounts, Diplomatic and Consular Programs (D&CP), the Department’s main operating account, would grow by 9.6%, to \$8.6 billion. Public diplomacy (PD) spending,

including exchange programs and international broadcasting, would see a 3.2% boost to a total of \$1.37 billion under the FY2016 request.

The State Department’s second largest administrative account is Embassy Security, Construction and Maintenance (ESCM); the FY2016 proposal calls for \$2.22 billion, a 4.5% decrease from the FY2015-estimated level (see **Table 3**). Other noteworthy reductions in the proposed budget include significant proposed cuts in the “Related Programs” account, which funds a number of non-governmental institutions. The FY2016 request proposes a 20% lower level for these accounts overall, which would mean budget reductions to, among other institutions, the East-West Center, the Asia Foundation, and the National Endowment for Democracy (cuts of 35%, 29%, and 23%, respectively).

Table 3. State Department and Related Accounts: Total Funding and Select Accounts
(in billions of current U.S. dollars)

	FY2014 Actual	FY2015 Estimate	FY2016 Request	FY2016 House	FY2016 Senate
TOTAL, State & Related Agencies	15.89	15.87	17.55	15.97	16.86
Diplomatic & Consular	8.01	7.85	8.60	8.04	8.23
Intl. Orgs / Peacekeeping	3.11	3.59	4.62	3.59	4.26
Embassy Security, Construction & Maintenance	2.67	2.32	2.22	2.22	2.22
Intl. Broadcasting	0.73	0.74	0.75	0.75	0.74
Exchanges	0.58	0.59	0.62	0.58	0.59
Related Programs	0.21	0.20	0.16	0.22	0.24
Other	0.58	0.58	0.58	0.57	0.58

Source: CRS calculations based on Department of State, FY2016 Congressional Budget Justification.

Note: Figures may not add due to rounding.

State Operations: Key Issues

The following sections provide additional information about a number of particularly noteworthy elements within the State Operations accounts.

House Appropriators: 15% Operational Funding Withheld

H.R. 2772 would provide \$8.04 billion for Diplomatic and Consular Programs, both enduring and OCO, including \$3.4 billion for Worldwide Security Protection. However, Section 7077 of the legislation, “Preservation and Transparency of Department of State Records,” would withhold 15% of all non-Worldwide Security Protection funds (an estimated \$700 million) from the Diplomatic and Consular Programs account until the Secretary of State certifies and reports that the department has updated its procedures, guidance, and training to comply with federal regulations that all employees are properly preserving official records and ensuring their prompt accessibility. In addition, the measure would require the department to develop and implement a plan to reduce backlog for information requests and improve response time.

While the Senate measure would not withhold funds for these purposes, Section 7077 of S. 1725 prohibits funding “to support the use or establishment of email accounts or email servers created outside the .gov domain or not fitted for automated records management as part of a Federal Government records management program.” The Senate bill also requests a recurring report on

pending congressional committee information requests, as well as a report on reducing the State Department's backlog of Freedom of Information Act (FOIA) requests.

Frontline States

Operations in the challenging environments of the three countries termed “frontline states”—Afghanistan, Pakistan, and Iraq—continue to be a focus of attention by the department. Together, these three countries make up almost 18% of the department's overall request for operational funding. In contrast to its FY2015 request for operations in **Afghanistan**, which sought funding for facilities in multiple locations (including consulates in Herat and Mazar-e-Sharif, and presence in Kandahar and Jalalabad), the department's FY2016 request of \$963 million would fund a Kabul-only presence and return 21 direct-hire positions to other priorities at the department, reflecting a more conservative approach in the wake of the ongoing U.S. military drawdown. An increase of 23% in enduring funding over FY2015-estimated levels is requested to enable the Embassy to be self-sustaining.

The request for State operations in **Pakistan** is also impacted by the U.S. military drawdown in Afghanistan. The department seeks to continue “normalizing” operations in that country, through an additional 21% increase in requested funding over FY2015 levels to \$114 million, to compensate for reduced carryover funding from previous years.

FY2016 funding requested for State operations in **Iraq**—a total of \$1.1 billion—would continue a trend of shifting OCO funding requests to enduring funding, with the latter category growing by 113%, and OCO decreasing by 5% from FY2015 levels.

H.R. 2772 does not provide a specific funding recommendation for operational funding levels in the frontline states, explaining in the accompanying report language regarding Afghanistan and Pakistan that this is a natural result of the continuing fluidity of staffing and programmatic requirements in those countries.

In S. 1725, Senate Appropriators recommend the full amount of the President's budget request for operations in Afghanistan and Iraq under the Diplomatic and Consular Programs (D&CP) and Embassy Security, Construction, and Maintenance (ESCM) headings. For Afghanistan, the measure includes a regular reporting requirement on the number of U.S. personnel in-country under Chief of Mission authority, including locally employed staff and contractors. For Iraq operations, the Senate measure includes a limitation prohibiting funding for construction, rehabilitation, or other improvements to U.S. diplomatic facilities in Iraq on property for which no land-use agreement exists.

International Organizations/Peacekeeping

The International Organizations accounts, including both Contributions to International Organizations (CIO) and Contributions for International Peacekeeping Activities (CIPA), would see a significant jump in funding under the FY2016 proposal, to \$4.62 billion. Growth of nearly 29% for the two accounts over FY2015-estimated levels would fund a number of Administration priorities.

The CIO account funds the U.S. share of the assessed budgets of 45 international organizations. The FY2016 request seeks \$1.54 billion under this category, a 5% increase from FY2015-estimated levels that would boost funding to the UN and Affiliated Agencies, NATO, and other organizations. The CIO request does not include funds for the United Nations Educational,

Scientific and Cultural Organization (UNESCO), although Administration officials suggest they will continue to seek a waiver from Congress to fund the organization.⁵

The CIPA request jumps 38% from FY2015 levels to \$2.93 billion; the request funds a number of UN peacekeeping missions and international war crimes tribunals. Reasons for this increase include (1) \$380 million to cover projected outstanding assessments remaining from FY2015; (2) differences between the U.N.-assessed U.S. share of peacekeeping costs (28.36%) and the amount recognized by U.S. law (27.14%); and (3) growth in the scope and cost of UN peacekeeping missions in the Central African Republic, Somalia, and South Sudan. In addition, the Administration's FY2016 request includes a \$150 million Peace Operations Response Mechanism, a repeat proposal from the FY2015 request intended to support urgent—but as yet undefined—peacekeeping needs. The OCO funds requested for the Peace Operations Response Mechanism would allow State to support contingency operations without taking funds from other peacekeeping efforts in progress or returning to Congress for off-cycle budgetary requests, officials suggest. The proposal was not funded by appropriators in FY2015.

House appropriators would not provide the requested increase for these two accounts in H.R. 2772, instead funding the CIPA and CIO accounts at the same level as enacted for FY2015 (and not providing any OCO funding). As in FY2015, the committee recommendation does not include an appropriation for a Peace Operations Response Mechanism.

Senate appropriators would provide \$1.51 billion for the CIO account (in between the Administration's \$1.54 billion request and the House's \$1.47 billion), \$52 million of which would be OCO funds. S. 1725 would provide a significant increase from FY2015 for the CIPA account, to \$2.75 billion (of which \$505 million are in OCO funds), \$177 million less than the President's request. As in FY2015, the committee recommendation does not include an appropriation for a Peace Operations Response Mechanism.

Diplomatic Security

In the wake of the September 11, 2012, attack on U.S. personnel in Benghazi, Libya, congressional and executive branch efforts to better prepare U.S. diplomats and facilities abroad for security threats have continued.⁶ In its FY2016 budget, the Administration seeks funding to continue to implement the initiatives launched under the FY2013 Increased Security Proposal⁷ and meet the post-Benghazi Accountability Review Board's (ARB) recommendations. The request includes approximately \$3.4 billion in Worldwide Security Protection (WSP) funds to provide security personnel with technical tools and training, and approximately \$1.4 billion in

⁵ For more information on the UN accounts, see CRS Report RL33611, *United Nations System Funding: Congressional Issues*, by Marjorie Ann Browne.

⁶ See CRS Report R43195, *Securing U.S. Diplomatic Facilities and Personnel Abroad: Legislative and Executive Branch Initiatives*, by Alex Tiersky.

⁷ In December 2012, the Secretary of State presented an Increased Security Proposal to Congress, which requested authority to transfer \$1.3 billion in OCO funds previously appropriated for Iraq operations towards diplomatic security needs. Of that, \$553 million would be for additional Marine security guards worldwide, \$130 million for 151 new diplomatic security personnel and \$736 million for improved security at overseas facilities. While the transfer authority was not provided by the 112th Congress, the Consolidated and Further Continuing Appropriations Act of 2013 (H.R. 933, P.L. 113-6) provided \$918 million for WSP and \$1.3 billion for ESCM, while rescinding \$1.1 billion in unobligated balances from FY2012 OCO funds. H.R. 3547, the Consolidated Appropriations Act of 2014, exceeded the Administration's request for ESCM of \$2.4 billion by \$25 million in OCO funds, to be used to harden high-risk posts. It also provided a total of \$2.77 billion for WSP.

Worldwide Security Upgrades (WSU) funds to upgrade and maintain safe, secure diplomatic facilities.

The FY2016 request for Worldwide Security Protection (WSP), which supports the Diplomatic Security Bureau’s functions around the world, would grow by 9% over FY2015-estimated levels to \$3.4 billion. Much of the increase in requested funding is for security measures in Iraq, which were funded by carryover funding in previous years. The WSP request also includes a new request for \$99 million that would enable the department to undertake the first phase of construction of the planned Foreign Affairs Security Training Center (FASTC), a new facility intended to consolidate diplomatic security training at Fort Pickett, Virginia. The request also includes \$50 million for security enhancements at the U.S. Embassy in Tripoli, Libya, which has been under suspended operations since July 26, 2014.

Physical security upgrades at diplomatic facilities, which are mostly funded through Worldwide Security Upgrades (WSU) under the Embassy Security, Construction and Maintenance (ESCM) account, are managed by the Bureau of Overseas Building Operations. The WSU request for FY2016 is for \$1.4 billion, a 4.5% decrease from FY2015-estimated levels. Within the ESCM request is \$1 billion to provide for the Department of State’s share of the Capital Security Cost Sharing (CSCS) program, which is an interagency shared funding mechanism designed to ensure each U.S. government agency represented abroad is paying its fair share of construction costs for new and more secure facilities. The amount requested is down from the \$1.4 billion appropriated for this purpose for FY2014, a result of higher assessed contributions from other agencies into the common account. Department officials underline that the CSCS request meets the full \$2.2 billion level called for by the post-Benghazi Accountability Review Board.

Table 4 summarizes recent funding for the three accounts containing the bulk of funding for diplomatic security measures: Worldwide Security Protection (for security programs including a worldwide guard force), Worldwide Security Upgrades funding (for bricks and mortar security needs, including construction of secure new embassy compounds), and Diplomatic Security Bureau D&CP funding.

Table 4. Diplomatic Security Funding: Selected Accounts

(in billions of current U.S. dollars)

	FY2014 Actual	FY2015 Estimated	FY2016 Request	% Change (FY15 to FY16)
Worldwide Security Protection (WSP)	2.77	3.12	3.40	+9%
Worldwide Security Upgrades (WSU)	1.61	1.49	1.42	- 4%
Diplomatic Security (DS) in D&CP	0.09	0.09	0.09	+1%
TOTAL	4.47	4.7	4.91	+4%

Source: CRS calculations from Department of State budget presentation documents.

Notes: Includes OCO funding levels. Other embassy and diplomatic security funding is within two other subaccounts: Counterterrorism within the Diplomatic and Consular Programs (D&CP), and Diplomatic Security within Border Security Program (BSP). See CRS Report R43721, *Diplomatic and Embassy Security Funding Before and After the Benghazi Attacks*, by Susan B. Epstein.

Under H.R. 2772, House appropriators would provide the full enduring and OCO amounts requested for the Worldwide Security Protection account (WSP) and the Worldwide Security Upgrades (WSU) account. The bill prohibits the use of funds for the development of FASTC until

the training center is specifically authorized by a subsequent act of Congress. Should the authorization not be provided before September 30, 2016, the appropriators allow requested funds to be used to expand training at existing sites.

Senate appropriators would also provide the full amount requested under Worldwide Security Protection. The bill would provide \$1.3 billion for Worldwide Security Upgrades, meeting the President's request for enduring funding, but not providing an additional \$124 million in requested OCO funding (which the House would provide). In addition, Section 7006 of the act would provide authority for the Department of State to award local guard contracts globally on the basis of best value as determined by a cost-technical tradeoff analysis (an authority previously extended only to high-risk, high-threat posts), which the committee report states is "essential to improving security at missions abroad."

Management and Human Resources of the Department of State

With the support of Congress, the Foreign Service grew by almost 20% between FY2008 and FY2012, and the department's Civil Service by 7% over that same time period. The growth was an attempt to address what many observers saw as chronic personnel shortfalls that were worsened by a sudden need to fill large numbers of overseas positions in the frontline states. The Foreign Service is now experiencing a youth bulge, with junior officers hired in these years beginning to move into the mid-levels of the service.

The Administration's FY2016 request for Human Resources (under Diplomatic & Consular Programs) is 1% higher than FY2015-enacted levels, at a total of \$2.4 billion. The request indicates that the department seeks 39 new positions funded by appropriations (12 Foreign Service and 27 Civil Service), although 21 of these would be realigned from previously existing positions based in Afghanistan.⁸ The department also seeks funding throughout the request to address what it terms a gap in the pay of Locally Employed Staff at its overseas posts, relative to local salary conditions. State's more than 46,000 local employees make up upwards of 65% of the department's total workforce; the department seeks to ensure that working as part of U.S. diplomatic missions abroad remains an attractive proposition.

Among other personnel-related issues, the Department's request notably does not include additional funding for Overseas Comparability Pay (OCP) (as it did in recent years, although not in FY2015). OCP adjustment is intended to bring the base pay of Foreign Service personnel posted overseas to levels comparable to their Foreign Service colleagues serving in Washington, DC, who receive locality pay. OCP has long been a priority of the Foreign Service rank-and-file, who argue that the discrepancy affects morale, retention of FSOs, and acts as a financial disincentive to serve overseas, including by its cumulative impact on retirement pay. The department sought \$81.4 million in FY2014 funding to provide the third portion of a three-phase adjustment, the first two tranches of which were supported by Congress in previous years. The third OCP phase has not been supported by congressional appropriators to date.

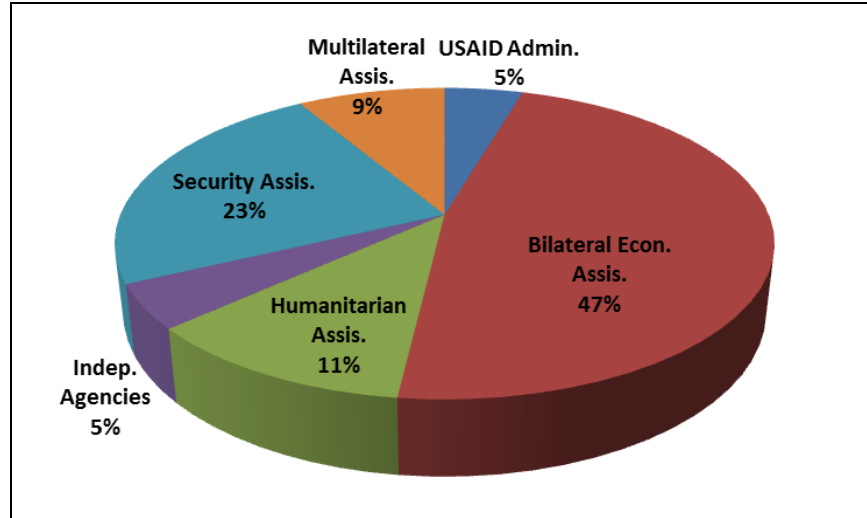
H.R. 2772 would provide a total of \$2.32 billion for Department of State human resources, or 4% less than requested. S. 1725 would provide \$2.24 billion for human resources, and does not support funding for new positions other than those explicitly described in report language.

⁸ As points of comparison, the State Department requested appropriated funding for 53 new positions in its FY2015 request, for 35 new positions in FY2014, for 121 new positions in FY2013, and for 133 in FY2012.

Foreign Operations

The Foreign Operations budget funds most traditional foreign aid programs, with the exception of food aid.⁹ It includes bilateral economic aid, multilateral aid, security assistance, and export promotion programs, as well as USAID administrative accounts. For FY2016, the Administration requested about \$36.53 billion for Foreign Operations accounts, 1.2% more than the FY2015 estimate.¹⁰ Within this, about \$5.2 billion was requested with the OCO designation.

Figure 5. Foreign Operations by Type, FY2016 Request



Source: FY2016 International Affairs CBJ.

Notes: Excludes export promotion accounts. Humanitarian assistance includes the International Disaster Assistance, Migration and Refugee Assistance, and Emergency Refugee and Migration Assistance accounts.

The FY2016 State-Foreign Operations legislation approved by the appropriations committees of both the House and Senate provide less than requested for foreign operations accounts. The legislation approved by the House appropriations committee (H.R. 2772) includes \$32.22 billion for Foreign Operations accounts, including \$5.55 billion designated as OCO. Overall, this represents about 12% less than the Administration request and 11% less than FY2015 estimated funding. The bill passed by Senate appropriators (S. 1725) includes a total of \$32.92 billion for foreign operations accounts, about 10% less than requested. This includes not only \$6.82 billion designated as OCO, but an additional \$759 million designated as humanitarian and emergency response (a designation, like OCO, which precludes these funds from being counted toward the BCA caps).

Figure 5 shows the FY2016 foreign operations request broken out proportionately by the categories typically used in appropriations legislation, while **Table 5** shows the funding trend for each category for FY2014, FY2015, the FY2016 request, and the FY2016 House and Senate

⁹ The two international food assistance programs, Food for Peace (aka P.L. 480, title II) and Food for Education (aka McGovern-Dole), are funded through the Agriculture appropriations bill.

¹⁰ Earlier versions of this report stated that the request was 0.8% below the FY2015 funding level. The change is the result of updated estimates in the export promotion accounts. At the time of the budget request, total export and investment promotion revenues were anticipated to exceed costs in FY2016 by \$1.06 billion. CBO request estimates accompanying the House and Senate bills reduced that estimate to \$0.59 billion.

committee-approved bills. (The overall foreign operations 10-year trend line is depicted in **Figure 1.**)

Table 5. Foreign Operations by Type, FY2014, FY2015, the FY2016 Request, and FY2016 Legislation

(in billions of current U.S. dollars)

	FY2014 Actual	FY2015 Estimate	FY2016 Request	Change, FY2015- FY2016 Req.	House (H.R. 2772)	Senate (S. 1725)
USAID						
Administration	1.31	1.43	1.69	+18.2%	1.36	1.52
Bilateral Economic Assistance (includes Treasury Accounts)	15.80	16.98	17.45	+2.8%	15.12	16.24
Humanitarian Assistance (excludes food aid)	4.91	6.44	4.24	-34.2%	5.00	4.59
Independent Agencies	1.33	1.33	1.70	+27.8%	1.33	1.33
Security Assistance	8.51	8.45	8.61	+1.9%	8.61	7.97
Multilateral Assistance	3.01	2.77	3.45 ^a	+24.5%	1.45	1.91 ^a
Export Promotion	(0.88)	(1.30)	(0.59)	+45%	(0.65)	(0.64)
Foreign Operations, Total	33.99	36.10	36.53	+1.2%	32.22	32.92

Source: FY2016 Department of State, Foreign Operations and Related Programs; Congressional Budget Justification; H.Rept. 114-154; S.Rept. 114-79; CRS calculations.

Notes: Export promotion programs managed by the Overseas Private Investment Corporation (OPIC) and the Export-Import Bank often bring in more revenue through interest payments and fees than they expend, resulting in a net gain to the Treasury, reflected in negative numbers (in parenthesis) in this table. Multilateral assistance numbers include IMF quota increase that are listed in Title X of S. 1725. Numbers may not add due to rounding.

a. Includes \$295 million for International Monetary Fund quota increase in the request and title X of the Senate bill.

The House committee bill, H.R. 2772, matches the Administration’s requested security assistance increase, exceeds the humanitarian assistance request by 18%, and would provide less than the requested amount for all other categories of aid. Multilateral assistance would be reduced significantly, with a recommended funding level 58% below the request and 48% lower than the current year estimate. The Economic Support Fund (ESF) account would also be reduced significantly, though it is not clear exactly which programs might be affected.

S. 1725, the Senate committee bill, would provide less than the Administration request for every aid category except humanitarian assistance, for which it recommends 8% more than requested, but comes closer than the Senate to meeting the requests for bilateral economic assistance and multilateral assistance. Still, the Senate recommendation on multilateral aid is only about 55% of the amount requested, and about 31% less than FY2015 enacted funding, with sharply reduced contribution to international financial institutions reflecting “an austere budget environment,” according to the accompanying report. Unlike the House bill, the Senate provides the requested

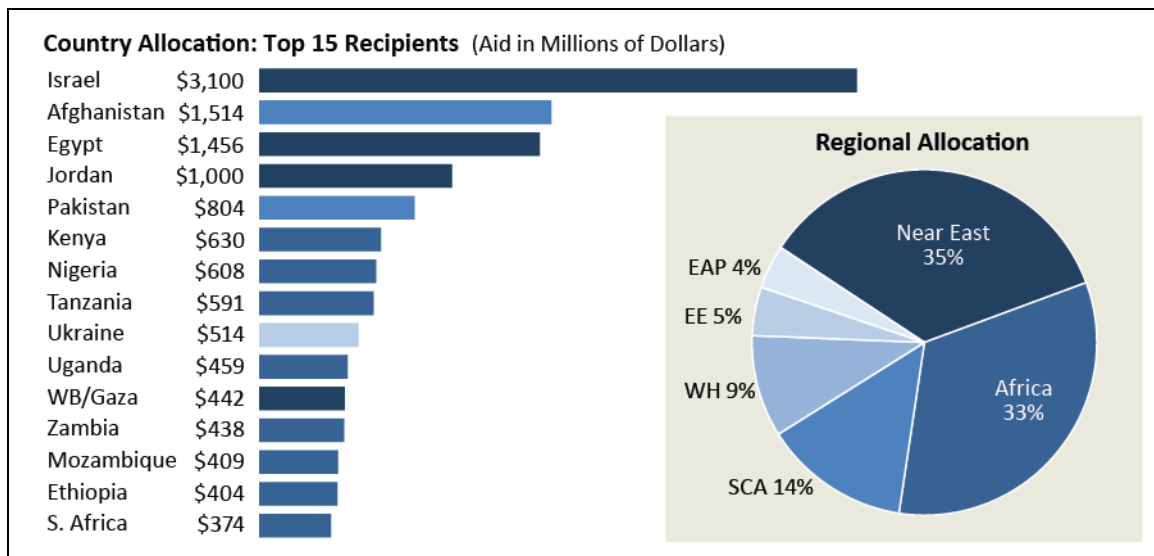
\$295 million for an International Monetary Fund quota increase, which is counted in the multilateral totals.

Top Foreign Assistance Recipients

Under the FY2016 request, top foreign assistance recipients would not differ significantly from FY2014 (FY2015 country data are not yet available). Israel would continue to be the top recipient, with a requested \$3.1 billion (level with FY2014) in Foreign Military Financing (FMF) funds, followed by Afghanistan, for which \$1.5 billion was requested (a 28% increase from FY2014). Egypt would receive \$1.5 billion (-3% from FY2014), largely in FMF to support shared security interests, and Jordan would get \$1.0 billion (-1% from FY2014) to promote security and stability in the region as well as address economic and security strains related to the crisis in Syria. Pakistan would get \$804 million (a 10% cut from FY2014), to continue ongoing efforts to increase stability and prosperity in the region. Other top recipients include Kenya (\$630 million), Nigeria (\$608 million), Tanzania (\$591 million), and other African nations that are focus countries for HIV/AIDS programs. A new addition to the top recipient list under the request would be Ukraine, for which \$514 million was requested, as discussed further below.

Figure 6 shows the proposed FY2016 foreign operations budget allocations by region and country.

Figure 6. Aid Allocation by Region and Top Recipients, FY2016 Request



Source: Data for the above figure and table is from FY2015 budget roll-out documents provided by the State Department. Does not include administrative funds, MCC, humanitarian assistance or food aid.

Notes: WH = Western Hemisphere; SCA = South Central Asia; EE = Europe and Eurasia; EAP = East Asia and Pacific.

Funding allocation among regions would change slightly under the FY2016 request compared with FY2014 (FY2015 regional data are not yet available), with Europe/Eurasia and the Western Hemisphere increasing their share by 2% each as a result of proposed funding for Ukraine and Central America. Africa's share of aid funding would decline by about 5% from FY2014 estimates.

The House committee-passed bill does not include comprehensive country allocations, but the committee report does specify aid levels for Israel (\$3.1 billion) and Jordan (no less than \$1

billion) and emphasizes the committee's particular support for assisting Ukraine, Afghanistan, Mexico, and Colombia.

The report accompanying the Senate-passed legislation, S.Rept. 114-79, provides unusually detailed account allocation tables. While it does not comprehensively list country allocations, it details funding by account to several countries of particular interest: Israel (\$3.100 billion), Afghanistan (\$3.168 billion), Jordan (\$1.175 billion), Iraq (\$335 million), Egypt (\$1.456 billion), Lebanon (\$201 million), Pakistan (\$1.942 billion), Ukraine (\$514 million), and West Bank/Gaza (\$362 million), among others. The report also recommends up to \$675 million to support the U.S. Strategy for Engagement in Central America. Notably, the Senate bill would also reestablish the Assistance to Europe, Eurasia and Central Asia (AEECA) account, defunct for several years, recommending a total of \$853.93 million for regions that have generally seen assistance levels decline over the past decade. The AEECA funding would incorporate many programs for which the Administration requested funding under the ESF and INCLE accounts.

Foreign Operations: Key Issues

Administration Initiatives

The Obama Administration's four broad foreign assistance initiatives would continue to play a major role under the FY2016 budget request, accounting for about 30% of the total foreign operations request. House and Senate appropriators have expressed different views on these initiatives in their pending FY2016 legislation, fully supporting some, seemingly ignoring others, and asserting their own priorities through suballocation recommendations. Both the House and Senate are notably less supportive than the Administration of the multilateral components of these initiatives.

Global Health Initiative

The request for the Global Health Programs account is \$8.18 billion, or 6.7% less than the FY2015-estimated funding, including emergency Ebola funding. Excluding the Ebola funds, the request is a 3% decrease from the FY2015 estimate. Requested resources would be focused on HIV/AIDS treatment and prevention, maternal and child health, and stopping infectious diseases. Of the total requested, \$5.43 billion is requested for the State Department, almost all for HIV/AIDS-related activities. The proposed reduction in funding would come largely from a reduced U.S. contribution to the Global Fund, the multilateral component of the President's Emergency Plan for AIDS Relief (PEPFAR). The Global Fund contribution would decline by 18%, or \$244 million, from FY2015. In contrast, the U.S. contribution to GAVI, the vaccine alliance, would increase by 18%, or \$35 million, reflecting a four-year, \$1 billion commitment made by the Administration in 2014. The request would also provide a slight increase over the FY2015 estimate for family planning and reproductive health programs (+2.7%).¹¹

The House and Senate committee-approved bills both include more funding for global health programs than requested by the Administration, with the House bill including \$8.454 billion (equal to the FY2015 estimate, excluding emergency Ebola funds) and the Senate \$8.468 billion. Both committees recommend flat funding for HIV/AIDS programs, rejecting the Administration's proposed reduction in the U.S. contribution to the Global Fund. The House proposal would also

¹¹ For more in U.S. global health funding, see CRS In Focus IF10131, *U.S. Global Health Assistance: The FY2016 Budget*, by Tiaji Salaam-Blyther.

provide more than requested for maternal and child health, nutrition, and vulnerable children, while recommending less than the request for family planning and reproductive health programs. The Senate committee recommendation matches the request for family planning and reproductive health programs; recommends more than requested for nutrition, vulnerable children, and some infectious diseases; and would provide less than requested for maternal and child health programs. **Table 6** compares the major suballocations within global health programs for FY2015 with those requested by the Administration and recommended by the House and Senate appropriations committees for FY2016.

Table 6. Global Health Programs: FY2015 Est., FY2016 Proposals

(in millions of U.S.\$)

Program/Activity	FY2015 Est.	FY2016 Request	H.R. 2772	S. 1725
Maternal and Child Health	715.0	770.0	882.0	715.0
<i>(of which, GAVI)</i>	<i>(200.0)</i>	<i>(235.0)</i>	<i>(235.0)</i>	<i>(200.0)</i>
Nutrition	115.0	101.0	115.0	115.0
Vulnerable Children	22.0	14.5	22.0	22.0
HIV/AIDS (USAID)	330.0	330.0	330.0	330.0
HIV/AIDS (State)	6,570.0	5,426.0	5,670.0	5,670.0
<i>(of which, Global Fund to Fight HIV, AIDS and TB)</i>	<i>(1,350.0)</i>	<i>(1,107.0)</i>	<i>(1,350.0)</i>	<i>(1,350.0)</i>
Family Planning/Reproductive Health	524.0	538.0	461.0	538.0
Malaria	669.5	674.0	674.0	670.0
Other Infectious Diseases	408.5	327.5	300.0	409.0
Ebola Emergency Funds	312.0			
Total	8,766.0	8,181.0	8,454.0	8,468.0

Source: S.Rept. 114-79; H.Rept. 114-154; FY2016 Foreign Operations CBJ; explanatory statement accompanying P.L. 113-235.

Note: Numbers in parentheses are subsumed in the previous row.

Feed the Future

The Administration’s food security initiative, Feed the Future, would receive just over \$1 billion in the FY2016 request, an 8% drop from the FY2014 funding level (a FY2015 funding estimate is not yet available), primarily through the Development Assistance (DA) account. The initiative promotes agricultural productivity, expanding markets, improved nutrition, and economic resilience in vulnerable rural communities. Funds requested for FY2016 would support programs to build agriculture sector resilience to climate change, promote nutrition-sensitive agriculture, and adapt to recurring shocks such as droughts and floods. The proposal would shift funding toward countries for which additional funds are deemed necessary to reach targeted goals, and reduce funding to countries for which prior year funding is expected to remain available. New funding would be provided for Guinea and Sierra Leone, to accelerate food security programming and build resilience in the wake of the Ebola crisis. The request also includes \$43 million for the Global Agriculture and Food Security Program (GAFSP), the multilateral component of the initiative, consistent with a pledge to provide \$1 for every \$2 provided by other donors. In addition, the request includes \$30 million for the first tranche of funding to replenish the International Fund for Agricultural Development (IFAD).

H.R. 2772 includes \$1.006 billion for bilateral food security and agricultural development activities but would not directly fund U.S. contributions to the related multilateral programs. The committee report notes, however, that bilateral funds may be used to provide grants to GAFSP for activities in Feed the Future countries.

S. 1725 also allocates \$1.006 in bilateral assistance for food security and agricultural development. An additional \$21.5 million, half the amount requested, is included for a U.S. contribution to the GAFSP.

Global Climate Change Initiative (GCCCI)

GCCI would receive a major funding boost under the request, increasing 55% from FY2014 funding (a FY2015 funding estimate is not yet available) to \$1.29 billion in FY2016. The initiative continues to focus bilateral resources in three areas: adaptation, clean energy, and sustainable landscapes, for which funding would decline 4% from FY2014 under the request. The increase in total funding is largely attributable to a proposed contribution (\$500 million, split between State and Treasury accounts) to a multilateral Green Climate Fund, to which the Administration pledged \$3 billion in November 2014. The fund is intended to succeed the multilateral Climate Investment Funds to which the United States will complete a four-year, \$2 billion pledge with proposed FY2016 funding. The Administration asserts that the requested contribution is an important demonstration of U.S. leadership and will help leverage contributions from other donors as well as leverage binding emission reduction targets from all countries (e.g., China, India) during the ongoing U.N. Framework Convention on Climate Change negotiations.¹²

H.R. 2772, as passed by the full House Appropriations Committee, makes no mention of the GCCCI, eliminates funding for the multilateral climate investment funds, and provides no funding for the Green Climate Fund.

S. 1725, as passed by Senate appropriators, does not establish a specific allocation for climate change programs. The report recommends U.S. contributions to the multilateral climate funds at half the requested levels: \$85.34 million for the Clean Technology Fund and \$29.81 million for the Strategic Climate Fund. The bill does not include a specific allocation for a Green Climate Fund, but the report notes that other funds in the act, or enacted in prior foreign operations appropriations, may be used for this purpose with proper congressional notification.¹³

Africa Initiatives

The Administration requested \$77 million in FY2016 for Power Africa, a public-private collaboration launched in 2013 to increase access to power in sub-Saharan Africa. The Administration committed to \$300 million in annual funding for the initiative at the 2014 U.S.-African Leaders' Summit where a goal was established to generate 30,000 megawatts of new, cleaner electricity, accessible by at least 60 million households and businesses. Budget documents explain that the \$77 million being requested through the Development Assistance account will be supplemented by additional money made available from prior-year funding, as well as funding through agencies such as MCC and the U.S. Africa Development Foundation, to fully meet the

¹² For more information on GCCCI, see CRS Report R41845, *The Global Climate Change Initiative (GCCCI): Budget Authority and Request, FY2010-FY2016*, by Richard K. Lattanzio.

¹³ S.Rept. 114-79, p. 99.

U.S. commitment.¹⁴ \$47 million is requested for Trade in Africa, though budget documents explain that additional money will be made available from prior-year funding. For the first time, the request also includes \$110 million for an African Peacekeeping Rapid Response Partnership, which is described as a partnership to increase the capacity of six African countries to rapidly deploy military peacekeepers to address conflict in the region. The request also includes \$24 million for a new Security Governance Initiative, a joint Department of Defense-State Department program to improve governance and capacity in the security sector of partner countries.

H.R. 2772 does not specify funding levels for any of these initiatives. The accompanying report notes that the legislation does support the ongoing Global Peace Operations initiative, which “has a similar mandate” to the African Peacekeeping Rapid Response Partnership.

S. 1725 includes \$76.7 million for Power Africa, nearly matching the Administration request, and recommends, from within the Peacekeeping Operations account, \$20 million for an African Peacekeeping Rapid Response Partnership and \$16.85 million for a Security Governance Initiative.

Overseas Contingency Operations (OCO)

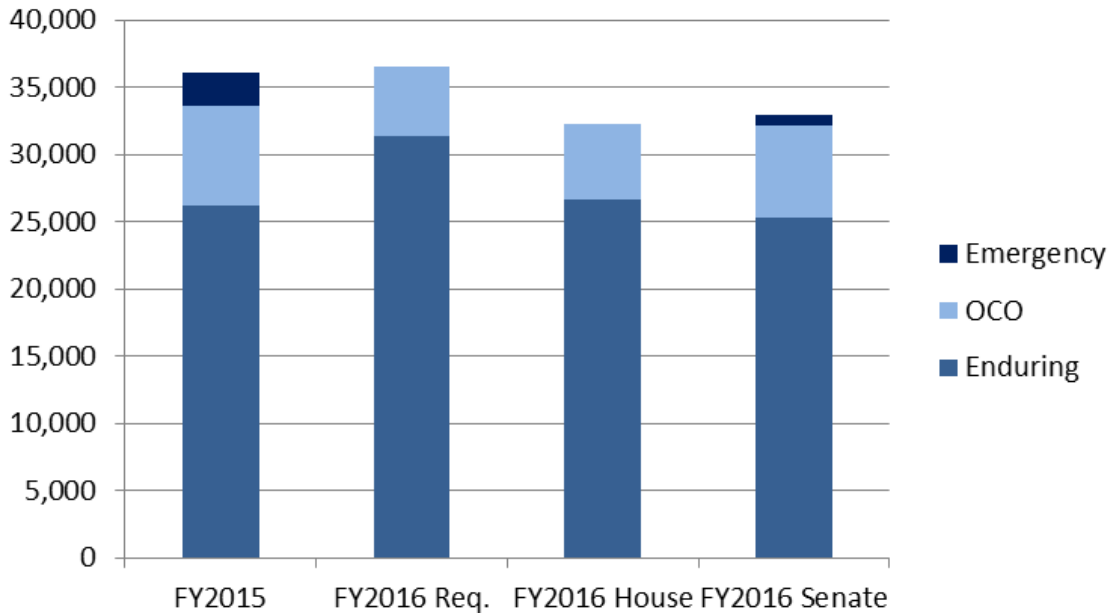
Within the FY2016 foreign operations request, \$5.2 billion, or about 14.5%, was requested as OCO funding for “extraordinary costs” of assistance in Afghanistan, Pakistan, Syria, Iraq, Jordan, and Ukraine. This is down from 20.8% estimated for FY2015 and 15.1% in FY2014. A significant portion of requested foreign operations OCO funding continues to be for activities in the frontline state of Afghanistan (\$1.21 billion), Iraq (\$311 million), and Pakistan (\$600 million), for which the designation was originally proposed. Unlike State operations, foreign operations country requests do not show a clear shift of funds in recent years from OCO to base funding in these countries. Humanitarian accounts also make up a large portion of the OCO request, including \$810 million within the International Disaster Assistance (IDA) request and \$819 million within the Migration and Refugee Assistance (MRA) request. These funds are not requested by country, but the Administration anticipates they will be needed primarily for Syria, South Sudan, the Central African Republic, and Iraq. The request also includes OCO funds for opposition support in Syria (\$235 million), broad economic and military support activities in Jordan (\$327 million), the State Department portion of a proposed new Counterterrorism Partnership Fund (\$390 million), for which funding has also been requested through the Defense appropriation, and assistance to Ukraine (\$317 million) to support a potential \$1 billion loan guarantee and supply military equipment.

As reported by committee, H.R. 2772 includes \$5.55 billion designated as OCO in Foreign Operations accounts, about 7% more than requested and nearly 26% less than the FY2015 estimate. Much of the increase in relation to the request is for the Migration and Refugee Assistance (MRA), International Narcotics Control and Law Enforcement (INCLE), Foreign Military Financing (FMF), and Peacekeeping Operations accounts. In the case of Peacekeeping Operations, the OCO increase is largely offset by a reduction in enduring funds. The legislation provides less OCO funding than requested for the Nonproliferation, Antiterrorism, Demining and Related (NADR) account.

¹⁴ For more information about U.S. support for power development in Africa, see CRS Report R43593, *Powering Africa: Challenges of and U.S. Aid for Electrification in Africa*, by Nicolas Cook et al.

The Senate committee bill, S. 1725, designates \$6.82 billion,¹⁵ or more than 21% of the foreign operations funds in the bill, as OCO. The increase over the Administration request (+31%) is spread across several accounts, though the bulk is in IDA and MRA, as well as Foreign Military Financing. The Senate bill also would designate \$759 million in additional IDA and MRA assistance as emergency response, a designation, like OCO, which precludes counting it against the BCA caps. With the OCO and emergency funding designations, about 23% of the foreign operations funding proposed in the Senate bill would be outside the scope of the BCA caps.

Figure 7. Enduring, OCO and Emergency Funding in Foreign Operations Accounts: FY2015 Est., FY2016 Proposals
(in U.S. \$ billions)



Source: S.Rept. 114-79; H.Rept. 114-154; FY2016 Foreign Operations CBJ; P.L. 113-235.

Syria Crisis/IS

The FY2016 foreign operations request would increase U.S. financial commitments toward responding to the crisis in Syria and fighting the Islamic State (IS).¹⁶ The Administration identifies \$1.82 billion in its FY2016 request for these purposes, including \$255 million for non-humanitarian assistance to support opposition groups within Syria. Of this amount, \$65 million is requested from the peacekeeping operations (PKO) account to provide non-lethal assistance to vetted members of the armed Syrian opposition, in parallel to the Department of Defense-led train and equip program, for which the Administration has requested \$600 million in defense funding.¹⁷

¹⁵ This figure does not reflect \$222 million the bill rescinds from prior year OCO appropriations.

¹⁶ For more information about IS and related U.S. policy, see CRS Report R43612, *The "Islamic State" Crisis and U.S. Policy*, by Christopher M. Blanchard et al.

¹⁷ For more information about the train and equip program, see CRS Report R43727, *Train and Equip Program for Syria: Authorities, Funding, and Issues for Congress*, by Christopher M. Blanchard and Amy Belasco.

Most of the requested foreign operations funding would be used to address the impact of the crisis on Syria's neighbors. The Administration identifies its entire \$1 billion request for Jordan as helping to counter IS and mitigate Syria-related economic and security concerns. The Administration also requested \$335 million to strengthen Iraq's counterterrorism capabilities and \$211 million to assist Lebanon in meeting the needs of Syrian refugees and addressing the IS threat. The overall "Syria and Counter-ISIL" request is a 17% increase over FY2014 funding for this purpose (FY2015 funding data are not available). An additional \$1.6 billion in U.S. humanitarian assistance is being requested for the region to respond to the Syria-Iraq crises in FY2016.

The House committee-passed bill, H.R. 2772, does not specify a funding level for Syria-related activities but does identify \$104 million above FY2015 funding to address the issue of foreign fighters, fully funds the International Disaster Assistance request, maintains funding for Migration and Refugee Assistance at the historically high FY2015 level (\$3.06 billion, or 25% more than requested), and allocates \$100 million in Economic Support Fund money for Syrian refugee host communities, especially in Iraq, Jordan, and Lebanon.

The Senate committee report, S.Rept. 114-79, identifies \$195 million in the Senate committee bill for non-lethal assistance to Syria, primarily through the Economic Support Fund and Peacekeeping Operations accounts. The bill also includes \$1.175 billion for Jordan, along with a provision stating that additional funding shall be made available to implement the Jordan Response Plan 2015 for the Syria Crisis, including assistance for host communities in Jordan. The bill's allocation for Iraq, \$355.4 million, also comes with a provision saying that the funds may be used to address needs in areas affected by the Syria crisis. In the humanitarian accounts, the Senate bill includes \$1.895 million for IDA, or 8.8% more than requested, and \$2,644 million for MRA, a 7.8% increase over the request. Unlike the request or the House legislation, the Senate bill designates a portion (\$298 million of IDA and \$461 million of MRA) of the humanitarian funding in the bill as "emergency spending."

The Senate committee bill also includes a new general provision on countering violent extremism, Section 7073, which recommends not less than \$141.152 million be used for this purpose. The provision requires that funds be made available to counter the flow of foreign terrorist fighters and to strengthen governance and security in fragile states bordering countries where violent extremist groups operate.

Afghanistan/Pakistan

The FY2016 foreign operations request for Afghanistan is \$1.514 billion (+28% from FY2014), which is consistent with the 2012 Tokyo Mutual Accountability Framework. The funding is provided primarily through the Economic Support Fund (OCO) account, and intended to support the new Afghan government and continue a trend away from stabilization and infrastructure programs. The request includes \$804 million for Pakistan (-10% from FY2014) to support regional stability, counter-terrorism, and long-term political and economic stability. Stability and prosperity in Pakistan are seen by the Administration as essential to maintaining gains in Afghanistan. The request describes funding for both countries as consistent with a responsible glide path, demonstrating that the United States is not abandoning the region even as the U.S. military presence declines.¹⁸

¹⁸ For more about U.S. policy towards Afghanistan and foreign assistance to Pakistan, see CRS Report RL30588, *Afghanistan: Post-Taliban Governance, Security, and U.S. Policy*, by Kenneth Katzman, and CRS Report R42116, *Pakistan: U.S. Foreign Aid Conditions, Restrictions, and Reporting Requirements*, by Susan B. Epstein and K. Alan (continued...)

H.R. 2772 does not specify assistance levels for Afghanistan and Pakistan. The committee report (H.Rept. 114-154) states that funding for these countries will remain under continuous review as circumstances in the region evolve, and the Administration is directed to develop its programming plans for these countries in consultation with the appropriations committees.¹⁹

S. 1725 includes \$939 million in new foreign operations funds for Afghanistan, largely through the ESF and INCLE accounts, noting in the report that an additional \$3.168 billion in previously appropriated funds are expected to remain available to carry over into FY2016. For Pakistan, the bill recommends \$625.8 million in new assistance funds, primarily through ESF and FMF, with the report noting that an additional \$1,317 million in previously appropriated but unobligated carryover funds are expected to be available. The committee report notes improved relations between Pakistan and Afghanistan, and “encourages continued cooperation on issues of mutual interest.”²⁰

Countering Russian Aggression

The budget request includes \$639.8 million (+283% from FY2014) in FY2016 to bolster Ukraine, Moldova, and Georgia against “Russian aggression and pressure.” Of this, \$513.5 million is for Ukraine, primarily from Economic Support Funds, to promote economic reforms, advance democracy and anti-corruption efforts, and support an additional \$1 billion loan guarantee if progress is made on IMF reforms.²¹ Funding for Moldova (\$49.1 million) and Georgia (\$77.2 million) would support greater security, democracy and accountability, as well as closer integration with Europe. All three countries would receive Foreign Military Financing funds to address military equipment shortfalls and improve interoperability with NATO and other western forces.

H.R. 2772, as reported by House appropriators, includes \$524 million for security and economic stability assistance to the Ukraine, as well as funds to support broadcasting to counter Russian propaganda. Accompanying report language states that International Disaster Assistance funding in the bill may be used to assist people displaced by the conflict in Ukraine. The bill also includes Foreign Military Financing funds for Ukraine (\$47 million), Georgia (\$20 million), and Moldova (\$12.75 million) as well as \$50 million designated as OCO “for European and Eurasian countries facing Russian aggression.”

The Senate bill, S. 1725, would reestablish the Assistance for Europe, Eurasia and Central Asia (AEECA) account, which has not been used in recent years, “to more effectively counter Russian influence and pressure.”²² The committee recommends \$853.9 million for the account (of which about \$411 million would be designated as OCO). Within that total, \$433 million is for Ukraine, including \$275 million to support a loan guarantee. Georgia would receive \$54 million in AEECA funds, and Moldova about \$35 million. Additional funding from the FMF, NADR, IMET, and

(...continued)

Kronstadt.

¹⁹ H.Rept. 114-154, p. 6.

²⁰ S.Rept. 114-79, p. 24.

²¹ For more information on aid to Ukraine, see CRS Report RL33460, *Ukraine: Current Issues and U.S. Policy*, by Steven Woehrel.

²² S.Rept. 114-79, p. 30. The assistance recommended by the committee under AEECA is largely requested by the Administration under the ESF and INCLE accounts. The AEECA funds would support a range of programs beyond former Soviet states, including assistance to Kosovo and Ireland.

Global Health Programs would bring total Ukraine assistance to \$513.5 million. Georgia (\$20 million) and Moldova (\$12.75 million) would receive FMF funds as well.

Central America

A notable shift in regional funding proposed by the Administration for FY2016 is the \$1 billion requested for Central America, a region for which funding has generally stagnated in recent years. The request is 225% more than the FY2014 funding level, and would support a whole-of-government *U.S. Strategy for Engagement in Central America* aimed at promoting economic prosperity, security, and good governance in the region as a means of stemming the flow of undocumented migration. The primary recipients of the requested funds would be El Salvador, Guatemala, and Honduras. Of the total requested, \$287 million is allocated for the Central American Regional Security Initiative (CARSI).²³

H.R. 2772 and the committee report (H.Rept. 114-154) note the committee's particular emphasis on security concerns related to Central America. The bill allocates \$296.5 million for CARSI, as well as additional assistance to Mexico for securing that country's southern border. Non-security assistance for El Salvador, Guatemala, and Honduras is not specified.

In S.Rept. 114-79, Senate appropriators detail \$675.3 million in foreign operations funds allocated to implement the Plan of the Alliance for Prosperity in the Northern Triangle of Central America. Specific allocations and conditions attached to the funds are laid out in Section 7045(a) of S. 1725. Within the total, \$231.5 million is allocated for CARSI, about \$84 million for other security and military assistance, and approximately \$360 million for development and health programs, primarily in El Salvador, Guatemala, and Honduras.

²³ For more information on CARSI, see CRS Report R41731, *Central America Regional Security Initiative: Background and Policy Issues for Congress*, by Peter J. Meyer and Clare Ribando Seelke. For more information on the President's FY2016 request for Central America, see a CRS Insight on the subject at <http://www.crs.gov/pages/Insights.aspx?PRODCODE=IN10237>.

Appendix A. State-Foreign Operations Appropriations, by Account

Table A-I. State Department, Foreign Operations, and Related Agency Appropriations, FY2015-FY2016 Request, House and Senate

(in millions of current U.S. dollars)

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
Title I. State, Broadcasting & Related Agency, TOTAL	15,874.40	15,707.76	1,849.12	17,556.88	14,188.14	1,782.32	15,970.46	14,196.93	2,659.37	16,856.30
<i>Administration of Foreign Affairs, Subtotal</i>	<i>11,200.21</i>	<i>10,190.00</i>	<i>1,699.12</i>	<i>11,889.12</i>	<i>9,573.02</i>	<i>1,699.12</i>	<i>11,272.04</i>	<i>9,384.99</i>	<i>2,095.97</i>	<i>11,480.96</i>
Diplomatic & Consular Programs ^c	7,848.39	7,096.33	1,507.42	8,603.75	6,530.42	1,507.42	8,037.84	6,342.47	1,884.57	8,227.04
(of which Worldwide Security Protection)	[3,117.82]	[2,327.14]	[1,067.96]	[3,395.10]	[2,327.14]	[1,067.96]	[3,395.10]	[2,094.71]	[1,300.39]	[3,395.10]
Capital Investment Fund	56.40	66.40	—	66.40	56.40	—	56.40	56.40	—	56.40
Embassy Security, Construction & Maintenance	2,324.06	2,085.10	134.80	2,219.90	2,085.10	134.80	2,219.90	2,085.10	134.80	2,219.90
(of which Worldwide Security Upgrades)	[1,490.50]	[1,300.00]	[124.00]	[1,424.00]	[1,300.00]	[124.00]	[1,424.00]	[1,300.00]	—	[1,300.00]
Conflict Stabilization Operations ^d	38.50	—	—	—	—	—	—	[11.00]	10.00	10.00
Ed. & Cultural Exchanges	589.90	623.08	—	623.08	582.53	—	582.53	590.90	—	590.90
Office of Inspector General	130.30	82.40	56.90	139.30	82.40	56.90	139.30	72.70	66.60	139.30

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
Representation Expenses	8.03	8.45	—	8.45	8.03	—	8.03	8.03	—	8.03
Protection of Foreign Missions & Officials	30.04	29.81	—	29.81	30.04	—	30.04	29.81	—	29.81
Emergency-Diplomatic & Consular Services	7.90	7.90	—	7.90	7.9	—	7.90	7.90	—	7.90
Repatriation Loans	1.30	1.30	—	1.30	1.30	—	1.30	1.30	—	1.30
Payment American Institute Taiwan	30.00	30.34	—	30.34	30.00	—	30.00	30.00	—	30.00
Foreign Service Retirement (mandatory)	158.90	158.90	—	158.90	158.90	—	158.90	158.90	—	158.90
<i>International Orgs, Subtotal</i>	<i>3,592.44</i>	<i>4,470.25</i>	<i>150.00</i>	<i>4,620.25</i>	<i>3,518.04</i>	<i>74.40</i>	<i>3,592.44</i>	<i>3,704.40</i>	<i>557.10</i>	<i>4,261.50</i>
Contributions to Int'l Orgs	1,473.55	1,540.03	—	1,540.03	1,399.15	74.40	1,473.55	1,456.18	52.10	1,508.28
Contributions, International Peacekeeping	2,118.89	2,930.22	—	2,930.22	2,118.89	—	2,118.89	2,248.22	505.00	2,753.22
Peacekeeping Response Mechanism ^e	—	—	150.00	150.00	—	—	—	—	—	—
<i>International Commission subtotal (Function 300)</i>	<i>122.95</i>	<i>120.06</i>	<i>—</i>	<i>120.06</i>	<i>119.22</i>	<i>—</i>	<i>119.22</i>	<i>122.72</i>	<i>—</i>	<i>122.72</i>
Int'l Boundary/U.S.-Mexico	73.71	75.68	—	75.68	73.71	—	73.71	73.70	—	73.70
American Sections	12.56	12.33	—	12.33	12.33	—	12.33	12.33	—	12.33
International Fisheries	36.68	32.05	—	32.05	33.18	—	33.18	36.68	—	36.68
<i>International Broadcast, Subtotal</i>	<i>742.07</i>	<i>751.44</i>	<i>—</i>	<i>751.44</i>	<i>742.79</i>	<i>8.80</i>	<i>751.59</i>	<i>733.06</i>	<i>6.30</i>	<i>739.36</i>

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
Broadcasting Operations	737.27	741.44	—	741.44	737.99	8.80	746.79	728.26	6.30	734.56
Capital Improvements	4.80	10.00	—	10.00	4.80	—	4.80	4.80	—	4.80
<i>Related Approps, Subtotal</i>	<i>204.51</i>	<i>163.75</i>	<i>—</i>	<i>163.75</i>	<i>222.81</i>	<i>—</i>	<i>222.81</i>	<i>239.51</i>	<i>—</i>	<i>239.51</i>
Asia Foundation	17.00	12.00	—	12.00	17.00	—	17.00	17.00	—	17.00
U.S. Institute of Peace	35.30	36.99	—	36.99	35.30	—	35.30	35.30	—	35.30
Center for Middle East-West Dialogue-Trust & Program	0.10	0.10	—	0.10	0.10	—	0.10	0.10	—	0.10
Eisenhower Exchange Programs	0.40	0.40	—	0.40	0.40	—	0.40	0.40	—	0.40
Israeli Arab Scholarship Program	0.01	0.01	—	0.01	0.01	—	0.01	0.01	—	0.01
East-West Center	16.70	10.80	—	10.80	—	—	—	16.70	—	16.70
National Endowment for Democracy	135.00	103.45	—	103.45	170.00	—	170.00	170.00	—	170.00
<i>Other Commissions^f</i>	<i>12.22</i>	<i>12.26</i>	<i>—</i>	<i>12.26</i>	<i>12.26</i>	<i>—</i>	<i>12.26</i>	<i>12.26</i>	<i>—</i>	<i>12.26</i>
FOREIGN OPERATIONS, TOTAL	36,101.89	31,328.99	5,198.33	36,527.32	26,670.78	5,551.69	32,222.47	25,337.53	6,820.66 +759.00 E	32,917.19
Title II. Admin of Foreign Assistance	1,426.08	1,626.33	65.00	1,691.33	1,290.69	65.00	1,355.69	1,377.91	139.26	1,517.17
USAID Operating Expenses	1,235.34	1,360.00	65.00	1,425.00	1,058.11	65.00	1,123.11	1,143.61	139.26	1,282.87
USAID Capital Investment Fund	130.82	203.33	—	203.33	169.58	—	169.58	168.30	—	168.30
USAID Inspector General	59.92	63.00	—	63.00	63.00	—	63.00	66.00	—	66.00

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
Title III. Bilateral Economic Assistance	24,752.46	19,587.35	3,812.33	23,399.68	17,556.50	3,903.17	21,459.67	16,663.99	4,738.01 +759.00 E	22,161.00
Global Health Programs (GHP), State + USAID	8,765.95	8,181.00	—	8,181.00	8,453.95	—	8,453.95	8,468.00	—	8,468.00
GHP (USAID)	[3,095.95]	[2,755.00]	—	[2,755.00]	[2,783.95]	—	[2,783.95]	[2,798.00]	—	[2,798.00]
GHP (State)	[5,670.00]	[5,426.00]	—	[5,426.00]	[5,670.00]	—	[5,670.00]	[5,670.00]	—	[5,670.00]
Development Assistance	2,507.00	2,999.69	—	2,999.69	2,507.00	—	2,507.00	2,637.85	—	2,637.85
International Disaster Assistance (IDA)	3,331.27	931.00	810.00	1,741.00	1,085.00	810.00	1,895.00	560.00	1,037.00 +298.00 E	1,895.00
Transition Initiatives	67.00	67.60	—	67.60	47.00	20.00	67.00	47.00	20.00	67.00
Complex Crises Fund	50.00	30.00	—	30.00	0	—	0	30.00	—	30.00
Development Credit Authority –Admin	8.12	9.20	—	9.20	8.12	—	8.12	8.12	—	8.12
Development Credit Authority Subsidy	[40.00]	[40.00]	—	[40.00]	[40.00]	—	[40.00]	[40.00]	—	[40.00]
Economic Support Fund	5,428.62	3,952.16	2,183.33	6,135.49	1,817.32	2,106.78	3,924.10	1,991.07	2,019.03	4,010.10
Asst Europe, Eurasia, Central Asia	—	—	—	—	—	—	—	443.06	410.87	853.93
Democracy Fund	130.50	—	—	—	140.50	—	140.50	140.50	—	140.50
Migration & Refugee Assistance	3,059.00	1,634.60	819.00	2,453.60	2,092.61	966.39	3,059.00	931.89	1,251.11 +461.00 E§	2,644.00
Emergency Refugee and Migration	50.00	50.00	—	50.00	50.00	—	50.00	50.00	—	50.00
<i>Independent Agencies subtotal</i>	<i>1,331.50</i>	<i>1,704.10</i>	<i>—</i>	<i>1,704.10</i>	<i>1,331.50</i>	<i>—</i>	<i>1,331.50</i>	<i>1,333.00</i>	<i>—</i>	<i>1,333.00</i>

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
Inter-American Foundation	22.50	18.10	—	18.10	22.50	—	22.50	22.50	—	22.50
African Development Foundation	30.00	26.00	—	26.00	30.00	—	30.00	30.00	—	30.00
Peace Corps	379.50	410.00	—	410.00	379.50	—	379.50	379.50	—	379.50
Millennium Challenge Corporation	899.50	1,250.00	—	1,250.00	899.50	—	899.50	901.00	—	901.00
<i>Department of the Treasury, subtotal</i>	23.50	28.00	—	28.00	23.50	—	23.50	23.50	—	23.50
Treasury Department Technical Assistance	23.50	28.00	—	28.00	23.50	—	23.50	23.50	—	23.50
Title IV. Int'l Security Assistance	8,447.34	7,285.56	1,321.00	8,606.56	7,023.05	1,583.52	8,606.57	6,028.11	1,943.39	7,971.50
International Narcotics Control & Law Enforcement	1,296.25	967.77	226.00	1,193.77	935.02	366.65	1,301.67	735.70	284.00	1,019.70
Nonproliferation, Anti-Terrorism, Demining	690.80	609.33	390.00	999.33	588.08	170.00	758.08	474.19	262.52	736.71
International Military Education & Training	106.07	111.72	—	111.72	108.12	—	108.12	107.59	—	107.59
Foreign Military Financing	5,880.53	5,166.54	640.00	5,806.54	5,160.56	740.00	5,900.56	4,543.93	1,186.87	5,730.80
Peacekeeping Operations	473.69	430.20	65.00	495.20	231.27	306.87	538.14	166.70	210.00	376.70
Title V. Multilateral Assistance	2,774.97	3,421.85	—	3,421.85	1,448.50	—	1,448.50	1,905.48	—	1,905.48
World Bank: Global Environment Facility	136.56	168.26	—	168.26	—	—	—	84.13	—	84.13

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
International Clean Technology Fund	184.63	170.68	—	170.68	—	—	—	85.34	—	85.34
Strategic Climate Fund	49.90	59.62	—	59.62	—	—	—	29.81	—	29.81
Green Climate Fund	—	150.00	—	150.00	—	—	—	—	—	—
North American Development Bank	—	45.00	—	45.00	—	—	—	22.50	—	22.50
World Bank: Int'l. Development Association	1,287.80	1,290.60	—	1,290.60	1,167.85	—	1,167.85	645.30	—	645.30
Int. Bank Recon & Dev	186.96	192.92	—	192.92	—	—	—	96.46	—	96.46
Inter-Amer. Dev. Bank - capital	102.02	102.02	—	102.02	—	—	—	51.01	—	51.01
IADB: Enterprise for Americas MIF	3.38	—	—	—	—	—	—	—	—	—
Asian Development Fund	104.98	166.09	—	166.09	104.98	—	104.98	83.04	—	83.04
Asian Development Bank – capital	106.59	5.61	—	5.61	—	—	—	5.61	—	5.61
African Development Fund	175.67	227.50	—	227.50	175.67	—	175.67	113.75	—	113.75
African Development Bank - capital	32.42	34.12	—	34.12	—	—	—	17.06	—	17.06
International Fund for Agricultural Development	30.00	31.93	—	31.93	—	—	—	15.97	—	15.97
Global Food Security Fund	—	43.00	—	43.00	—	—	—	21.50	—	21.50
International Organizations & Programs	344.17	315.00	—	315.00	—	—	—	339.00	—	339.00

	FY2015 Estimate	FY2016 Request			FY2016 House (H.R. 2772)			FY2016 Senate (S. 1725)		
	Total ^a	Enduring	OCO/ Emergency ^b	Total	Enduring	OCO	Total	Enduring	OCO/ Emergency ^b	Total
IDA Multilateral Debt Relief	—	111.00	—	111.00	—	—	—	—	—	—
African Development Fund Multilateral Debt relief	—	13.50	—	13.50	—	—	—	—	—	—
Other multilateral/ IMF quota increase ^b	—	295.00	—	295.00	—	—	—	295.00	—	295.00
Title VI. Export Assistance	(1,298.96)	(592.10)	—	(592.10)	(647.96)	—	(647.96)	(637.96)	—	(637.96)
Export-Import Bank (net)	(1,096.75)	(416.30)	—	(416.3)	(437.75)	—	(437.75)	(427.75)	—	(427.75)
Overseas Private Investment Corporation (net)	(262.21)	(249.50)	—	(249.50)	(270.21)	—	(270.21)	(270.21)	—	(270.21)
Trade & Development Agency	60.00	73.70	—	73.70	60.00	—	60.00	60.00	—	60.00
State, Foreign Ops & related Programs, TOTAL	51,976.29	47,036.75	7,047.45	54,084.20	40,858.92	7,334.01	48,192.93	39,534.46	9,480.04 +759.00 E	49,773.50
<i>Add Ons/ Rescissions</i>	(26.00) ⁱ	22.00 ⁱ	(1,180.00) ^k	(1,158.00)	—	—	(200.00) ⁱ	(364.82)	(222.04) + (1,180.00) E	(1,766.86)
State-Foreign Ops Total, Net of Rescissions	51,950.28	47,058.75	5,867.45	52,926.20	40,858.92	7,334.01	47,992.93	39,169.64	8,837.00	48,006.64

Source: Department of State, Foreign Operations, and Related Programs Congressional Budget Justifications for Fiscal Year 2015 and 2016, and Fiscal Year 2015 amended requests of June 26, 2014, November 5, and 10, 2014; P.L. 113-235; H.R. 2772 and H.Rept. 114-154; CRS calculations.

Notes: EE = Ebola emergency request. Shaded columns indicate fiscal year totals. Figures in brackets are subsumed in the larger account above and are not counted against the total. Figures in parentheses are negative numbers. “Enduring” funding is also sometimes referred to as “base” or “ongoing” funding in budget documents. Numbers may not add due to rounding.

- a. FY2015 totals include OCO and emergency funding.
- b. OCO funding is in Title VIII of the request and the House and Senate bill. Title IX addresses funding for global emergency needs. S. 1725 designates \$759 million in new emergency funding for the humanitarian programs IDA and MRA. The President's request would rescind FY2015-appropriated emergency funds. H.R. 2772 does not include emergency funds.
- c. Includes the International Center (FY2015 estimate=\$0.53 million; FY2016 request=\$0.74 million; House= \$0.74 million; Senate=\$0.74million).
- d. For FY2015, funding for Conflict Stabilization Operations (CSO) is within the Diplomatic and Consular Programs (D&CP) account. For FY2016, the House committee report recommends deferring funding for CSO until issues such as mission, bureau overlap, and staff size are resolved. The Senate committee report recommends transferring \$11.00 million from the D&CP account to CSO, plus \$10.00 million within the Title VIII OCO funds.
- e. Within the FY2016 budget request, this is called the Peacekeeping Operations Response Mechanism.
- f. Includes the Commission on American Heritage Abroad, the Commission on International Religious Freedom, the Commission on Security and Cooperation in Europe, the Congressional-Executive Commission the People's Republic of China, and the U.S.-China Economic and Security Review Commission.
- g. On October 6, the chairman and ranking Members of the Senate SFOPS subcommittee introduced a supplemental appropriations bill (S. 2145) to provide an additional \$1 billion in FY2016 emergency funding, through the Migration and Refugee Assistance account, to address the refugee crisis caused by conflict in the Middle East.
- h. This is listed in Title X of the House and Senate bills.
- i. This figure represents a \$30 million Export-Import Bank rescission and a \$4.0 million add-on in the general provisions (Sec. 7076) for an amendment to the Vietnam Education Foundation Act.
- j. This add-on reflects a special immigrant visa proposal in the general provisions on the request (Sec. 7034(0)).
- k. IMF quota rescission from P.L. 111-32 emergency funds.
- l. Rescission of prior year ESF cash transfer balances.

Appendix B. International Affairs (150) Function Account, FY2014 Actual, FY2015 Estimate, and FY2016 Request

Table B-1. International Affairs Budget, FY2015-FY2016 Request, House, and Senate
(in millions of current U.S. dollars)

	FY2015 Estimate	FY2016 Request	FY2016 House	FY2016 Senate	Enacted
State-Foreign Operations, excluding commissions^a	51,815.11	52,793.88	47,861.45	47,871.34	
Commerce-Justice-Science					
Foreign Claim Settlement Commission	2.33	2.37	2.33	2.37	
Int'l Trade Commission	84.50	131.50	84.50	84.50	
Agriculture					
P.L. 480 and McGovern-Dole	1,657.63	1,614.10	1,611.10	1,670.10	
Total International Affairs (150)	53,559.57	54,541.85	49,559.38	49,628.63	

Source: Department of State, Foreign Operations, and Related Programs Congressional Budget Justifications for Fiscal Year 2015 and 2016, and Fiscal Year 2015 amended requests of June 26, 2014, November 5, and 10, 2014, P.L. 113-235, H.R. 3049, S. 1800, H.R. 2578, and CRS calculations.

- a. While funding for certain international commissions are appropriated in the State-Foreign Operations bill, they are not part of the International Affairs Function 150 Account.

Author Contact Information

Susan B. Epstein
Specialist in Foreign Policy
sepstein@crs.loc.gov, 7-6678

Alex Tiersky
Analyst in Foreign Affairs
atiersky@crs.loc.gov, 7-7367

Marian L. Lawson
Specialist in Foreign Assistance Policy
mlawson@crs.loc.gov, 7-4475