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State, Foreign Operations and Related Programs: FY2017 Budget and Appropriations

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Overview

On February 9, 2016, the Obama Administration submitted to Congress its FY2017 budget request totaling \$52.78 billion in new budget authority for the State Department, Foreign Operations, and Related Appropriations (SFOPS) accounts. Of the total request, \$17.05 billion¹ was for State Operations and related agencies (a 3.6% increase over FY2016 estimates), and \$35.74 billion was for Foreign Operations (-1.8% compared with FY2016 estimates that included emergency Ebola funds).

On June 29, 2016, the Senate Appropriations Committee introduced and reported the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2017 (S. 3117/S.Rept. 114-290). It would have provided a total of \$52.24 billion, after rescissions and including funds designated for Overseas Contingency Operations (OCO). This level was \$542.04 million (or 1%) below the President's request. For State Operations and related agencies, it would have provided \$16.88 billion and for Foreign Operations, \$35.52 billion.

On July 15, 2016, the House Appropriations Committee introduced and reported its Department of State, Foreign Operations, and Related Programs Appropriations Act, 2017 (H.R. 5912/H.Rept. 114-693). The measure would have provided \$52.24 billion, including OCO. This level was \$546 million (or 1%) below the President's request, and about \$4 million less than the Senate bill. Funding for State Operations and related agencies would have been \$16.29 billion, nearly \$600 million below the Senate funding level. Its Foreign Operations funding level of \$35.95 billion was \$432 million above the Senate-recommended level.

On September 29, 2016, the President signed into law (P.L. 114-223) a continuing resolution (CR, H.R. 5325) to extend funding for the federal government, including the SFOPS appropriations, until December 9, 2016. The CR continued FY2016 funding levels after a reduction of 0.496% that was applied only to enduring funds within SFOPS, not OCO.

On November 10, 2016, the Administration amended its FY2017 budget request, calling for an additional \$11.6 billion in OCO funds for national security activities, including \$5.8 billion for Department of Defense accounts and \$5.8 billion in SFOPS accounts. This raised the total SFOPS request for FY2017 to \$58.57 billion. According to the Administration, these funds would support activities to counter ISIS and other counterterrorism activities, stabilize regions affected by ISIS, enhance embassy security, and provide emergency and humanitarian assistance needed as a result of ISIS. The table in **Appendix A** has been updated to reflect the supplemental SFOPS request.

On December 10, 2016, Congress passed and the President signed into law a second continuing resolution, the Further Continuing and Security Assistance Appropriations Act, 2017, P.L. 114-254 (H.R. 2028), Division A, to fund the federal government through April 28, 2017. For most accounts, the CR provides funding at the FY2016 level, less an across-the-board reduction of 0.19% for non-OCO accounts. Within Division B, Security Assistance Appropriations Act, 2017, Title II, Congress provided an additional \$4.3 billion for SFOPS counterterrorism/counter-ISIS and humanitarian aid activities, elevating appropriated SFOPS funding to an annual rate of \$57.03 billion. This funding is reflected in the totals line of the CR column of the table in **Appendix A**. Account level funding estimates are not yet available.

This report provides an overview and highlights of the request with an account-by-account comparison of the FY2017 request to the House and Senate committee-passed bills and FY2016

¹ This figure includes \$158.9 million for the Foreign Service Retirement account, which is mandatory spending and therefore is not included in any State Operations data that reflect only discretionary spending.

estimates in **Appendix A**. **Appendix B** provides the International Affairs 150 function funding levels.

Table I. Status of State-Foreign Operations Appropriations, FY2017
(funding in billions of current U.S. dollars)

302(b) Allocations ^a		Committee Action		Floor Action		Conference/Agreement			Public Law
House	Senate	House	Senate	House	Senate	House	Senate	Agreement	P.L. 114-254
7/14/16	4/14/2016	7/15/16	6/29/16						12/10/16
\$52.24	\$52.08	\$52.24	\$52.24						\$57.03

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

The Senate 302(b) allocation report total does not appear to include \$159 million in mandatory spending for the Foreign Service Retirement account, which is included in the House allocation and the House and Senate committee totals.

The Bipartisan Budget Act of 2015 and State-Foreign Operations Appropriations

The FY2017 appropriations process was shaped by the Bipartisan Budget Act of 2015 (BBA, H.R. 1314; P.L. 114-74) that Congress passed at the end of October 2015. The law raised the overall discretionary spending limits set by the Budget Control Act of 2011 (BCA, P.L. 112-25) from \$1.039 trillion to \$1.069 trillion for FY2017. The law also increased non-security funding (that includes SFOPS funding) from \$503.5 billion to \$518.5 billion for FY2017 and established a \$14.895 billion minimum for SFOPS OCO funding for FY2017.²

FY2017 Enduring and Overseas Contingency Operations Funds

In the FY2017 request, as every year since FY2012, the Administration distinguishes between enduring costs and those to support “overseas contingency operations” (OCO). OCO-designated funds, which do not count toward discretionary budget allocations established each year by appropriators, were initially described in budget documents as “extraordinary, but temporary, costs of the Department of State and USAID in Iraq, Afghanistan and Pakistan,”³ but have been used for a broader range of countries and activities, including counterterrorism efforts. The OCO designation gained increased significance in August 2011 with enactment of the Budget Control Act, which specified that emergency and OCO funds do not count toward the budget caps established by the act for FY2011-FY2021 and enforced by across-the-board cuts called sequestration. Use of the OCO designation expanded further with enactment of the Bipartisan Budget Act (BBA) in 2015, which established a minimum annual OCO funding level for FY2016 and FY2017 SFOPS appropriations that was significantly higher (\$14.89 billion) than SFOPS

² The BBA also impacted the FY2016 appropriations cycle, raising the discretionary spending cap that year from \$1.016 trillion to \$1.066 trillion, increasing security funding from \$523.1 billion to \$548.1 billion and nonsecurity funding from \$493.5 billion to \$518.5 billion, and setting an SFOPS OCO minimum of \$14.895 billion.

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

OCO spending in prior years. As a result of the BBA, the Administration request and House and Senate SFOPS bills all called for the same OCO funding level for FY2017, which was level with the FY2016 OCO funding but represented an increase of 59% from the FY2015 funding.

In addition to the \$14.89 billion, on November 10, 2016, the Administration submitted to Congress an amended DOD and DOS OCO request for increased OCO appropriations, primarily to counter ISIS and fund various related expenses. They include additional funds for diplomatic engagement to support the strategy to counter ISIS, security assistance, and emergency humanitarian needs.

In Division B of its second continuing resolution (CR), passed and signed on December 10, 2016, Congress provided increases in OCO funding for many accounts. The additional amounts requested by the Administration and those provided by Congress are in the following table.

Table 2. SFOPS Amended OCO Request and Appropriation for FY2017
(In millions of current U.S. dollars)

Account	Additional amounts in Administration Amendment	Additional amounts in Division B, Title II, P.L. 114-254	Time of funding availability
D&CP	746.2	1,052.4	September 30, 2018
OIG/State	2.5	2.5	September 30, 2018
ESCM	1,024.0	654.4	until expended
MRA	260.4	300.0	until expended
INCLE	19.3	26.3	September 30, 2018
ESF	2,460.4	1,030.6	September 30, 2018
PKO	90.0	50.0	September 30, 2018
FMF	—	200.0	September 30, 2018
NADR	128.0	128.0	September 30, 2018
IDA	953.2	616.1	until expended
OE/USAID	15.0	5.0	September 30, 2018
TI	73.5	50.2	until expended
IG/USAID	2.5	2.5	September 30, 2018
CIF/USAID	—	25.0	until expended
AEECA	—	157.0	September 30, 2018
Total	5,775.0	4,300.0	

Source: Letter from the Executive Office of the President, Office of Management and Budget, *Amendments to the FY2017 Budget*, November 10, 2016, and P.L. 114-254, Div. B, Title II.

Notes: D&CP=Diplomatic and Consular Programs; OIG/State=State Department Office of Inspector General; ESCM=Embassy Security, Construction, and Maintenance; MRA=Migration and Refugees Assistance; INCLE=International Narcotics Control and Law Enforcement; ESF=Economic Support Fund; PKO=Peacekeeping Operations; FMF=Foreign Military Financing; NADR=Nonproliferation, Anti-terrorism, Demining and Related Programs; IDA=International Disaster Assistance; OE/USAID=USAID Operating Expenses; TI=Transition Initiatives; IG/USAID=USAID Inspector General; CIF/USAID=Capital Investment Fund/USAID; AEECA=Assistance for Europe, Eurasia and Central Asia.

The 10-year foreign affairs funding trend shows a general decline in enduring funds and a general increase in OCO amounts, particularly since FY2014 (see **Table 3**).

Table 3. State-Foreign Operations Appropriations, FY2008-FY2017
(in billions of current U.S. dollars)

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16 est.	FY17 req. as amended
Enduring \$	34.52	50.30	49.44	48.80	41.80	39.75	42.91	41.01	37.97	37.89
OCO/Supp \$	5.66	1.83	2.34	0.00	11.20	10.82	6.52	11.89	14.89	20.67
Total	40.18	52.13	51.78	48.80	53.00	50.57	49.43	52.90	52.86	52.78

Sources: Congressional Budget Justification Department of State and Foreign Operations, Fiscal Year 2017; CRS appropriations reports; Letter from the Executive Office of the President, Office of Management and Budget, *Amendments to the FY2017 Budget*, November 10, 2016, and CRS calculations.

Note: Supp=emergency supplemental funds, largely used for Iraq and Afghanistan before the OCO designation was first used in FY2012. FY2015 OCO/Supp includes \$9.37 billion for OCO and \$2.53 billion for emergency Ebola funds.

Key Issues for Congress

Within the broad range of activities supported by the SFOPS budget are several programs and focus areas that may be of particular interest to Congress as a result of their size, recent funding or policy changes, or relation to current world events.

State Department Operations

Administration of Foreign Affairs. The Administration of Foreign Affairs funds salaries and expenses, including security funding, for the Diplomatic and Consular Programs (D&CP) account, embassy security and construction, and educational and cultural exchanges, among other activities. The Administration requested a total of \$12.06 billion, compared with \$11.98 billion in the Senate bill (S. 3117) and \$11.86 billion in the House bill (H.R. 5912), all including OCO funds of which both House and Senate included more than requested. The House bill would have provided \$167.29 million less for D&CP and nearly \$37 million less for exchange programs, while the Senate bill would have funded \$11.08 million less for D&CP and \$67.1 million less for exchanges.

Cuba. In order to support implementation of its new Cuba policy, \$3.8 million was requested within the D&CP account for infrastructure improvements to the U.S. embassy in Havana (converted from an Interests Section last year). The State Department’s funding request would have supported up to 10 additional U.S. citizen positions (at least 8 foreign service officers and 1 civil servant), as well as refurbishing workspace, securing communications, and updating vehicles for the motor pool.

The House bill (H.R. 5912) included language prohibiting funds from being used for the establishment of a United States diplomatic presence in Cuba or to facilitate the establishment or operation of a diplomatic mission of Cuba in the United States beyond that which was in existence prior to December 17, 2014, with certain exceptions and limitations.

The Senate bill (S. 3117) had no comparable provision.

Contribution for International Organizations and Peacekeeping Activities. The Contributions to International Organizations (CIO) account funds the U.S. share of the assessed budgets of 44 international organizations, including the U.N. regular budget and U.N. specialized agencies. The

FY2017 CIO request was \$1.39 billion, a 4% decrease from the FY2016 estimated level. The reduction was tied to a decrease in the U.N. regular budget projection, as well as the winding down of United Nations Criminal Tribunals for the former Yugoslavia and Rwanda. H.R. 5912 would have provided \$41.14 million less than requested and S. 3117 would have provided \$11.81 million less.

The Contributions for International Peacekeeping Activities (CIPA) request, which funds U.N. peacekeeping missions and the two international war crimes tribunals, was \$2.39 billion, a decrease of 2.7% from the FY2016 level. The request was based on the U.N. peacekeeping assessment for the United States of 28.56% (rather than the amount recognized by U.S. law of 27.14%). It also reflected the possible closure of the U.N. Mission in Liberia. In addition, the Administration's FY2017 request included \$150 million for a Mechanism for Peace Operations Response (MPOR), a repeat proposal from the FY2015 and FY2016 requests intended to support urgent—but as yet undefined—peacekeeping needs. The proposal was not funded by Congress in prior years.

The House would have provided \$1.95 billion or \$445.4 million less than requested for CIPA. The Senate measure would have funded CIPA at \$2.37 billion, nearly the level of the request.

Diplomatic Security. The FY2017 request for Worldwide Security Protection (WSP), which supports the Diplomatic Security Bureau's functions around the world, would have grown by 9.4% over FY2016 estimated levels to \$3.71 billion. Much of the increase in requested funding was for security measures in Afghanistan and Iraq. 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 FY2017 was for \$1.6 billion, an 11% increase from FY2016 estimated levels. Within the ESCM request was \$1.0 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; it is unclear whether other agencies are fulfilling their commitments under the program.

The House and Senate bills would have provided the same total as requested. The Senate, however, would have designated more of the total as OCO funds, while the House funding was the same as the Administration's request.

Cuts to NED, Asia Foundation, East-West Center. The FY2017 request repeated the Administration's FY2015 and FY2016 request for deep budgetary cuts to a number of State Department-funded institutions. An overall cut of 43% to these accounts would have meant significant reductions in funding for, among other institutions, the East-West Center, the Asia Foundation, and the National Endowment for Democracy (cuts of 35%, 29%, and 39% respectively).

Both House and Senate bills would have maintained the FY2016 funding levels for all three organizations for FY2017.

Passport Surge. The department anticipates a 37% increase over FY2015 in passport applications in FY2017, or an estimated 20 million requests. The increased load is due to the 10-year expiration of some 18 million passports issued in 2007 as the Western Hemisphere Travel Initiative (WHTI) was being implemented. That measure for the first time required passports for Americans returning by air from Mexico, Canada, the Caribbean, and Bermuda. Nearly 10 years later, those passports are beginning to expire, increasing demand for passport renewals. The Passport Services Enhancement Act of 2005 authorized the department to charge a fee to cover

the costs of increased passport demand from the WHTI, and the Administration request included an extension of this authority through FY2017.

The House bill did not address this issue. The Senate bill would have provided the Secretary of State with the authority to collect a surcharge on passport fees to cover any costs of meeting increased demand for passports.

Foreign Operations

Foreign Operations accounts, which fund foreign assistance activities, would have totaled about \$39.74 billion under the amended FY2017 request, comprising about two-thirds of the international affairs budget. As in recent years, the FY2017 funding would have been allocated largely to major Obama Administration foreign aid initiatives and support to strategic allies. In addition, notable focus areas within the FY2017 request included countering ISIS, humanitarian assistance, responding to Russian aggression, and Central American migration.

The House committee-passed bill, H.R. 5912, included \$35.95 billion for Foreign Operations accounts, and the Senate committee-passed bill, S. 3117, included \$35.52 billion for these accounts. In this section, references to H.R. 5912 and S. 3117 include both the bills and their accompanying reports (H.Rept. 114-693 and S.Rept. 114-290, respectively).

Administration Initiatives. The Obama Administration's four broad foreign assistance initiatives would have continued to play a major role under the FY2017 foreign operations request and the House and Senate proposals, accounting for about 30% of the original foreign operations request, but somewhat less of the amended request, as few if any of the additional counter-ISIS funds were likely to be channeled through these initiatives.

- For the **Global Health Initiative**, the request was \$8.577 billion, about a 0.9% increase from the FY2016 estimate. The request would have continued to focus resources primarily on HIV-AIDS treatment and prevention (70%), as well as maternal and child health, and stopping infectious diseases. The Administration proposed boosting malaria funding by about 11% in FY2017, compared to FY2016 estimates, in part by seeking authority to reprogram unobligated emergency funds appropriated for Ebola response in FY2015, and included \$275 million for GAVI, the vaccine alliance, a 17% increase over the FY2016 estimate.

H.R. 5912 included \$8.917 billion for global health programs, including \$275 million for GAVI, but would have boosted spending for maternal and child health (+22%) and malaria (+13%) relative to the request while reducing funds for family planning and reproductive health (-15%).

S. 3117 provided \$8.665 billion for global health and matched the Administration's request for GAVI and malaria programs while boosting funding for tuberculosis (+26%) and nutrition (+15%) relative to the request.

- **Feed the Future**, the Administration's food security initiative, would have received \$1 billion under the FY2017 request, level with FY2015 funding (a FY2016 estimate is not available). Funds would have been focused on accelerating the impact of programs demonstrating progress in reducing poverty and stunting in focus countries.

H.R. 5912 provided \$1.001 billion for agricultural development and food security activities.

S. 3117 provided \$1.053 billion for agricultural development and food security.

- Global Climate Change Initiative** funding would have totaled \$1.33 billion in FY2017 under the request, level with the FY2016 request and a 62% increase from the FY2015 funding level. The increase was largely attributable to a proposed contribution (\$750 million) to a multilateral Green Climate Fund (GCF), to which the Administration pledged \$3 billion in November 2014. This request would have been partially offset by the ending of U.S. contributions to the Strategic Climate Fund (funded at \$60 million in FY2016) and the Clean Technology Fund (which received \$171 million in FY2016). U.S. commitments to both funds were fulfilled with FY2016 appropriations. The Administration made the same request in FY2016, but Congress appropriated no funds for the GCF. Compared with FY2015, the request would have increased funding for clean energy programs (+11%) while decreasing funds for sustainable landscapes (-14%).

H.R. 5912 did not specify a funding level for GCCI or for environmental programs generally, but included a provision prohibiting contributions to the GCF.

S. 3117 recommended no less than \$1.385 billion for environment programs, including no more than \$500 million for the GCF.

- Power Africa.** The Administration requested \$300 million (\$291.3 million within State and USAID) for its initiative to expand access to electricity in sub-Saharan Africa, a 120% increase over FY2015 funding (an FY2016 funding estimate is not available).

H.R. 5912 did not specify a funding level for this initiative.

S. 3117 recommended \$291 million for Power Africa.

Top Country Recipients. In the original FY2017 request, top foreign assistance recipients would not have differed much from FY2015 (FY2016 country allocations are not yet available).

Israel would have continued to be the top recipient, with a requested \$3.1 billion (level with FY2015) in Foreign Military Financing (FMF) funds, followed by *Egypt*, for which \$1.46 billion was requested (almost level with FY2015), primarily in FMF to support shared security interests. *Afghanistan* would have received \$1.25 billion (+11% from FY2015), primarily to help build sustainable institutions and help the newly elected government protect development gains, and *Jordan* would have received \$1.0 billion (1% below FY2015) to promote security and stability in the region as well as address economic and security strains related to the crisis in Syria. *Pakistan* would have received \$742 million (a 7.6% cut from FY2015), to continue ongoing efforts to increase stability, counter violent extremism, and support economic growth. Other top recipients would have included *Kenya* (\$626 million), *Nigeria* (\$606 million), and *Tanzania* (\$575 million), all of which are top recipients of global health funds. *Ethiopia* would have received \$514 million, a mix of security, development, and governance assistance. *Iraq* would have rejoined the top recipient list in FY2017, after a few years absence, with a requested \$510 million (more than double FY2015 funding) for security and stabilization activities, as well as support for a \$1 billion sovereign loan guarantee. The Administration's supplemental request for FY2017 did not

Israel	\$3,100 million
Egypt	\$1,460 million
Afghanistan	\$1,250 million
Jordan	\$1,000 million
Pakistan	\$742 million
Kenya	\$626 million
Nigeria	\$606 million
Tanzania	\$575 million
Ethiopia	\$514 million
Iraq	\$510 million

specify country allocations, but would likely have boosted funding for several of these top recipients who are partners in counterterrorism activities.

Neither the House nor Senate bill detailed comprehensive country allocation, but both bills and their accompanying reports specified aid funding levels for select countries. H.R. 5912 allocated \$3.1 billion for Israel, \$1.275 billion to Jordan, and explained that no funding levels were provided for Afghanistan and Pakistan because of the evolving situation in those countries. S. 3117 provided allocations for many countries, with top recipients including Israel (\$3.4 billion), Egypt (\$1.38 billion), Jordan (\$1.0 billion), Afghanistan (\$725 million), Pakistan (\$642 million), and Iraq (\$510 million).

Focus Areas. In addition to foreign assistance initiatives and support to strategic allies, there were a number of priority issues and objectives identified in the original FY2017 Foreign Operations request. Funding for these objectives is provided across multiple appropriations accounts, and it is not yet clear how these funds will be allocated under the CR.

- **Syria/Counter-ISIL.** The FY2017 request identified \$4.05 billion, a 19% increase over FY2015, for activities to counter ISIL and respond to regional instability stemming from the crisis in Syria. About half of this funding was to address humanitarian needs, with the rest to address development and security challenges in Jordan, Iraq, Syria, and Lebanon. In addition, much of the \$4 billion in additional foreign operations OCO funding requested by the Administration in November 2016 would have been allocated for such activities.

H.R. 5912 authorized funding for both humanitarian and non-lethal economic assistance within Syria and neighboring countries to stop the advance of ISIL and address the needs of refugees, but did not specify a funding level.

S. 3117 recommended \$238 million for Syria within development assistance accounts for non-lethal assistance to promote stability and economic development, build civil society, and meet the needs of those impacted by the conflict. In addition, an unspecified amount of humanitarian assistance, as well as economic assistance to refugee host countries in the region, was made available to meet the needs of refugees and internally displaced persons in the region.

- **Humanitarian assistance.** The Administration's original humanitarian assistance request was for \$6.156 billion, including \$4.805 billion within the foreign operations account,⁴ which was about 19% less than the FY2016 estimate, in part because FY2016 funding was relatively high, and because the responses to current high-level crises in Yemen and South Sudan were expected to be scaled back in FY2017. The Administration requested an additional \$1.214 billion in humanitarian accounts in November 2016.

H.R. 5912 would have continued funding humanitarian assistance accounts at the FY2016 level.

S. 3117 would have provided \$5.503 billion for SFOPS humanitarian assistance accounts, about 15% more than the original request and about 7% less than the FY2016 estimate.

⁴ This includes the International Disaster Assistance (IDA), Migration and Refugee Assistance (MRA) and Emergency Refugee and Migration Assistance (ERMA) accounts and excludes the Food for Peace account, which is humanitarian in nature but funded through the Agriculture appropriation.

- **Ukraine/Countering Russian Aggression.** Total funding identified by the Administration for the purpose of “countering Russian aggression” would have decreased about 22% from FY2015, to \$952 million, under the original FY2017 request. It is unclear whether the supplemental request would have impacted funding for this purpose. The decrease was the result of loan guarantees not being requested for Ukraine, as they were in FY2015. Aside from loan guarantees, bilateral and regional assistance to Ukraine, Georgia, and Moldova would have increased by about 25%.

H.R. 5912 made available a total of \$663 million for Ukraine, of which \$325 million was contingent on a report from the Administration that it was necessary to continue economic and political reforms or to address vulnerabilities caused by Russian aggression. The latter could have been used to support a loan guarantee.

S. 3117 provided \$295 million for Ukraine, the amount requested by the Administration, and \$100 million for Georgia. It also provided \$20 million in Europe and Eurasia regional funding to counter Russian aggression.

- **Central America.** As in FY2016, the Administration again requested increased funding to support the U.S. Strategy for Engagement in Central America. The \$751 million requested (+34% from FY2015), would have focused on addressing the underlying causes of migration from El Salvador, Guatemala, and Honduras.

H.R. 5912 would have provided up to \$750 million to implement the U.S. Strategy for Engagement with Central America, but conditioned all aid to the governments of Guatemala, Honduras, and El Salvador on certification that they are taking steps to address a number of U.S. policy priorities.

S. 3117 allocated \$651 million for the Strategy, conditioning 25% of aid to the governments of El Salvador, Guatemala, and Honduras on certification that they were making continued progress on a number of issues.

- **Democracy, Human Rights and Governance (DRG).** The request included \$2.72 billion for DRG assistance, a 41% increase over FY2015 and 18% over a FY2016 congressional directive. The increase would have been spread across several regions and be used to promote government accountability, empower democratic voices, and respond to and support democratic transitions.

H.R. 5912 provided no less than \$2.309 billion for democracy programs across all accounts, the same as the FY2016 funding.

S. 3117 recommended no less than \$2.576 billion for democracy programs from specified economic assistance accounts, in addition to \$170 million for the National Endowment for Democracy and \$150.5 million for the Democracy Fund, and provided regional allocations for this assistance.

- **Countering Violent Extremism (CVE).** The request included \$187 million across several accounts for the purpose of countering violent extremism, a category that had not been highlighted in previous budget requests. The request was more than double the \$92.2 million attributed to this purpose in FY2015. CVE activities include addressing conditions that drive terrorist recruitment, mitigating political and social marginalization, and countering violent extremist propaganda, among other things.

H.R. 5912 authorized the use of funds for countering violent extremism and extremist organizations, but did not specify a funding level.

S. 3117 authorized the use of funds to support the May 2016 State and USAID Joint Strategy on Countering Violent Extremism, but did not specify a funding level.

Appendix A. State-Foreign Operations Appropriations, by Account

Table A-I. State Department, Foreign Operations, and Related Agencies Appropriations, FY2016 Actual and FY2017 Request and House and Senate Proposals

(in millions of current U.S. dollars)

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
Title I. State, Broadcasting & Related Agencies, TOTAL	16,457.96	11,800.54	7,032.90	18,833.44	11,250.81	5,632.74	16,883.55	11,121.31	5,167.07	16,288.38			
<i>Administration of Foreign Affairs, Subtotal</i>	<i>11,438.49</i>	<i>8,635.90</i>	<i>5,198.66</i>	<i>13,834.56</i>	<i>8,034.93</i>	<i>3,948.5</i>	<i>11,983.43</i>	<i>8,151.99</i>	<i>3,704.09</i>	<i>11,856.08</i>			
Diplomatic & Consular Program	8,183.98	6,539.93	2,878.46	9,418.39	6,006.30	2,654.80	8,661.10	6,094.50	2,410.39	8,504.89			
(of which Worldwide Security Protection)	[3,395.10]	[1,899.48]	[2,372.81]	[4,272.29]	[1,604.76]	[2,109.93]	[3,714.69]	[1,899.48]	[1,815.21]	[3,714.69]			
Capital Investment Fund	66.40	12.60		12.60	12.60		12.60	12.60		12.60			
Embassy Security, Construction & Maintenance	2,221.75	1,117.86	2,262.80	3,380.66	1,117.86	1,238.80	2,356.66	1,117.86	1,238.80	2,356.66			
(of which Worldwide Security Upgrades)	[1,424.00]	[358.65]	[1,228.00]	[1,586.65]	[358.70]		[358.70]	[358.70]	[1,228.00]	[1,586.70]			
Conflict Stabilization Operations	—	—	—	—	—	—	—	—	—	—			
Ed. & Cultural Exchanges	590.90	639.77		639.77	572.67		572.67	602.79		602.79			
Office of Inspector General	139.30	87.07	57.4	144.47	87.07	54.90	141.97	87.07	54.90	141.97			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
Representation Expenses	8.03	8.26		8.26	8.03		8.03	8.03		8.03			
Protection of Foreign Missions & Officials	30.04	30.34		30.34	30.34		30.34	30.04		30.04			
Emergency-Diplomatic & Consular Services	7.90	7.90		7.90	7.90		7.90	7.90		7.90			
Repatriation Loans	1.30	1.30		1.30	1.30		1.30	2.30		2.30			
Payment American Institute Taiwan	30.00	31.96		31.96	31.96		31.96	30.00		30.00			
Foreign Service Retirement (mandatory) ^b	158.90	158.90		158.90	158.9		158.90	158.90		158.90			
International Orgs, Subtotal	3,906.85	2,097.82	1,834.24	3,932.06	2,061.01	1,684.24	3,745.25	1,843.25	1,452.28	3,295.53			
Contributions to Int'l Orgs	1,446.19	1,290.89	96.24	1,387.13	1,279.08	96.24	1,375.32	1,279.38	66.61	1,345.99			
Contributions, International Peacekeeping	2,460.66	806.93	1,588.00	2,394.93	781.93	1,588.00	2,369.93	563.87	1,385.67	1,949.54			
Peacekeeping Response Mechanism	—	—	150.00	150.00	—	—	—	—	—	—			
International Commission subtotal (Function 300)	122.72	121.29		121.29	126.29		126.29	123.65		123.65			
Int'l Boundary/U.S.-Mexico	73.77	76.53		76.53	76.53		76.53	74.71		74.71			
American Sections	12.33	12.26		12.26	12.26		12.26	12.26		12.26			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
International Fisheries	36.68	32.50		32.50	37.50		37.50	36.68		36.68			
International Broadcast, Subtotal	749.59	777.84		777.84	772.69		772.69	767.15	10.70	777.85			
Broadcasting Operations	744.79	768.14		768.14	762.99		762.99	758.27	10.70	768.27			
Capital Improvements	4.80	9.70		9.70	9.70		9.70	8.88		8.88			
Related Approps, Subtotal	240.31	155.22		155.22	243.42		243.42	222.82		222.82			
Asia Foundation	17.00	12.00		12.00	17.00		17.00	17.00		17.00			
U.S. Institute of Peace	35.30	37.88		37.88	37.88		37.88	35.30		35.50			
Center for Middle East-West Dialogue-Trust & Program	0.12	0.12		0.12	0.12		0.12	0.12		0.12			
Eisenhower Exchange Programs	0.40	0.35		0.35	0.35		0.35	0.35		0.35			
Israeli Arab Scholarship Program	0.05	0.05		0.05	0.05		0.05	0.05		0.05			
East-West Center	16.70	—		— ^c	16.70		16.70	—		—			
National Endowment for Democracy	170.00	103.50		103.50	170.00		170.00	170.00		170.00			
International Chancery Center	0.74	1.32		1.32	1.32		1.32	[1.32]		[1.32]			
Other Commissions, Subtotal	12.26	12.47		12.47	12.47		12.47	12.47		12.47			
Preservation of America's Heritage Abroad	0.68	0.89		0.89	0.89		0.89	0.89		0.89			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
International Religious Freedom	3.50	3.50		3.50	3.50		3.50	3.50		3.50			
Security & Cooperation in Europe	2.58	2.58		2.58	2.58		2.58	2.58		2.58			
Congressional-Exec Commission on People's Republic of China	2.00	2.00		2.00	2.00		2.00	2.00		2.00			
U.S.-China Economic and Security Review	3.50	3.50		3.50	3.50		3.50	3.50		3.50			
FOREIGN OPERATION, TOTAL	36,405.25	26,101.85	13,637.08	39,738.93	26,091.10	9,427.26	35,518.36	26,222.60	9,727.93	35,950.53			
Title II. Admin of Foreign Assistance	1,517.18	1,440.09	249.80	1,689.89	1,355.67	286.72	1,642.39	1,452.01	98.46	1,550.47			
USAID Operating Expenses	1,282.88	1,306.34	113.46	1,419.80	1,221.93	152.88	1,374.81	1,184.42	98.46	1,282.88			
USAID Capital Investment Fund	168.30	66.15	133.84	199.99	66.15	133.84	199.99	199.99		199.99			
USAID Inspector General	66.00	67.60	2.50	70.10	67.60		67.60	67.60		67.60			
Title III. Bilateral Economic Assistance	24,124.16	16,531.02	11,250.24	27,781.26	16,507.12	7,283.15	23,790.27	17,061.53	7,121.57	24,183.10			
Global Health Programs (GHP), State + USAID	8,503.45	8,576.50		8,576.50	8,665.00		8,665.00	8,916.50		8,916.50			
<i>GHP (State Dept.)</i>	<i>[5,670.00]</i>	<i>[5,670.00]</i>		<i>[5,670.00]</i>	<i>[5,670.00]</i>		<i>[5,670.00]</i>	<i>[5,670.00]</i>		<i>[5,670.00]</i>			
<i>GHP (USAID)</i>	<i>[2,833.45]</i>	<i>[2,906.50]</i>		<i>[2,906.50]</i>	<i>[2,995.00]</i>		<i>[2,995.00]</i>	<i>[3,246.50]</i>		<i>[3,246.50]</i>			
Development Assistance	2,780.97	2,959.57		2,959.57	2,959.57		2,959.57	2,780.97		2,780.97			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
International Disaster Assistance (IDA)	2,794.18	125.00	2,785.20	2,910.20	474.76	1,919.42	2,394.18	909.06	1,885.13	2,794.19			
Transition Initiatives	67.00	15.00	136.09	151.09	30.00	37.00	67.00	40.60	37.00	77.60			
Complex Crises Fund	30.00	10.00	20.00	30.00	10.00	20.00	30.00	—	—	—			
Development Credit Authority—Admin	8.12	10.00		10.00	10.00		10.00	8.12		8.12			
Development Credit Authority Subsidy	[40.00]	[60.00]		[60.00]	(60.00)		[60.00]	[40.00]		[40.00]			
Economic Support Fund	4,302.27	2,408.45	6,132.55	8,541.00	1,576.36	2,735.01	4,311.37	1,601.56	2,422.67	4,024.23			
Democracy Fund	150.50	—		—	150.50		150.50	150.50		150.50			
Assistance for Europe, Eurasia and Central Asia	984.66	—		—	291.42	404.61	696.03	491.12	438.57	929.69			
Migration & Refugee Assistance	3,066.00	922.60	2,136.40	3,059.00	931.89	2,127.11	3,059.00	771.10	2,287.90	3,059.00			
Emergency Refugee and Migration	50.00	10.00	40.00	50.00	10.00	40.00	50.00	—	50.00	50.00			
Independent Agencies subtotal	1,363.50	1,460.40		1,460.40	1,367.50		1,367.50	1,363.50		1,363.50			
Inter-American Foundation	22.50	22.20		22.20	22.50		22.50	22.50		22.50			
African Development Foundation	30.00	28.20		28.20	30.00		30.00	30.00		30.00			
Peace Corps	410.00	410.00		410.00	410.00		410.00	410.00		410.00			
Millennium Challenge Corporation	901.00	1,000.00		1,000.00	905.00		905.00	901.00		901.00			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
Department of Treasury, subtotal	23.50	33.50		33.50	30.10		30.10	28.50		28.50			
Treasury Department Technical Assistance	23.50	33.50		33.50	30.20		30.20	28.50		28.50			
Title IV. Int'l Security Assistance	8,831.41	6,206.37	2,137.04	8,343.41	6,463.38	1,857.40	8,320.78	6,578.11	2,508.20	9,086.31			
International Narcotics Control & Law Enforcement	1,211.50	813.77	343.54	1,157.31	780.82	304.65	1,085.47	1,003.57	371.66	1,375.23			
Nonproliferation, Anti-Terrorism, Demining	885.47	454.20	342.25	796.45	490.20	214.25	704.45	506.38	379.09	885.47			
International Military Education & Training	108.12	110.30		110.30	109.50		109.50	110.30		110.30			
Foreign Military Financing	6,025.70	4,701.81	1,012.15	5,713.96	4,988.37	1,044.55	6,032.92	4,795.61	1,288.18	6,083.79			
Peacekeeping Operations	600.63	126.29	439.10	565.39	94.50	293.94	388.44	162.25	469.27	631.52			
Title V. Multilateral Assistance	2,628.97	2,617.92		2,617.92	2,342.53		2,342.53	1,741.91		1,741.91			
World Bank: Global Environment Facility	168.26	146.56		146.56	146.56		146.56	146.56		146.56			
International Clean Technology Fund	170.68	—		—	—	—	—	—	—	—			
Strategic Climate Fund	59.62	—		—	—	—	—	—	—	—			
Green Climate Fund	—	250.00		250.00	263.00		263.00	—	—	—			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
North American Development Bank	10.00	45.00		45.00	45.00		45.00	10.00		10.00			
World Bank: Int'l. Development Association	1,197.13	1,384.07		1,384.07	1,113.13		1,113.13	1,197.13		1,197.13			
Int. Bank Recon & Dev	186.96	5.96		5.96	5.96		5.96	5.96		5.96			
Inter-Amer. Dev. Bank - capital	102.02	21.94		21.94	21.94		21.94	21.94		21.94			
IADB: Enterprise for Americas MIF	—	—		—									
Asian Development Fund	104.98	99.23		99.23	99.23		99.23	99.23		99.23			
Asian Development Bank—capital	5.61	—		—									
African Development Fund	175.67	214.33		214.33	214.33		214.33	175.67		175.67			
African Development Bank - capital	34.12	32.42		32.42	32.42		32.42	32.42		32.42			
International Fund for Agricultural Development	31.93	30.00		30.00	30.00		30.00	30.00		30.00			
Global Agriculture and Food Security Program	43.00	23.00		23.00	23.00		23.00	23.00		23.00			
International Organizations & Programs	339.00	332.90		332.90	347.95		347.95	—	—	—			

	FY2016 Actual	2017 Request, as amended			FY2017 Senate Bill (S. 3117)			FY2017 House Bill (H.R. 5912)			CR Through 4/28/17 (P.L. 114-254)		
	Total	Enduring	OCO ^a	Total	Enduring	OCO	Total	Enduring	OCO	Total	Enduring	OCO	Total
Central American and Caribbean Catastrophic Risk Insurance Facility	—	12.50		12.50	—	—	—	—	—	—			
Global Infrastructure Facility	—	20.00		20.00	—	—	—	—	—	—			
Title VI. Export Assistance	(696.46)	(693.55)		(693.55)	(577.60)		(577.60)	(610.96)		(610.96)			
Export-Import Bank (net)	(473.25)	(433.40)		(433.40)	(414.30)		(414.30)	(417.75)		(417.75)			
Overseas Private Investment Corporation (net)	(283.21)	(340.85)		(340.85)	(244.00)		(244.00)	(258.21)		(258.21)			
Trade & Development Agency	60.00	80.70		80.70	80.7		80.7	65.00		65.00			
State, Foreign Ops & related Programs, TOTAL	52,863.21	37,902.39	20,669.98	58,572.37	37,341.90	15,060.00	52,401.90	37,343.91	14,895.00	52,238.91	37,830.00	19,196.00	57,026.00
Add Onsl/ Rescissions ^d					6.00	(165.00)	(159.00)						
State-Foreign Ops Total, Net of Rescissions	52,863.21	37,902.39	20,669.98	58,572.37	37,353.90	14,895.00	52,242.90	37,343.91	14,895.00	52,238.91	37,830.00	19,196.00	57,026.00

Source: Congressional Budget Justification, Department of State, Foreign Operations, and Related Programs, Fiscal Year 2017; CBO report on P.L. 114-254; 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. OCO Request numbers include a supplemental request made by the Administration on November 10, 2016, which included additional OCO funding for Diplomatic & Consular Programs (\$746.21 million); Office of Inspector General—State (\$2.50 million); Embassy Security, Construction and Maintenance (\$1,024.00 million); Migration and Refugee Assistance (\$260.40 million); International Narcotics Control and Law Enforcement (\$19.30 million); Economic Support Fund (\$2,460.40 million); Peacekeeping Operations (\$90.00 million); Nonproliferation, Antiterrorism, Demining and Related (\$128.00 million); International Disaster Assistance (\$953.20 million); USAID Operating Expenses (\$15.00 million); Transition Initiatives (\$73.49 million); and Office of Inspector General—USAID (\$2.50 million)

- b. This account is mandatory spending, so State Operations and SFOPS totals in this table differ from budget totals in the International Affairs Congressional Budget Justification that include only discretionary spending.
- c. The request includes \$10.8 million for the East-West Center under the Educational and Cultural Exchanges account.
- d. FY2015 rescission is from the Export-Import Bank account; \$6 million add-on in the FY2017 Senate bill was in title VII, for special immigrant visas; the \$165 million rescission in the FY2017 Senate bill is from the ESF-OCO account.
- e. Totals for P.L. 114-254 are from the CBO report on the legislation, available at <https://www.cbo.gov/sites/default/files/114th-congress-2015-2016/costestimate/hr2028.pdf>.

Appendix B. International Affairs (150) Function Account, FY2015 Actual, FY2016 Estimate, and FY2017 Request and Legislation

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.

Table B-1. International Affairs Budget, FY2015, FY2016, and FY2017 Request and House and Senate Proposals
(in millions of current U.S. dollars)

	FY2015 Actual	FY2016 Estimate	FY2017 Request, as amended	FY2017 Senate Bills	FY2017 House Bills
State-Foreign Operations, excluding commissions^a	52,805.10	52,740.49	58,438.61	52,116.61	52,115.26
Commerce-Justice-Science					
Foreign Claim Settlement Commission	1.99	2.37	2.41	2.37	2.37
Int'l Trade Commission	85.38	88.84	92.87	88.50	90.00
Agriculture					
P.L. 480	1,466.00	1,716.00	1,350.00	1,600.00	1,466.00
McGovern-Dole	191.63	201.63	182.05	201.63	201.63
Local/Regional Procurement	—	—	15.00	0.00	
Total International Affairs (150)	54,550.10	54,749.33	60,080.94	54,009.11	53,875.26

Source: Congressional Budget Justification, Department of State, Foreign Operations, and Related Programs, Fiscal Year 2017; Supplemental FY2017 request of November 10, 2016; S. 3117; H.R. 5912; H.Rept. 114-531; S.Rept. 114-259; H.Rept. 114-605; S.Rept. 114-239; and CRS calculations.

- a. Includes mandatory spending from the Foreign Service retirement account, and does not align with budget justification figures that only count discretionary spending. Funding for certain international commissions appropriated in the State-Foreign Operations bill are excluded here because they fall under function 300 of the budget, not function 150 (International Affairs).
- b. The FY2017 Senate Agriculture appropriations bill provides \$10 million for a local and regional procurement program, but does so through the McGovern-Dole account rather than a separate account as requested.

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