

Congressional Spending Bills Include Critical New Resources for Development and Diplomacy to Confront Unprecedented Global Threats

Comparison of House and Senate Funding Levels for the FY22 International Affairs Budget

OCTOBER 29, 2021

Executive Summary

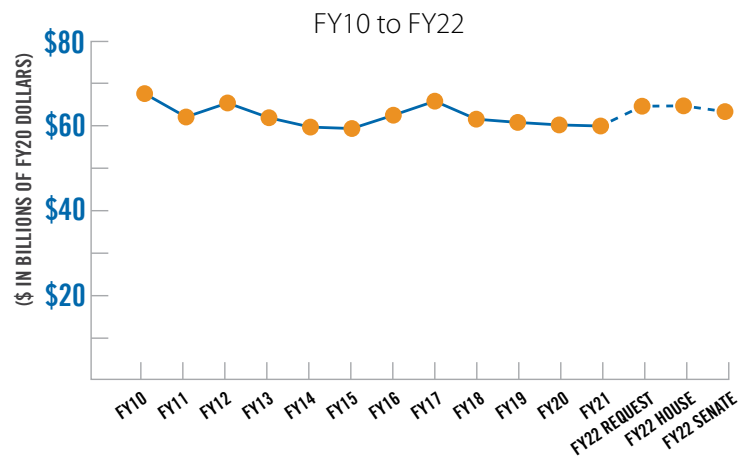
As the last 19 months have made clear, COVID-19 has dramatically changed the global landscape – severely impacting the world economy and jobs here at home and exacerbating crises from conflict to hunger to migration. Today, America is facing unprecedented growing global threats that directly impact the health, security, and economic interests of all Americans.

To confront these threats and advance American interests, the Administration’s Budget Request for Fiscal Year 2022 – released earlier this year – [proposed](#) the largest increase to the regular International Affairs Budget in over a decade and a \$6.6 billion (12%) increase compared to the FY21 non-emergency enacted level.

The topline funding levels provided by the House and Senate for the FY22 International Affairs Budget similarly increase resources compared to the FY21 enacted level. However, while the House-approved level is \$128 million (0.2%) above the Administration’s request, the Senate Appropriations Committee falls short of the request by \$1.5 billion (2.4%).

To fight COVID-19 and prepare for the next pandemic, tackle growing humanitarian crises, and ensure American competitiveness on the global stage, the additional resources provided by the House and Senate for the FY22 International Affairs Budget are an essential down payment on America’s recovery, prosperity, and security. At the same time, [experts](#) have made clear that America must step up and do more.

TOTAL INTERNATIONAL AFFAIRS BUDGET FUNDING



INTERNATIONAL AFFAIRS BUDGET SNAPSHOT

	FY21 Enacted ¹	FY22 Request ²	FY22 House	FY22 Senate
Base	\$49.4 billion	\$64.0 billion	\$64.1 billion	\$62.5 billion
OCO	\$8.0 billion	\$0	\$0	\$0
TOTAL	\$57.4 billion	\$64.0 billion³	\$64.1 billion³	\$62.5 billion³

¹ Another \$16.1 billion was provided in primarily COVID-related FY21 emergency funding

² Reflects CBO’s re-estimate of the Administration’s request

³ Excludes \$2.2 billion in FY22 emergency funding for Afghan refugees attached to the FY22 Continuing Resolution

There is a legacy of strong, bipartisan support in Congress for America’s development and diplomacy tools. In recent years, Members on both sides of the aisle have overwhelmingly rejected calls to dramatically cut international affairs programs and have worked together to ensure strong funding for the International Affairs Budget.

As negotiations between Congress and the Administration on final FY22 spending bills begin in earnest, the USGLC urges policymakers to provide no less than the House-approved funding level to ensure our international affairs investments truly meet today’s unprecedented global needs.

The following analysis is a comparison of the House and Senate proposals alongside the Administration’s request for the FY22 International Affairs Budget.

I. Select Highlights of Similarities and Differences

For the agencies and accounts funded through the International Affairs Budget, the resources provided by the House and Senate generally align with each other and the Administration’s request. However, there are some notable areas where differences exist. Select highlights of these similarities and differences are included in the chart below.

FY21 HOUSE AND SENATE COMPARISON

Similarities	Differences
<ul style="list-style-type: none"> ▶ Global Health Security: Both the House and Senate increase funding by 426% (\$810 million) over the FY21 enacted level, slightly above the Administration’s request. ▶ Development Assistance (DA): Both the House and Senate provide a 16% (\$575 million) increase above FY21 enacted, in line with the Administration’s request. ▶ Humanitarian Assistance: Both the House and Senate increase funding by 9% (\$700 million) over the FY21 enacted level, consistent with the Administration’s request. ▶ Climate Change: The House and Senate both substantially increase funding to address international climate change, going even beyond the increases requested by the Administration. 	<ul style="list-style-type: none"> ▶ Development Finance Corporation: The House matches the Administration’s request to increase funding by 5% (\$30 million) above the FY21 enacted level, while the Senate provides \$100 million more. ▶ Democracy Fund: The House mirrors the Administration’s request to hold funding flat at the FY21 enacted level, while the Senate provides a 17% (\$50 million) increase. ▶ Diplomatic Programs: The House matches the Administration’s request to increase funding by 3% (\$307 million) above FY21 enacted, while the Senate cuts funding by 1% (\$129 million). ▶ Bilateral HIV/AIDS: The Senate matches the Administration’s request to maintain funding at the FY21 enacted level, while the House provides a 3% (\$150 million) increase.

II. Notable Program and Policy Issues

Global Health Programs

Both the House and Senate increase overall funding for Global Health Programs compared to the FY21 enacted level, far exceeding the Administration's FY22 request. The House provides a total of \$10.64 billion, and the Senate provides a total of \$10.35 billion – 16% (\$1.45 billion) and 13% (\$1.16 billion), respectively, above the FY21 enacted level and substantially higher than the 9% (\$855 million) increase proposed by the Administration. A few areas to note:

- ▶ As COVID-19 continues to wreak havoc around the world, both the House and Senate increase funding for **Global Health Security** by 426% (\$810 million) compared to the FY21 enacted level – slightly more than requested by the Administration – to help bolster countries' capacity to prevent, detect, and respond to infectious disease threats.
- ▶ While the Administration's proposal would maintain funding for **Tuberculosis** at the FY21 enacted level, both the House and Senate provide significant increases of 47% (\$150 million) and 25% (\$81 million), respectively.
- ▶ The Senate increases funding for **Maternal and Child Health** by 10% (\$85 million) compared to the FY21 enacted level – 7% (\$61 million) more than the Administration's request and the House-approved level – in part to allow for a 55% (\$36 million) increase for **polio eradication** efforts.
- ▶ In line with the Administration's request, the House and Senate maintain funding at the FY21 enacted levels for U.S. contributions to the **Global Fund** and **Gavi, the Vaccine Alliance**.
- ▶ Both the House and Senate provide more funding for **international family planning** compared to the FY21 enacted level and the Administration's FY22 request, including increases of 115% (\$38 million) and 69% (\$23 million), respectively, for the UN Population Fund. Both chambers also permanently repeal the Mexico City Policy, also known as the Global Gag Rule, and the House also removes existing Helms Amendment restrictions.

GLOBAL HEALTH FUNDING*

	FY21 Enacted	FY22 Request	FY22 House	FY22 Senate
PEPFAR	\$4.37 billion	\$4.37 billion	\$4.52 billion	\$4.37 billion
Global Fund	\$1.56 billion	\$1.56 billion	\$1.56 billion	\$1.56 billion
USAID HIV/AIDS	\$330 million	\$330 million	\$330 million	\$330 million
Malaria	\$770 million	\$770 million	\$820 million	\$800 million
Tuberculosis	\$319 million	\$319 million	\$469 million	\$400 million
Maternal & Child Health	\$856 million	\$880 million	\$880 million	\$941 million
Vulnerable Children	\$25 million	\$25 million	\$30 million	\$31 million
Nutrition	\$150 million	\$150 million	\$160 million	\$160 million
Family Planning	\$608 million	\$640 million	\$830 million	\$705 million
Neglected Tropical Diseases	\$103 million	\$103 million	\$113 million	\$113 million
Global Health Security	\$190 million	\$995 million	\$1 billion	\$1 billion
TOTAL	\$9.2 billion	\$10.05 billion	\$10.64 billion	\$10.35 billion

*State Department and USAID Global Health accounts only, except for family planning

Development and Economic Assistance

Consistent with the Administration’s FY22 request, both the House and Senate increase overall funding for State Department and USAID development and economic assistance compared to the FY21 enacted level. Within this total, there are some notable similarities and differences:

- ▶ Both chambers match the Administration’s proposal to boost funding for **Development Assistance** by 16% (\$575 million) and **Assistance to Europe, Eurasia, and Central Asia** by 2% (\$19 million), while maintaining funding for the **Millennium Challenge Corporation** at its FY21 enacted level.
- ▶ Reflecting a decision by House and Senate Appropriators to have the Treasury Department cover the full cost of the proposed U.S. contribution to the Green Climate Fund – rather than splitting it between the Departments of Treasury and State, as proposed by the Administration – both chambers include a smaller increase for the **Economic Support Fund** compared to the Administration’s FY22 request.
- ▶ The Senate includes 17% (\$50 million) more for the **Democracy Fund** than the House or the Administration’s request, while the House boosts funding for the **Peace Corps** by 5% (\$20 million) above the Senate level and the Administration’s request.

ECONOMIC AND DEVELOPMENT ASSISTANCE FUNDING

	FY21 Enacted	FY22 Request	FY22 House	FY22 Senate
Development Assistance	\$3.5 billion	\$4.1 billion	\$4.1 billion	\$4.1 billion
Economic Support Fund	\$3.15 billion	\$4.26 billion	\$3.64 billion	\$3.48 billion
AEECA	\$770 million	\$789 million	\$789 million	\$789 million
Democracy Fund	\$291 million	\$291 million	\$291 million	\$341 million
MCC	\$912 million	\$912 million	\$912 million	\$912 million
Peace Corps	\$411 million	\$411 million	\$431 million	\$411 million

Humanitarian Assistance

With humanitarian crises escalating in countries from Afghanistan to Ethiopia to Yemen, the House and Senate match the Administration’s request to increase humanitarian assistance funding by 9% (\$700 million) compared to the FY21 level enacted.

HUMANITARIAN ASSISTANCE FUNDING

	FY21 Enacted	FY22 Request	FY22 House	FY22 Senate
Disaster Assistance	\$4.4 billion	\$4.68 billion	\$4.68 billion	\$4.68 billion
Migration and Refugees	\$3.43 billion	\$3.85 billion	\$3.85 billion	\$3.85 billion
Emergency Refugee	\$100,000	\$100,000	\$100,000	\$100,000
TOTAL	\$7.83 billion	\$8.53 billion	\$8.53 billion	\$8.53 billion

Peacekeeping

Both the House and Senate increase overall funding for peacekeeping operations compared to the FY21 enacted level, although by less than the Administration's request. A few areas to note:

- ▶ In line with the Administration's request, the House increases funding for **UN Peacekeeping** by 32% (\$472 million) compared to the FY21 enacted level. The Senate provides a more modest increase of 26% (\$372 million).
- ▶ Both the House and Senate suspend the statutory 25% cap on assessed U.S. contributions to UN peacekeeping and include funds to fully cover the U.S. FY22 peacekeeping assessment and to begin paying down accumulated arrears, which currently total \$1 billion.

PEACEKEEPING FUNDING

	FY21 Enacted	FY22 Request	FY22 House	FY22 Senate
UN Operations	\$1.46 billion	\$1.93 billion	\$1.93 billion	\$1.83 billion
Non-UN Operations	\$441 million	\$469 million	\$461 million	\$465 million
TOTAL	\$1.9 billion	\$2.4 billion	\$2.39 billion	\$2.29 billion

International Security Assistance

Generally consistent with the Administration's request, the House and Senate maintain funding for international security assistance programs at close to FY21 enacted levels, providing only minor increases for some accounts. Of note:

- ▶ Matching Administration's request, both chambers sustain funding for **Foreign Military Financing** – by far the largest security assistance account – at the FY21 enacted level of \$6.18 billion.
- ▶ In contrast to the Administration's request to increase funding for **International Narcotics Control, and Law Enforcement** by 10% (\$140 million) compared to the FY21 enacted level, both the House and Senate provide only small increases of \$10 million and \$3 million, respectively – holding funding essentially flat.

Multilateral Assistance and International Organizations

The House and Senate provide large increases for international financial institutions and other multilateral institutions, consistent with – and sometimes exceeding – the Administration's FY22 request.

- ▶ Both chambers match the Administration's request of \$1.66 billion for **Contributions to International Organizations** to cover the cost of U.S. assessed contributions to the UN and other international organizations – a 10% (\$157 million) increase compared to the FY21 enacted level.
- ▶ Funding for **International Organization and Programs** – the source of U.S. voluntary contributions to UN-affiliated and other international entities – increases by 23% (\$90 million) in the House and 22% (\$85 million) in the Senate compared to the FY21 enacted level. These levels exceed the Administration's request by \$20 million and \$15 million, respectively.

- ▶ Funding for U.S. contributions to **International Financial Institutions** sees an increase of 119% (\$2 billion) in the House and 126% (\$2.1 billion) in the Senate compared to the FY21 enacted level – with most of the additional funding going to the Green Climate Fund and Clean Technology Fund. These levels exceed the Administration’s request by \$448 million and \$558 million, respectively.

Development Finance Corporation

The Administration’s FY22 request included a total of \$601 million for the **U.S. International Development Finance Corporation (DFC)** – 5% (\$30 million) above the FY21 enacted level – including \$148 million for administrative expenses, \$450 million for program costs, and \$3 million for the Inspector General. The House funds the DFC at the Administration’s requested level while the Senate provides an additional \$50 million each for administrative expenses and program costs, for a total of \$701 million. Of note:

- ▶ The Senate directs that additional funding be focused on two thematic areas – climate change and countering Chinese influence abroad.
- ▶ Both the House and Senate continue to follow the Administration’s lead in treating equity investments on a dollar-for-dollar basis – similar to grants – which could limit DFC’s ability to catalyze more significant amounts of private investment. However, both chambers direct the DFC to submit a report to Congress outlining potential scoring alternatives, including net present value scoring.
- ▶ In FY22, the DFC is projected to offset most of its costs through the interest and fees it collects, making it largely self-sustaining.

International Food Assistance

Both the House and Senate increase funding for international food assistance programs provided through the Agriculture Appropriations bill compared to FY21 enacted levels.

- ▶ Both chambers reject the Administration’s request to shift \$170 million in funding from **Food for Peace** to the International Disaster Assistance Emergency Food Security Program and fully fund the program at or above the FY21 enacted level.
- ▶ While the Administration proposed flat funding for the **McGovern-Dole International Food for Education and Child Nutrition Program**, both the House and Senate increase its funding by 6.5% (\$15 million) compared to the FY21 enacted level.

AGRICULTURE APPROPRIATIONS INTERNATIONAL PROGRAMS SNAPSHOT

	FY21 Enacted	FY22 Request	FY22 House	FY22 Senate
Food for Peace/PL 480 Title II	\$1.74 billion	\$1.57 billion	\$1.74 billion	\$1.76 billion
McGovern-Dole	\$230 million	\$230 million	\$245 million	\$245 million
TOTAL	\$1.97 billion	\$1.8 billion	\$1.99 billion	\$2.01 billion

III. Other Funding and Policy Priorities

- ▶ **Combating Climate Change:** Both the House and Senate exceed the Administration's request for international climate change funding, which is already 418% (\$2.1 billion) above the FY21 enacted level. Compared to the Administration's proposal, the House level is 1% higher and includes a larger contribution to the Green Climate Fund while reducing the contribution to the Clean Technology Fund and bilateral funding. The Senate level is 14% above the Administration's request, largely due to higher multilateral contributions.
- ▶ **Addressing Root Causes of Migration:** The House fully funds the Administration's request of \$861 million for assistance to Central America, a 70% (\$355 million) increase compared to the FY21 enacted level. The Senate also increases funding compared to FY21, but by a more modest 29% (\$148 million). While expressing support for addressing the root causes of migration, both chambers also highlight concerns about the level of corruption in Central American countries and its impact on these efforts.
- ▶ **Competing with China:** Consistent with the Administration's request and the FY22 enacted level, both the House and Senate provide \$300 million for the Countering PRC Influence Fund to support activities that counter the Chinese government's influence around the world.
- ▶ **Promoting Gender Equity and Equality:** The House and Senate fully fund the Administration's request for the Gender Equity and Equality Action (GEEA) Fund, the successor to the Women's Global Development and Prosperity (W-GDP) Fund, at \$200 million – equal to the FY21 enacted level.
- ▶ **State Department and USAID Staffing.** Both the House and Senate fully fund the Administration's request for human resources, indicating congressional support for the State Department's proposed 2% (485 position) staffing increase. Both chambers also increase funding for USAID Operating Expenses compared to the FY21 enacted level to support staffing increases – although the House comes in \$72 million below the Administration's request while the Senate exceeds it by \$108 million specifically to fund additional personnel.

IV. What's Ahead

With the current Continuing Resolution (CR) set to expire on December 3rd, Congress and the Administration have just a few short weeks to negotiate a deal to keep the government funded past this deadline.

Slim majorities in the House and Senate means bipartisan support will be needed for Congress to pass final FY22 spending bills. However, negotiations between Democrats and Republicans have been stalled for months due to disagreements over topline levels for Defense and Non-Defense Discretionary spending.

If Congress and the Administration are unable to reach a deal in short order, another short-term funding patch may be needed to prevent a government shutdown and give more breathing room for bipartisan negotiations.

V. Additional Information and Resources

- ▶ USGLC Analysis of the Administration’s FY21 International Affairs Budget Request
<https://www.usglc.org/media/2021/06/USGLC-FY22-Budget-Analysis.pdf>
- ▶ House FY22 State-Foreign Operations Appropriations Bill & Report
 - <https://www.congress.gov/117/bills/hr4373/BILLS-117hr4373rh.pdf>
 - <https://www.congress.gov/117/crpt/hrpt84/CRPT-117hrpt84.pdf>
- ▶ House FY22 Agriculture Appropriations Bill & Report
 - <https://www.congress.gov/117/bills/hr4356/BILLS-117hr4356rh.pdf>
 - <https://www.congress.gov/117/crpt/hrpt82/CRPT-117hrpt82.pdf>
- ▶ Senate FY22 State-Foreign Operations Appropriations Bill & Report
 - <https://www.appropriations.senate.gov/imo/media/doc/Agriculture,%20Rural%20Development,%20Food%20and%20Drug%20Administration,%20and%20Related%20Agencies%20Bill.pdf>
 - <https://www.appropriations.senate.gov/imo/media/doc/Agriculture,%20Rural%20Development,%20Food%20and%20Drug%20Administration,%20and%20Related%20Agencies%20Report.pdf>
- ▶ Senate FY22 Agriculture Appropriations Bill & Report
 - <https://www.appropriations.senate.gov/imo/media/doc/Agriculture,%20Rural%20Development,%20Food%20and%20Drug%20Administration,%20and%20Related%20Agencies%20Bill.pdf>
 - <https://www.appropriations.senate.gov/imo/media/doc/Agriculture,%20Rural%20Development,%20Food%20and%20Drug%20Administration,%20and%20Related%20Agencies%20Report.pdf>

VI. Account-by-Account Details

- ▶ Download the account-by-account details
 - <https://www.usglc.org/media/2021/11/FY22-Account-by-Account-Summary-HAC-SAC-Comparison.xlsx>