



# Supplemental Funding for Ukraine: Department of State, Foreign Operations, and Related Programs (SFOPS)

Updated May 26, 2022

As of May 26, 2022, the Biden Administration has submitted to Congress two emergency supplemental funding requests to address the crisis caused by [Russia's invasion of Ukraine](#). The first, submitted on March 2, 2022, included \$5 billion for Department of State, Foreign Operations, and Related Programs (SFOPS) appropriations accounts, among other funding. On March 15, 2022, Congress enacted the Ukraine Supplemental Appropriations Act (USAA, P.L. 117-103, Div. N), which provided \$6.8 billion for SFOPS accounts. The Administration's second supplemental funding request, submitted to Congress on April 28, called for an additional \$14.75 billion in SFOPS funding related to Ukraine. On May 21, 2022, Congress enacted the Additional Ukraine Supplemental Appropriations Act (AUSAA, P.L. 117-128), which included \$18.946 billion for SFOPS accounts.

## March 2 Emergency Supplemental Funding Request and USAA

The Administration's March 2 emergency supplemental funding request for Ukraine included [\\$5 billion for SFOPS accounts](#) as part of a broader package that would have provided a total of \$10 billion for Ukraine and \$22.5 billion for response activities related to the Coronavirus Disease 2019 (COVID-19) pandemic.

According to the request, the \$5 billion for SFOPS would have been divided among four appropriations accounts to “bolster U.S. security and economic assistance to Ukraine as well as regional allies and partners” and “support lifesaving humanitarian assistance, including emergency food assistance, and additional support for vulnerable populations and communities.” The Administration also proposed increased flexibility for SFOPS funding through changes to existing authorities, new transfer authorities to move funds between SFOPS accounts, and the authority to reprogram (i.e., to move funds within an account) both FY2022 and prior-year funds. The Administration asserted in the request that these changes would afford it “maximum flexibility in supporting Ukraine, our European allies and partners, and other emergent global needs.”

Congress enacted the USAA on March 15, 2022. The measure included \$6.8 billion for SFOPS appropriations accounts (**Table 1**), out of a total of \$13.6 billion, as well as new authorities (**Table 2**).

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The remaining USAA funds included \$6.5 billion for Department of Defense (DOD) appropriations accounts, \$100 million for Food for Peace international food aid, and about \$172 million in support of other U.S. government agency responses to Russia’s 2022 invasion of Ukraine.

### April 28 Emergency Supplemental Funding Request

The Administration’s April 28 request to Congress called for \$14.76 billion in emergency supplemental funding for SFOPS accounts, out of a total of \$33 billion requested for Ukraine and the region. The request included funding for purposes beyond the March 2 request, including to “help food insecure countries around the world” and to “work through the international financial institutions to support Ukraine and other countries impacted by the crisis.” As with the March 2 request, the Administration also proposed amending certain authorities, including raising Section 506(a)(1) drawdown authority by \$5.0 billion (to a total of \$8.0 billion) and increasing Section 614 authority by \$500 million (to a total of \$1.0 billion), among others.

Congress enacted the AUSAA on May 21, 2022. The measure included \$18.946 billion for SFOPS appropriations accounts (**Table 1**), out of a total of \$40.1 billion, as well as new authorities (**Table 2**). The remaining AUSAA funds included \$20.1 billion for DOD appropriations accounts, \$900 million for carrying out U.S. refugee and entrant assistance activities in support of Ukrainian nationals, and \$195 million in support of other U.S. government agency responses to Russia’s invasion of Ukraine.

**Table 1. SFOPS Emergency Supplemental Appropriations for Ukraine: Administration Requests and Enacted Appropriations**

(In millions of U.S. current dollars)

Appropriations Account	March 2 Request	USAA Enacted	April 28 Request	AUSAA Enacted
Dept. of State Diplomatic Programs	—	125.00	—	190.00
Dept. of State Capital Investment Fund	—	—	—	10.00
Dept. of State Office of Inspector General	—	4.00	—	4.00
Embassy Security, Construction, and Maintenance	—	—	—	110.00
U.S. Agency for Global Media	—	25.00	—	—
USAID Operating Expenses	—	25.00	—	17.00
USAID Office of Inspector General	—	4.00	—	1.00
International Disaster Assistance	2,000.00	2,650.00	700.00	4,348.00
Transition Initiatives	—	120.00	—	—
Economic Support Fund	1,750.00	647.00	8,760.00	8,766.00
Assistance for Europe, Eurasia and Central Asia	—	1,120.00	—	—
Migration and Refugee Assistance	750.00	1,400.00	150.00	350.00
International Narcotics Control and Law Enforcement (INCLE)	—	30.00	400.00	400.00
Nonproliferation, Anti-terrorism, Demining and Related Programs (NADR)	—	—	100.00	100.00
Foreign Military Financing (FMF)	500.00	650.00	4,000.00	4,000.00

Appropriations Account	March 2 Request	USAA Enacted	April 28 Request	AUSAA Enacted
European Bank for Reconstruction and Development	—	—	500.00	500.00
Global Agriculture and Food Security Program	—	—	150.00	150.00
<b>Total</b>	<b>5,000.00</b>	<b>6,800.00</b>	<b>14,760.00</b>	<b>18,946.00</b>

**Source:** Letter from OMB Acting Director Shalanda Young; P.L. 117-103; Addendum A: Detailed Funding Request, Assistance to Ukraine; P.L. 117-128.

**Table 2. Selected SFOPS Authorities: Administration Requests and Enacted**

March 2 Request	USAA Enacted
Amend Section 506(a)(1) of the Foreign Assistance Act of 1961 (FAA, P.L. 87-195) to raise the maximum value of defense article drawdowns by \$1.2 billion (the original cap was \$100 million).	Amended Section 506(a)(1) to raise the drawdown authority to a total of \$3.0 billion.
Amend Section 614 (special authority to provide assistance in situations of vital national security interest) of the FAA to increase authority by \$250 million.	Amended Section 614(a)(4)(A)(ii) of the FAA to increase authority from \$250 million to \$500 million. Also amended Section 614(a)(4)(C) to adjust existing limitations to higher dollar amounts.
Amend Sections 516(f) and 516(g)(1) of the FAA (on excess defense articles [EDA]). (The Administration did not cite such sections specifically in its request but proposed waiving both the notification requirement and the \$500 million limit on the provision of EDA).	Allows for the President to transfer EDA to “Ukraine and to allies and partners in Europe” pursuant to Section 516 without regard to the notification requirements in Sections 516(f)(1) and 516(g).
Authority to “reprogram FY2022 and prior-year funds for Ukraine regardless of existing appropriations directives.”	Provides transfer authorities among accounts, which are “in addition to any other transfer authority provided by law.”
April 28 Request	AUSAA Enacted
Amend Section 506(a)(1) of the FAA to raise the drawdown maximum by \$5.0 billion.	Amends Section 506(a)(1) to raise the drawdown maximum to \$11.0 billion.
Amend Section 614 of the FAA to increase authority by \$500 million.	Amends Section 614(a)(4)(A)(ii) of the FAA to increase authority to \$1.0 billion. Also amends Section 614(a)(4)(C) to adjust existing limitations to higher dollar amounts.
Amend Section 7035(b)(5) of the Department of State, Foreign Operations, and Related Programs Appropriations Act, 2022 (P.L. 117-103, Div. K) to increase the Special Defense Acquisition Fund obligations cap by \$1.0 billion.	N/A

**Source:** Letter from OMB Acting Director Shalanda Young; P.L. 117-103; Addendum A: Detailed Funding Request, Assistance to Ukraine; P.L. 117-128.

**Note:** For more information on the use of Sections 506(a)(1) and 614(a)(4)(A)(ii) of the FAA, see CRS In Focus IF12040, *U.S. Security Assistance to Ukraine*, by Christina L. Arabia, Andrew S. Bowen, and Cory Welt.

## Outlook

Although USAA was passed with little disagreement among Members, AUSAA sparked debate, particularly in the Senate, about the measure’s overall funding level and oversight mechanisms. Eleven Senators voted against the AUSAA, with some citing concerns that the bill “[neglects priorities at home](#)” or should be “[offset with cuts](#)” to prioritize domestic concerns. [Others](#) raised concerns that the supplemental funds for Ukraine would not have adequate oversight and proposed amendments to the

measure: **one** would have expanded the Office of the Special Inspector General for Afghanistan Reconstruction (SIGAR) to become the Office of the Special Inspector General for Afghanistan Reconstruction and Ukrainian Military, Economic, and Humanitarian Aid; **another** would have established a new Office of the Special Inspector General for Ukrainian Military, Economic, and Humanitarian Aid. Though neither amendment was adopted, oversight may continue to be a focus of congressional interest as the Administration starts committing AUSAA funds to various purposes in Ukraine and the surrounding region.

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