

# CRS Report for Congress

Received through the CRS Web

## HIV/AIDS International Programs: Appropriations, FY2002 - FY2004

Raymond W. Copson  
Specialist in International Relations  
Foreign Affairs, Defense, and Trade Division

### Summary

The Administration's FY2004 request for international HIV/AIDS programs totaled about \$1.9 billion. The Consolidated Appropriations (P.L. 108-199), which was signed into law on January 23, 2004, would provide approximately \$2.2 billion, including bilateral HIV/AIDS programs and contributions to the Global Fund to Fight AIDS, Tuberculosis, and Malaria. The bill would provide a total of approximately \$2.4 billion for fighting HIV/AIDS and other infectious diseases, particularly tuberculosis and malaria. Most international HIV/AIDS funding is included in the Foreign Operations Appropriations and the appropriations for the Departments of Labor, Health and Human Services, and Education. On May 27, 2003, the President signed into law H.R. 1298 (P.L. 108-25), the United States Leadership Against HIV/AIDS, Tuberculosis, and Malaria Act of 2003, authorizing \$3 billion per year for FY2004 through FY2008 (a total of \$15 billion) to fight AIDS, tuberculosis, and malaria. Of this amount, up to \$1 billion was authorized for the Global Fund in FY2004. The Administration had requested \$200 million for the Global Fund, while H.R. 2673 would provide \$550 million (pre-rescission). For additional information, see CRS Issue Brief IB10050, *AIDS in Africa*; CRS Report RS21114, *HIV/AIDS: Appropriations for Worldwide Programs in FY2001 and FY2002*; and CRS Report RL31712, *The Global Fund to Fight AIDS, Tuberculosis, and Malaria: Background and Current Issues*.

### U.S. International HIV/AIDS Programs

Most funding for international HIV/AIDS programs is included in appropriations for Foreign Operations and for the Departments of Health and Human Services, Labor, and Education (Labor/HHS). **Table 1** summarizes requests and appropriations for international HIV/AIDS activities through these and other appropriations bills.

**Table 1. U.S. International HIV/AIDS Programs**  
(Including contributions to the Global Fund to Fight AIDS, Tuberculosis, and Malaria)  
(\$ millions)

<b>Program</b>	<b>FY2002 Actual</b>	<b>FY2003 Actual.<sup>a</sup></b>	<b>FY2004 Request</b>	<b>FY2004 House</b>	<b>FY2004 Senate</b>	<b>FY2004 Approp.<sup>l</sup></b>
1. Child Survival Assistance for bilateral programs	395.0	587.6	650.0	840.8 <sup>b</sup>	500.0 <sup>e,f</sup>	513.4
2. Foreign Operations Appropriation for the Global Fund	50.0	248.4	100.0	400.0 <sup>b</sup>	250.0 <sup>e,g</sup>	397.6
3. Other economic assistance	40.0	38.5	40.0	30.0 <sup>b</sup>	50.0 <sup>e</sup>	36.0 <sup>m</sup>
4. State Department Global AIDS Initiative (not including any earmarked Global Fund contributions)			450.0	See text	739.0 <sup>e,h</sup>	488.1
5. Foreign Military Financing	0	2.0	1.5	0	2.0 <sup>e</sup>	0
<b>6. Subtotal, Foreign Operations Appropriations</b>	<b>485.0</b>	<b>876.5</b>	<b>1241.5</b>	<b>1270.8</b>	<b>1541.0</b>	<b>1435.1</b>
7. CDC Global AIDS Program	143.8	182.6	293.8	242.6 <sup>c</sup>	292.6 <sup>i</sup>	291.9
8. CDC International Applied Prevention Research	11.0	11.0	11.0	11.0 <sup>e,d</sup>	11.0 <sup>i,d</sup>	11.0 <sup>d</sup>
9. NIH International Research	218.2	252.3	274.7	274.7 <sup>e,d</sup>	274.7 <sup>i,d</sup>	274.7 <sup>d</sup>
10. Global Fund contribution from NIH/HHS	125.0	99.3	100.0	100.0 <sup>c</sup>	150.0 <sup>i</sup>	149.1
11. DOL AIDS in the Workplace Initiative	8.5	9.9		0	10.0 <sup>j</sup>	9.9
<b>12. Subtotal, Labor/HHS Appropriations</b>	<b>506.5</b>	<b>555.1</b>	<b>679.5</b>	<b>628.3</b>	<b>738.3</b>	<b>736.6</b>
13. DOD HIV/AIDS prevention education with African armed forces	14.0	7.0		0	0	0
14. Section 416(b) Food Aid	25.0	24.8		0	25.0 <sup>k</sup>	24.8
<b>15. TOTAL</b>	<b>1,030.5</b>	<b>1,463.4</b>	<b>1,921.0</b>	<b>1,899.1</b>	<b>2,304.3</b>	<b>2,196.5</b>

- a. The programs in this column were funded by the FY2003 Omnibus Appropriations Legislation (H.J.Res. 2), except for Line 13, which is in P.L. 107-248, the Department of Defense (DOD) Appropriations.
- b. House-passed version of H.R. 2800, Foreign Operations Appropriations, FY2004.
- c. House-passed version of H.R. 2660, Departments of Labor, Health and Human Services, and Education Appropriations, FY2004.
- d. This amount is not specified in the legislation, but overall program funding appears sufficient.
- e. Senate-passed version H.R. 2800 and the report (S.Rept. 108-106) accompanying S. 1426.
- f. The bill itself specifies \$500 million in Child Survival aid for HIV/AIDS, but S.Rept. 108-106 counts \$105 million in AIDS-related malaria and tuberculosis funding to reach a \$605 million AIDS total.
- g. Additional funding provided by Sec. 699k ("DeWine Amendment") could have increased this amount.
- h. Includes \$150 million earmarked for International Mother and Child HIV Prevention Initiative. \$250 million earmarked for the Global Fund is shown separately.
- i. Senate-passed version of H.R. 2660. Includes an additional \$60 million for mother-to-child transmission prevention provided in Sec. 237.
- j. S.Rept. 108-81, Report to Accompany S. 1356, the original Senate bill.
- k. Senate-passed version of H.R. 2673, Agriculture Appropriations.
- l. Consolidated Appropriations Act, 2004 (P.L. 108-199), adjusted for the .59% rescission imposed in Division H, Sec. 168. The DOD Appropriations, referred to in line 13, passed separately.
- m. Includes the AIDS-related portion of \$53.5 million earmarked for AIDS, tuberculosis, and malaria in Eastern Europe and the Baltic States, as well as unearmarked assistance through other programs.

Where possible, amounts reported in Table 1 for FY2003 and for the FY2004 Consolidated Appropriations (P.L. 108-199) have been adjusted for the rescissions imposed at the end of each measure on specified budget authorities. The rescission for FY2003 was .65%, and the proposed rescission for FY2004 is .59%. It is not clear how or whether the rescissions affect the numbers recorded in italics, since these are not specified in the appropriations legislation but are part of larger programs. The figures in Table 1 include U.S. contributions to the Global Fund to Fight AIDS, Tuberculosis, and Malaria (Global Fund). The Fund reports that 60% of its funding goes to fight HIV/AIDS, while 23% goes toward malaria and 17% toward tuberculosis. Otherwise, Table 1 does not include spending for other infectious diseases, including tuberculosis and malaria, through the Child Survival and Health Programs Fund. For FY2003, the pre-rescission amount for other infectious diseases was \$155.5 million in FY2003, while \$185 million is proposed for FY2004 under the Consolidated Appropriations.

**HIV/AIDS in the Foreign Operations Appropriations.** Line 1 in Table 1 refers to HIV/AIDS funding through the Child Survival and Health Programs Fund, which is funded by Title II of the Foreign Operations Appropriations. The largest part of Child Survival HIV/AIDS spending goes toward the bilateral HIV/AIDS programs of the U.S. Agency for International Development (USAID). Line 2 refers to U.S. contributions to the Global Fund to Fight AIDS, Tuberculosis, and Malaria through the Foreign Operations Appropriations. The third line in Table 1 indicates that, apart from Child Survival Assistance funding, other economic assistance is used to combat the AIDS epidemic. This assistance includes food aid,<sup>1</sup> Economic Support Fund aid, assistance for the former Soviet Union under the Freedom Support Act (FSA), and Assistance for Eastern Europe and the Baltics (AEEB).

The Global AIDS Initiative, referred to in Line 4 of Table 1, is the major component of the Emergency Plan for AIDS Relief, announced by President Bush in his State of the Union message on January 28, 2003. This 5-year plan will total \$15 billion and is to include \$10 billion in new funds — that is, funds that would not have been spent if spending had continued at the FY2002 rate. The Global AIDS Initiative (GAI) will be a Department of State program, primarily focused, according to Administration plans, on 12 African countries as well as Haiti and Guyana.<sup>2</sup> Appropriations for the Initiative are slated to increase sharply in future years under the Administration plan. The major AIDS authorization signed into law in May 2003 (H.R. 1298/P.L. 108-25) established a Coordinator for the Initiative and made the Coordinator responsible for administering all international AIDS funds, which are to be deposited in a separate account at the Treasury. The Senate-passed version of the FY2004 Foreign Operations Appropriations (H.R. 2800) did not specifically mention the GAI under “Child Survival” or “Activities to Combat HIV/AIDS,” but report language (S.Rept. 108-106) indicated that apart from the Global Fund contribution routed through the GAI, \$450 million would go to the GAI itself. An

---

<sup>1</sup> Such aid is in addition to the Section 416(b) food aid listed in Table 1. For a description of food assistance programs, see CRS Issue Brief IB98006, *Agricultural Export and Food Aid Programs*, continually updated.

<sup>2</sup> Some favor including additional countries. See CRS Report RL32001, *AIDS in the Caribbean and Central America*. The FY2004 Consolidated Appropriations states that assistance should be provided for not fewer than 15 countries, at least one of which shall not be in Africa or the Caribbean.

additional \$289 million was designated for the GAI through an amendment to H.R. 2800 by Senator DeWine, adopted on October 30, 2003. These funds could have been used for additional contributions to the Global Fund (Sec. 699K). The House-passed version of H.R. 2800 did not include a specific Global AIDS Initiative heading either, but provided not more than \$50 million for grants and contracts to be made by the Coordinator. The FY2004 Consolidated Appropriations provides funding under a specific “Global HIV/AIDS Initiative” heading.

Line 5 of Table 1 refers to Foreign Military Financing (FMF) to support a Military Health Affairs program to complement the Department of Defense (DOD) program offering HIV/AIDS prevention education to African armed forces. This amount would be available in FY2004 according to language in the Senate report (S.Rept. 108-106) accompanying the Foreign Operations Appropriations. However, the program is not mentioned in the House-reported Foreign Operations Appropriations, nor in the Consolidated Appropriations. Line 6 is a subtotal permitting a comparison of funding levels in the Foreign Operations Appropriations, although again it should be noted that part of the appropriation for the Global Fund is used to fight tuberculosis and malaria rather than HIV/AIDS. The report on the FY2004 Consolidated Appropriations makes a calculation accounting for this and estimates that there is \$1.2835 billion strictly for HIV/AIDS under Foreign Operations. (*Congressional Record*, November 25, 2003, H12532). Additional U.S. funds go toward fighting the AIDS epidemic through U.S. contributions to the World Bank Group, which has its own HIV/AIDS programs.

In FY2003, \$18 million of Child Survival funding for HIV/AIDS was earmarked for microbicide research, and the Consolidated Appropriations would set aside \$22 million in FY2004. The FY2003 Omnibus provides up to \$10.5 million for the International AIDS Vaccine Initiative (IAVI), while the Consolidated Appropriations would boost this amount to not less than \$26 million in FY2004. The U.S. contribution to the United Nations Joint Program on HIV/AIDS (UNAIDS), which was \$18 million in FY2003, has been taken from the Child Survival HIV/AIDS appropriation, although the amount has not been earmarked. The Consolidated Appropriations, however, earmarks \$26 million for UNAIDS in FY2004. The bill also earmarks \$75 million for injection safety and blood safety programs, and states that \$15 million may be apportioned directly to the Peace Corps for AIDS, tuberculosis, and malaria programs.

**Labor/HHS Appropriations.** Lines 7 through 11 in Table 1 refer to international AIDS programs funded through the Labor/HHS Appropriations. The Centers for Disease Control and Prevention (CDC) at the Department of Health and Human Services receive appropriations for the Global AIDS Program (GAP), which promotes prevention, care, and capacity building in AIDS-stricken countries. In addition to GAP, CDC supports the Mother and Child HIV Prevention Initiative (see below), included with the GAP program in line 7, and international applied prevention research, referred to in line 8. Meanwhile, as indicated in line 9, the National Institutes of Health (NIH) also conducts research with an international dimension, focusing primarily on the development of a vaccine for international markets. Spending for this research, which like the CDC research is not earmarked, would increase under the FY2004 request. Line 10 refers to contributions to the Global Fund channeled through the National Institutes of Health (see **Table 2**). The Administration did not request funding for the Global AIDS in the Workplace Initiative of the Department of Labor (line 11) in FY2004, but the report on the FY2004

Consolidated Appropriations include \$10 million (pre-rescission). Line 12 provides a subtotal for international HIV/AIDS funding through the Labor/HHS Appropriations.

**Other Appropriations.** Line 13 in Table 1 refers to the Defense Department's AIDS prevention education program with African militaries. New funding for the education program itself was not requested for FY2003, but the conference version of the FY2003 Department of Defense Appropriations bill (P.L. 107-248) provided \$7 million to remain available until the end of FY2004. New funding has not been requested for FY2004 and is not provided in the Defense Appropriations (P.L. 108-87). For FY2002, Congress directed that of any aid provided through the Section 416(b) food aid program, which provides for the donation of surplus food commodities, \$25 million be used to mitigate the effects of AIDS on communities overseas. As line 14 of Table 1 indicates, Section 416(b) food aid was not requested for FY2003,<sup>3</sup> but was restored by the Omnibus. Funding was not requested for FY2004, but is included in the Department of Agriculture portion of the Consolidated Appropriations.

**Mother and Child Transmission Initiative.** The President's International Mother and Child HIV Prevention Initiative was announced on June 19, 2002. This initiative, under Administration plans, is to total \$500 million, with \$200 million requested in FY2003 and \$300 million requested in FY2004, to be provided in equal amounts from the Foreign Operations Appropriations and the Labor/HHS appropriations for CDC international AIDS programs. The Omnibus Appropriations provided the \$100 million requested through Foreign Operations in FY2003, but \$40 million rather than \$100 million was provided through the CDC (H.Rept. 108-10). The Consolidated Appropriations for FY2004 fully funds the request by providing up to \$150 million under Foreign Operations and \$150 million through the Centers for Disease Control.

**Total Funding.** Press and other accounts typically report that the FY2004 Consolidated Appropriations includes \$2.4 billion for international HIV/AIDS programs. However, this figure is actually the pre-rescission amount for fighting HIV/AIDS and other infectious diseases, particularly tuberculosis and malaria. Some other calculations attempt to reach a "pure" HIV/AIDS appropriations amount by counting only 60% of the appropriation for the Global Fund, reflecting the proportion the Global Fund spends just on HIV/AIDS. This approach would yield an HIV/AIDS appropriation of approximately \$2 billion. The FY2004 conference report total in line 15 of Table 1 is a post-rescission amount including HIV/AIDS appropriations and the full appropriation for the Global Fund — but not other funding for international malaria and tuberculosis programs.

## U.S. Contributions to the Global Fund

**Table 2** provides detail on appropriations for contributions to the Global Fund to Fight AIDS, Tuberculosis, and Malaria. To date, \$623 million has been made available for such contributions. Of this amount, \$100 million was appropriated under the FY2001 Supplemental Appropriations Act (P.L. 107-20), \$175 million was made available in FY2002 funds from various sources, and another \$348 million (rescission-adjusted) was appropriated in the FY2003 Omnibus Appropriations. Line 1 refers to the amounts to be

---

<sup>3</sup> *Budget of the United States Government, Fiscal Year 2003. Appendix, 197.*

directed to the Global Fund through Child Survival assistance. For FY2003, line 1 shows that the Administration had requested \$100 million through this account, whereas the Omnibus eventually provided \$248 million. For FY2004, the Administration has again requested \$100 million through this legislation as part of a \$200 million request for the Global Fund, whereas bills before Congress provide higher amounts.

**Table 2. Appropriations for U.S. Contributions to the Global Fund to Fight AIDS, Tuberculosis, and Malaria**  
(\$ millions)

	FY2001 Actual	FY2002 Actual	FY2003 Actual	FY2004 Request	FY2004 House	FY2004 Senate	FY2004 Approp.
1. Foreign Operations	100	40	248.375	100	400	250 <sup>a</sup>	397.6
2. Child Survival Assistance for other infections diseases		10					
3. Labor/HHS through NIH		100	99.350	100	100	150	149.1
4. Remaining amount from HHS		25					
<b>TOTAL</b>	<b>100</b>	<b>175</b>	<b>347.725</b>	<b>200</b>	<b>500</b>	<b>400</b>	<b>546.7</b>

a. Additional funding provided by Sec. 699k (“DeWine Amendment”) could have increased this amount.

## Other Legislation

H.R. 1298, the United States Leadership Against HIV/AIDS, Tuberculosis, and Malaria Act of 2003, was signed into law (P.L. 108-25) by President Bush on May 27, 2003. This bill authorizes \$3 billion per year from FY2004 through FY2008 (a total of \$15 billion) for international AIDS, tuberculosis, and malaria programs; and includes provisions with respect to AIDS policy coordination, debt forgiveness, and other issues. The bill states that of the amounts authorized, up to \$1 billion is authorized as a contribution to the Global Fund in FY2004, and such sums as may be necessary for the Fund in FY2005-2008. (For more detail on the contents of H.R. 1298, see CRS Issue Brief IB10050, *AIDS in Africa*.) However, during floor debate in the House on May 1, members of the House Appropriations Subcommittee on Foreign Operations expressed concern that the amounts authorized for FY2004 exceeded the amounts that had been budgeted (*Congressional Record*, p. H354). In an April 29, 2003, Rose Garden address praising the bill, President Bush reiterated that the Emergency Plan for AIDS Relief would begin with \$2 billion in FY2004 spending, and efforts to increase appropriations for FY2004 international HIV/AIDS, tuberculosis, and malaria appropriations to \$3 billion have not succeeded. As a result, many AIDS activists and others have argued that what they see as a pledge made in H.R. 1298 is not being fulfilled. Others maintain that additional resources cannot be provided in view of competing priorities or argue that added funds could not be spent effectively in FY2004 since the Global AIDS Initiative, the major vehicle for increased spending, is just getting underway. In a press conference on July 30, 2003, President Bush reiterated that the Administration remained committed to providing \$15 billion over 5 years but stated that the program needed to “ramp up” before it could absorb additional resources.