The Global Climate Change Initiative (GCCI): Budget Authority and Request, FY2010-FY2013

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Summary

The United States supports international financial assistance for global climate change initiatives in developing countries. Under the Obama Administration, this assistance has been articulated primarily as the Global Climate Change Initiative (GCCI), a platform within the President's 2010 Policy Directive on Global Development. The GCCI aims to integrate climate change considerations into U.S. foreign assistance through a full range of bilateral, multilateral, and private sector mechanisms to foster low-carbon growth, promote sustainable and climate-resilient societies, and reduce emissions from deforestation and land degradation. The GCCI is implemented through programs at three "core" agencies—the Department of State, the Department of the Treasury, and the U.S. Agency for International Development (USAID)—and is funded through the Administration's Executive Budget, Function 150 account, for State, Foreign Operations, and Related Programs.

Congress is responsible for several activities in regard to the GCCI, including (1) authorizing periodic appropriations for federal agency programs and multilateral fund contributions, (2) enacting those appropriations, (3) providing guidance to the agencies, and (4) overseeing U.S. interests in the programs and the multilateral funds. Recent budget authority for the GCCI was $323 million in FY2009, $939 million in FY2010, $819 million in FY2011, and $773 million in FY2012, and has been enacted through legislation including the Omnibus Appropriations Act, 2009 (H.R. 1105; P.L. 111-8); the Consolidated Appropriations Act, 2010 (H.R. 3288; P.L. 111-117); the Supplemental Appropriations Act, 2010 (H.R. 4899; P.L. 111-212); the Department of Defense and Full-Year Continuing Appropriations Act, 2011 (H.R. 1473; P.L. 112-10); and the Consolidated Appropriations Act, 2012 (H.R. 2055; P.L. 112-74). The Administration's GCCI FY2013 budget request is $770 million. Congressional committees of jurisdiction for the GCCI include the U.S. House of Representatives Committees on Foreign Affairs (various subcommittees); Financial Services, Subcommittee on International Monetary Policy and Trade; and Appropriations, Subcommittee on State, Foreign Operations, and Related Programs; and the U.S. Senate Committees on Foreign Relations, Subcommittee on International Development and Foreign Assistance, Economic Affairs, and International Environmental Protection; and Appropriations, Subcommittee on State, Foreign Operations, and Related Programs.

As Congress considers potential authorizations and/or appropriations for activities administered through the GCCI, it may have questions concerning U.S. agency initiatives and current bilateral and multilateral programs that address global climate change. Some potential concerns may include cost, purpose, direction, efficiency, and effectiveness, as well as the GCCI's relationship to industry, investment, humanitarian efforts, national security, and international leadership. This report serves as a brief overview of the GCCI, its structure, intents, and funding history. For a more detailed discussion of international financial assistance for climate change activities, see CRS Report R41808, *International Climate Change Financing: Needs, Sources, and Delivery Methods*, by Richard K. Lattanzio and Jane A. Leggett.

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The Global Climate Change Initiative

On September 22, 2010, President Obama signed the Presidential Policy Directive on Global Development.[1] The directive called for the elevation of foreign development assistance as a national priority and outlined an integrated approach to development, diplomacy, and national security. The Global Climate Change Initiative (GCCI)—one of the three main pillars to the 2010 directive[2]—aims to integrate climate change considerations into relevant foreign assistance through the full range of bilateral, multilateral, and private mechanisms to foster low-carbon growth, promote sustainable and resilient societies, and reduce emissions from deforestation and land degradation.

The GCCI is divided into three main programmatic initiatives, or categories: (1) adaptation assistance, (2) clean energy assistance, and (3) sustainable landscapes assistance.

Adaptation

Adaptation programs aim to assist low-income countries reduce their vulnerability to climate change impacts and build climate resilience. Bilateral and regional programs at the Department of State and USAID target the more vulnerable countries in Africa, Asia, and Latin America and strive to address climate risks in areas including infrastructure, agriculture, health, and water services; to develop capacity for countries to use the best science and analysis for decision making; and to promote sound governance to carry out these decisions. Multilateral initiatives supported by the United States include the Least Developed Country Fund[3] and the Special Climate Change Fund,[4] which focus on climate resilience and food security provisions in countries with the greatest needs; and the Pilot Program for Climate Resilience,[5] which is tasked with coordinating comprehensive strategies in several of the most vulnerable countries to support actions that respond to the potential risks of a changing climate.

Clean Energy

Clean energy programs aim to reduce greenhouse gas emissions from energy generation and energy use by accelerating the deployment of clean energy technologies, policies, and practices. The United States delivers much of its assistance for clean energy deployment through multilateral trust funds. These funds are primarily housed in international financial institutions (e.g., the World Bank), are currently supported by the financial contributions of donor country governments, and provide financial assistance for projects implemented by a variety of

[1] See White House Fact Sheet: U.S. Global Development Policy at http://www.whitehouse.gov/the-press-office/2010/09/22/fact-sheet-us-global-development-policy.

[2] The GCCI was one of three main initiatives to the 2010 Global Development Policy that also included the Global Health Initiative and Global Food Security.

[3] For more information on this program, see the United Nations Framework Convention on Climate Change website at http://unfccc.int/cooperation_and_support/financial_mechanism/least_developed_country_fund/items/3660.php.

[4] For more information on this program, see the United Nations Framework Convention on Climate Change website at http://unfccc.int/cooperation_and_support/financial_mechanism/special_climate_change_fund/items/3657.php.

[5] For more information on this program, see CRS Report R41302, *International Climate Change Financing: The Climate Investment Funds (CIF)*, by Richard K. Lattanzio.

organizations, including U.N. agencies, multilateral development banks, nongovernmental organizations, and national institutions. These funds take advantage of existing large-scale greenhouse gas reduction opportunities and establish investment channels for larger private sector financing. They include the Clean Technology Fund,[6] which aims to spur large-scale clean energy investments in lower-income countries with rapidly growing emissions; the Global Environment Facility,[7] which provides incremental funding[8] for energy and infrastructure projects that support global environmental benefits; and the Program for Scaling-Up Renewable Energy in Low Income Countries,[9] which endeavors to assist the poorest countries expand energy access and stimulate economic growth through the scaled-up deployment of renewable energy strategies. Bilateral efforts at the Department of State and U.S. Agency for International Development (USAID) seek to complement the multilateral investments by helping to shape development policy and regulatory environments in the recipient countries.

Sustainable Landscapes

Sustainable landscape programs aim to reduce greenhouse gas emissions from deforestation and forest degradation. Bilateral and regional programs at the Department of State and USAID support country-driven policies for forest governance, forest cover and land use change monitoring systems, law-based resource management and land tenure, and on-the-ground efforts to halt deforestation and foster sustainable forest-based livelihoods. Multilateral initiatives include the Forest Investment Program,[10] which tries to address the circumstances that lead to deforestation and increased greenhouse gas emissions in select lower-income countries by improving regulation and enforcement, mobilizing private financing, and securing the social and economic benefits of sound forest management; and the Global Environment Facility, which provides incremental funding for projects that support global environmental benefits such as biodiversity and sustainable land use.

Budget Authority

The Global Climate Change Initiative is funded through programs at the Department of State, the Department of the Treasury, and USAID (i.e., GCCI "core" agencies). Funds for these programs are appropriated in the Administration's Executive Budget, Function 150 account, for State, Foreign Operations, and Related Programs. Recent trends in the GCCI budget authority show it

[6] For more information on this program, see CRS Report R41302, *International Climate Change Financing: The Climate Investment Funds (CIF)*, by Richard K. Lattanzio.

[7] For more information on this program, see CRS Report R41165, *International Environmental Financing: The Global Environment Facility (GEF)*, by Richard K. Lattanzio.

[8] "Incremental" funding refers to costs associated with transforming a project with national benefits into one with global environmental benefits. Global Environment Facility (GEF) grants aim to cover the difference or "increment" between a less costly, more polluting option and a costlier, more environmentally sound option. In this way, GEF funding is structured to "supplement" base project funding and provide for the environmental components in national development agendas.

[9] For more information on this program, see CRS Report R41302, *International Climate Change Financing: The Climate Investment Funds (CIF)*, by Richard K. Lattanzio.

[10] For more information on this program, see CRS Report R41302, *International Climate Change Financing: The Climate Investment Funds (CIF)*, by Richard K. Lattanzio.

having decreased slightly each year since FY2010,[11] and currently accounts for approximately 1.4% of total programming in the International Affairs Function 150 account budget request.[12] Recent budget authority for the GCCI was reported as $939 million in FY2010, $819 million in FY2011, and $773 million in FY2012.[13] Allocations for GCCI programming from the enacted FY2012 appropriations are still under agency consideration. The Administration's FY2013 GCCI budget request is $770 million. Some additional funds for international climate change financing flow through programs at complementary agencies within the federal government (e.g., the Department of Energy, the Environmental Protection Agency, the Department of Agriculture); however, these allocations are defined outside of the GCCI. Budget authority for GCCI programming in core agencies from FY2010 to FY2013 is represented in **Figure 1**. Funding levels by category and by agency account, in both core and complementary agencies (where available), from FY2010 to FY2013, are presented in **Table A-1** and **Table A-2**, respectively.

Congress is responsible for several activities in regard to the GCCI, including (1) authorizing periodic appropriations for federal agency programs and multilateral fund contributions, (2) enacting those appropriations, (3) providing guidance to the agencies, and (4) overseeing U.S. interests in the programs.

Congressional committees of jurisdiction for international climate change programs at the Department of State, the Department of the Treasury, and USAID include the following:

- the U.S. House of Representatives Committee on Foreign Affairs (various subcommittees);
- the U.S. House of Representatives Committee on Financial Services, Subcommittee on International Monetary Policy and Trade;
- the U.S. House of Representatives Committee on Appropriations, Subcommittee on State, Foreign Operations, and Related Programs;

[11] While the GCCI was instituted as a development initiative during the Obama Administration's first budget submission to Congress for FY2010, the United States has actively contributed congressionally appropriated funds for international climate assistance for many years. However, it should be noted that prior contributions to climate assistance were often accounted for and defined in different ways. Thus, it may be difficult to compare past spending patterns and priorities against those of the current Administration. The Office of Management and Budget (OMB) has reported FY2009 budget authority for activities defined as international climate change assistance for the three core agencies as approximately $323 million. See OMB, *Federal Climate Change Expenditure Reports to Congress*, June 2010, at http://www.whitehouse.gov/sites/default/files/omb/assets/legislative_reports/FY2011_Climate_Change.pdf; account level budget authority from FY2009 Base Enacted (P.L. 111-8); FY2009 Bridge Enacted (P.L. 110-252); FY2009 Stimulus Enacted (P.L. 111-5); FY2009 Supp. Enacted (P.L. 111-32).

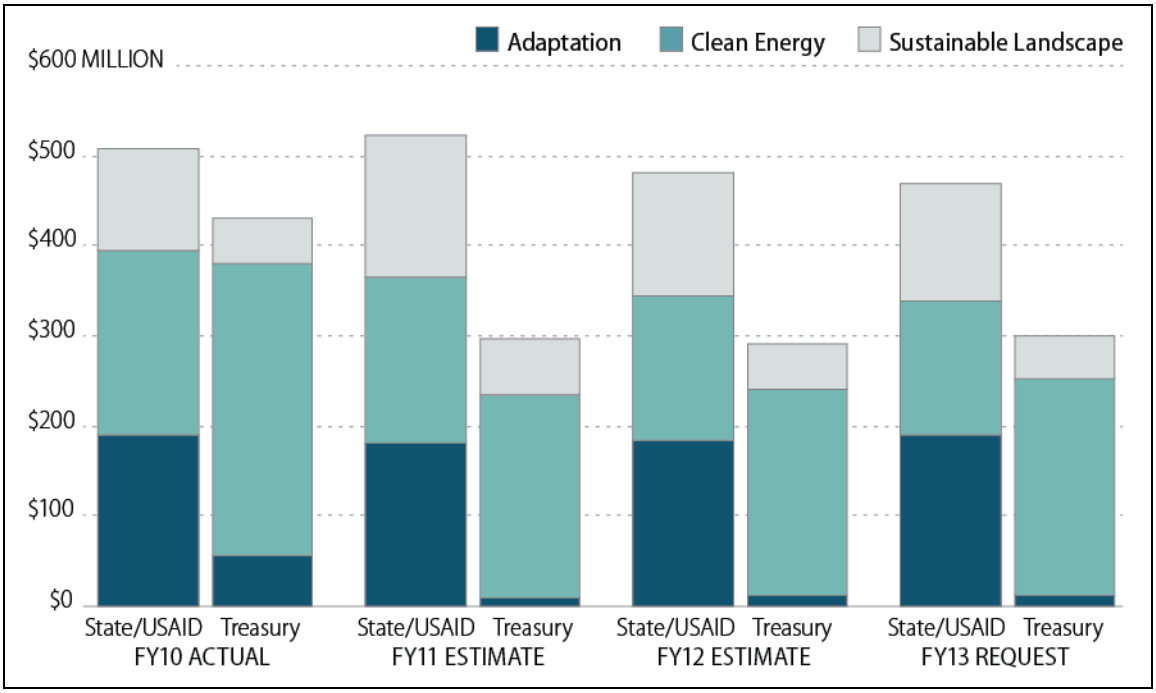
[12] Estimate based on the FY2013 International Affairs, Function 150 account, budget request of $56.2 billion for foreign operations programming at the Departments of State, Treasury, and USAID. Considering that the International Affairs budget generally accounts for approximately 3% of U.S. discretionary spending, the GCCI accounts for less than 0.1% of all U.S. discretionary spending. For more detail on recent Department of State, Foreign Operations, and Related Programs budgets, see CRS Report WRE00045, *FY2013 International Affairs Budget: Issues for Congress*, by Susan B. Epstein, Marian Leonardo Lawson, and Jeremy M. Sharp.

[13] Beginning with FY2010, the State Department began reporting international climate change assistance on its foreign aid website, *ForeignAssistance.gov*, at http://www.foreignassistance.gov/InitiativeLanding.aspx. Many GCCI activities are funded at agency sub-account levels, with allocations left to the discretion of the agencies, under congressional consultation. Thus, obligations and/or outlays could change from the enacted budget authority as offices, bureaus, and/or missions update priorities in their operational budgets.

- the U.S. Senate Committee on Foreign Relations, Subcommittee on International Development and Foreign Assistance, Economic Affairs, and International Environmental Protection; and
- the U.S. Senate Committee on Appropriations, Subcommittee on State, Foreign Operations, and Related Programs.

Figure 1. Global Climate Change Initiative: Budget Authority, FY2010-FY2013

(US$ in millions, nominal)



Source: U.S. Department of State, Congressional Budget Justification, Volume 2, Foreign Operations, Fiscal Years 2010-2013; and the U.S. Administration's foreign assistance website, http://www.foreignassistance.gov/.

Note: See **Table A-1** for corresponding figures.

FY2010 Budget Authority

H.R. 3288, the Consolidated Appropriations Act, 2010, was enacted December 16, 2009, as P.L. 111-117. It included appropriations for the Department of State, Foreign Operations, and Related Programs (Division F) that support Global Climate Change Initiative programming. Many GCCI activities are funded by allocations at the sub-account level and were left undefined in P.L. 111-117. Allocations for FY2010 GCCI sub-account programmatic activities in this report are as reported by agencies on the U.S. Department of State's "Foreign Assistance" website.[14]

Appropriations enacted in P.L. 111-117 related to GCCI activities include the following:

- $86.5 million for the Global Environment Facility (of which the U.S. Department of State estimates that $37 million was allocated toward projects related to global

[14] http://www.foreignassistance.gov/.

climate change activities, with the remainder allocated to projects related to biodiversity, international waters, ozone protection, organic pollutants, etc.);

- $300 million for the Clean Technology Fund;
- $75 million for the Strategic Climate Fund (including the Pilot Program for Climate Resilience and the Forest Investment Program);
- larger account level appropriations at the Department of State, USAID, and the Department of the Treasury, including "Development Assistance" at $2,520 million; "Assistance for Europe, Eurasia and Central Asia" at $741.6 million; "Economic Support Fund" at $6,344 million (with another $2,490 million enacted in FY2010 Supplemental Appropriations (H.R. 4899; P.L. 111-212); "Department of the Treasury, Debt Restructuring" at $60 million; and "International Organizations and Programs" at $394 million. From these larger accounts, agencies reported that $508 million in sub-account level bilateral and regional development programming was allocated for GCCI activities.

See the **Appendix** for a breakdown of the FY2010 actual budget authority.

FY2011 Budget Authority

H.R. 1473, the Department of Defense and Full-Year Continuing Appropriations Act, 2011, was enacted April 15, 2011, as P.L. 112-10. It included appropriations for the Department of State, Foreign Operations, and Related Programs (Title IX) that support Global Climate Change Initiative programming. Many GCCI activities are funded by allocations at the sub-account level and were left undefined in P.L. 112-10. Allocations for FY2010 GCCI sub-account programmatic activities in this report are as reported by agencies on the U.S. Department of State's "Foreign Assistance" website.

Appropriations enacted in P.L. 112-10 related to GCCI activities include the following:

- $89.8 million for the Global Environment Facility (of which the Global Environment Facility reports that approximately 51% was allocated toward projects related to global climate change activities, with the remainder allocated to projects related to biodiversity, international waters, ozone protection, organic pollutants, etc.);
- $184.6 million for the Clean Technology Fund;
- $49.9 million for the Strategic Climate Fund (including the Pilot Program for Climate Resilience, the Forest Investment Program, and the Program for Scaling-Up Renewable Energy in Low Income Countries);
- Larger account level appropriations at the Department of State, USAID, and the Department of the Treasury, including "Development Assistance" at $2,520 million; "Assistance for Europe, Eurasia and Central Asia" at $696 million; "Economic Support Fund" at $5,946 million; "Department of the Treasury, Debt Restructuring" at $50 million; and "International Organizations and Programs" at $354 million.[15] From these larger accounts, agencies reported $523 million in

[15] The larger account figures reflect the 0.2% rescission across all non-defense accounts for FY2011 funds, in (continued...)

sub-account level bilateral and regional development programming was allocated for GCCI activities.

See the **Appendix** for a breakdown of the FY2011 request and estimated budget authority.

FY2012 Budget Authority

H.R. 2055, the Consolidated Appropriations Act, 2012, was enacted December 23, 2011, as P.L. 112-74. It included appropriations for the Department of State, Foreign Operations, and Related Programs (Division I) that support Global Climate Change Initiative programming. Many GCCI activities are funded by allocations at the sub-account level and were left undefined in P.L. 112-74. Thus, allocations for FY2012 GCCI sub-account programmatic activities are at the discretion of the agencies, under committee consultation, and some have yet to be fully reported.

Appropriations enacted in P.L. 112-74 related to GCCI activities include the following:

- $89.8 million for the Global Environment Facility (of which the Global Environment Facility reports that approximately 51% was allocated toward projects related to global climate change activities, with the remainder allocated to projects related to biodiversity, international waters, ozone protection, organic pollutants, etc.);
- $184.6 million for the Clean Technology Fund;
- $49.9 million for the Strategic Climate Fund (including the Pilot Program for Climate Resilience, the Forest Investment Program, and the Program for Scaling-Up Renewable Energy in Low Income Countries);
- larger account level appropriations at the Department of State, USAID, and the Department of the Treasury, including "Development Assistance" at $2,520 million; "Assistance for Europe, Eurasia and Central Asia" at $627 million; "Economic Support Fund" at $5,763 million; "Department of the Treasury, Debt Restructuring" at $12 million; and "International Organizations and Programs" at $349 million. From these larger accounts, agencies reported that an estimated $482 million in sub-account level bilateral and regional development programming was allocated for GCCI activities, however, allocations to individual programs have yet to be fully enumerated;
- further, there are provisions for funding transfers, such that in consultation with the Secretary of the Treasury, the Secretary of State may transfer up to $200 million of the funds made available under the Economic Support Fund to funds appropriated under the headings ''Multilateral Assistance, Funds Appropriated to the President, International Financial Institutions'' for additional payments to such institutions, facilities, and funds (e.g., the Global Environment Facility, Clean Technology Fund, or Strategic Climate Fund). No transfers have been reported at this time.

See the **Appendix** for a breakdown of the FY2012 request and estimated budget authority.

(...continued)

accordance with Section 1119(a) of P.L. 112-10.

FY2013 Budget Request

The President's FY2013 budget request follows on the December 2010 United Nations Framework Convention on Climate Change (UNFCCC) negotiations in Cancun, Mexico, and the December 2011 negotiations in Durban, South Africa.[16] Parties in Cancun formulated a package of "nationally appropriate"[17] measures toward the goal of avoiding dangerous climate change. These measures include mitigation actions, verification systems, an adaptation framework, a forestry program, a financial mechanism, and a commitment to near-term and long-term climate financing for the least developed countries amounting to near $30 billion for the period 2010-2012 and $100 billion annually by 2020. Parties in Durban continued negotiations on the Cancun package, agreeing in principal to work toward a set of legally binding emission reduction targets by 2020 for all Parties (i.e., both developed and developing countries), as well as implementing the Green Climate Fund to serve as the operational entity for the UNFCCC's financial mechanism. The President's FY2013 budget requests for international climate programs at the Department of State, the Department of the Treasury, and USAID would fund near-term climate financing of $770 million across three areas:

- adaptation ($203 million),
- clean energy ($390 million),
- sustainable landscapes ($177 million).

See the **Appendix** for a breakdown of the FY2013 request.

Key Issues for Congress

As Congress considers potential authorizations and/or appropriations for initiatives administered through the Department of State, the Department of the Treasury, USAID, and other agencies with international programs, it may have questions concerning the purpose, direction, efficiency, and effectiveness of U.S. agency initiatives and current bilateral and multilateral programs that address global climate change.

Some issues that may raise concerns over providing assistance include the following:

- **Fiscal Constraints.** Budget constraints may lead to questions about sustaining high levels of support for international development assistance in general, and international climate change assistance in particular. The burden is exacerbated during times of economic downturn, when the federal government is hard-pressed to generate fiscal resources to adequately address domestic challenges and maintain basic levels of public services and quality of life. Some have suggested that retaining available funds for immediate domestic priorities, such as fostering renewed economic growth and creating jobs, should take precedence

[16] For more information on the negotiations, see CRS Report R40001, *A U.S.-Centric Chronology of the International Climate Change Negotiations*, by Jane A. Leggett.

[17] Jonathan Pershing, Deputy Special Envoy for Climate Change and Head of the U.S. Delegation, at a January 5, 2011, talk at the Center for Strategic and International Studies, said that the Copenhagen and Cancun conferences represent a paradigm shift from a top-down method to a bottom-up structure in which countries make emissions reduction pledges and move forward and take actions suitable to their national circumstances.

over global concerns for which many Americans feel less urgency and responsibility.

- **Potential for Misuse.** National and international institutions that dispense financial assistance have sometimes been criticized for inefficient and bloated bureaucracies, their lack of transparency about project procurement practices and operating costs, and the proportion of their funds misused or lost through instances of graft, corruption, and other political inefficiencies.[18] Some suggest revisiting operational guidance of these institutions before further appropriations are made.
- **Uncertain Results.** Questions remain regarding the overall effectiveness of international financial assistance in spurring economic development and reform in lower-income countries, and, more specifically, in addressing issues of climate change and the environment. Many studies have examined the effects of international assistance provided to lower-income countries, including both bilateral and multilateral mechanisms, and have returned mixed results, making it difficult to reach firm conclusions and support continued contributions.
- **Lack of Consensus on Climate Science.** Current uncertainties and ambiguities regarding the fields of atmospheric chemistry and climatology have been offered by some as reasons to postpone and/or reconsider international climate change assistance policies and programs.

Some issues that may support providing assistance include the following:

- **Commercial Interests.** Some maintain that international climate change assistance benefits U.S. businesses, as support for low-emission economic growth may increase trade, commerce, and economic activity in the global marketplace for U.S. goods and services. Increased assistance may allow some U.S. industries to make competitive inroads into rapidly expanding markets, improve the advancement and commercialization of U.S. technologies, mobilize greater investment in related domestic sectors, and enhance job creation in the United States. Decreased funding may cede American influence in global markets to other economic powers still engaged with lower-income countries on environmental and natural resource issues (e.g., the European Union, China).
- **Investment Efficiencies.** Some argue that the costs of responding to tomorrow's climate-related catastrophes, instabilities, conflicts, and technological needs may be significantly higher than the costs of working today to prevent them. Some economists note that lower-income countries account for nearly all of the recent growth in global emissions and represent the cheapest near-term opportunity to mitigate GHG pollution as part of a cost-effective solution.
- **Natural Disaster Preparedness.** Some claim that international climate change assistance is a means to support natural disaster preparedness around the globe. Assistance for adaptation activities to help "climate-proof" developing countries'

[18] William Easterly and Tobias Pfutze, "Where Does the Money Go? Best and Worst Practices in Foreign Aid," *Journal of Economic Perspectives*, vol. 22, no. 2 (Spring 2008). For more on foreign aid reform, also see CRS Report R40102, *Foreign Aid Reform: Studies and Recommendations*, by Susan B. Epstein and Matthew C. Weed; and CRS Report R40756, *Foreign Aid Reform: Agency Coordination*, by Marian Leonardo Lawson and Susan B. Epstein.

infrastructure and other sectors may help avoid future capital and other losses, minimize the redirection of resources to ad hoc disaster response and urgent humanitarian needs, and avoid chronic humanitarian crises, such as food shortages, particularly for the resource poor in the least developed countries.[19]

- **National Security.** Some defend international climate change assistance as a way to address and mitigate risks to national security. According to a 2008 National Intelligence Assessment, the impacts of global climate change may worsen problems of poverty, social tensions, environmental degradation, and weak political institutions across the developing world.[20] Some see international climate change assistance as a means to help make lower-income countries less susceptible to these threats, for the benefit of both the country and the security interests of the United States.
- **International Leadership.** Finally, some see the promotion of international climate change assistance to lower-income countries as a method through which to increase U.S. leadership in global environmental issues. Through such leadership, the United States may be able to influence and set important international economic and environmental policies, practices, and standards.[21]

[19] Both the World Bank and U.S. Geological Survey estimate that every dollar spent on disaster preparedness saves $7 in disaster response. The World Bank, *Natural Disasters: Counting the Cost,* March 2, 2004, at http://go.worldbank.org/NQ6J5P2D10.

[20] National Intelligence Council, *National Intelligence Assessment on the National Security Implications of Global Climate Change to 2030, Statement for the Record by Dr. Thomas Fingar, Deputy Director of National Intelligence for Analysis, National Intelligence Council, before the U.S. Congress, House Permanent Select Committee on Intelligence & House Select Committee on Energy Independence and Global Warming,* June 25, 2008, at http://www.dni.gov/nic/special_climate2030.html.

[21] For more information on the political issues involved in the international climate change negotiations, see CRS Report R40001, *A U.S.-Centric Chronology of the International Climate Change Negotiations*, by Jane A. Leggett.

Appendix. GCCI Budget Tables

Table A-1. Global Climate Change Initiative, Core Agencies Budget Authority, FY20010-FY2013, by Category

(US$ in millions; figures appearing as an asterisk—*—have yet to be reported by the agencies)

Category/Core Agency[a]	FY2010 Actual	FY2011 Request	FY2011 Estimate	FY2012 Request	FY2012 Estimate[b]	FY2013 Request
Adaptation[c]	**245.8**	**335.9**	**191.5**	**255.0**	**197.0**	**202.5**
State	68.0	58.5	47.0	48.5	*	46.0
USAID	122.8	187.4	134.5	166.5	*	144.0
Treasury	55.0	90.0	10.0	40.0	12.5	12.5
Clean Energy[d]	**531.6**	**703.5**	**409.1**	**662.1**	**387.1**	**390.0**
State	97.6	66.8	60.5	66.0	*	62.5
USAID	108.0	128.7	124.0	129.1	*	86.5
Treasury	326.0	508.0	224.6	467.0	227.1	241.0
Sustainable Landscapes[e]	**161.9**	**351.0**	**218.3**	**410.5**	**189.0**	**177.0**
State	35.9	30.0	17.0	27.5	*	12.0
USAID	75.0	175.0	139.9	213.0	*	118.5
Treasury	51.0	146.0	61.4	170.0	52.0	46.5
Total State	**201.5**	**155.3**	**124.5**	**142.0**	*****	**120.5**
Total USAID	**305.7**	**491.2**	**398.4**	**508.6**	*****	**349.0**
Total Treasury	**432.0**	**744.0**	**296.0**	**677.0**	**291.6**	**300.0**
Total	**939.2**	**1390.5**	**818.9**	**1327.6**	**773.1**	**769.5**

Source: U.S. Department of State, Congressional Budget Justification, Volume 2, Foreign Operations, Fiscal Years 2010-2013; and the U.S. Administration's foreign assistance website, http://www.foreignassistance.gov/.

a. GCCI "core agencies" include the Department of State, the Department of the Treasury, and USAID as represented in the Department of State's Executive Budget, Function 150 and Other International Programs (see **Table A-2** for a summary of GCCI core and complementary agencies' budget allocations by account).

b. FY2012 figures appearing as an asterisk—*—represent funding estimates that have yet to be allocated and reported fully by the agencies. For FY2012, the Department of State has reported an aggregate estimate for State and USAID combined GCCI programming of $481.5 million, including a total of $184.5 million for adaptation, $160.0 million for clean energy, and $137.0 million for sustainable landscapes; however, the department has yet to report the allocation between the two agencies.

c. Adaptation programs aim to assist low-income countries reduce their vulnerability to climate change impacts and build climate resilience.

d. Clean Energy programs aim to reduce greenhouse gas emissions from energy generation and energy use by accelerating the deployment of clean energy technologies, policies, and practices.

e. Sustainable Landscape programs aim to reduce greenhouse gas emissions from deforestation and forest degradation.

Table A-2. Global Climate Change Initiative, All Agencies Budget Authority, FY2010-FY2013, by Program

(US$ in millions; figures appearing as an asterisk—*—have yet to be reported by the agencies)

Agency/Program/Account	FY2010 Actual	FY2011 Request	FY2011 Estimate	FY2012 Request	FY2012 Estimate[a]	FY2013 Request
Department of State[b]	**201.5**	**155.3**	**124.5**	**142.0**	*	**120.5**
International Organizations (IO&P)[c]	44.0	45.0	35.5	42.7	*	40.5
Oceans and International Environment and Scientific Affairs (ESF)[d]	145.5	100.3	80.0	90.3	*	75.0
Western Hemisphere Regional (ESF)	12.0	10.0	9.0	9.0	*	5.0
U.S. Agency for International Development[e]	**305.7**	**491.2**	**398.4**	**508.6**	*	**349.0**
Bilateral Country (DA,[f] ESF,[g] AEECA[h])	119.0	214.0	212.5	297.0	*	173.1
Africa Regional (DA)	8.5	13.0	8.0	6.0	*	5.0
Asia Middle East Regional (DA)	11.5	12.0	6.0	3.0	*	3.0
Barbados and Eastern Caribbean (DA)	5.0	5.0	5.5	8.0	*	5.5
Central Africa Regional (DA)	0.0	14.0	5.4	20.0	*	9.4
Central America Regional (DA)	6.0	13.0	4.0	4.0	*	7.0
Central Asia Regional (ESF)	4.6	0.5	1.5	0.0	*	0.0
Democracy, Conflict and Humanitarian Assistance (DA)	20.0	28.0	5.0	15.0	*	11.0
East Africa Regional (DA)	5.8	14.0	8.0	10.0	*	7.0
Economic Growth, Agriculture and Trade (DA)	76.0	87.5	82.0	76.0	*	72.0
Eurasia Regional (ESF)	10.0	10.0	10.0	5.1	*	3.5
Europe Regional (ESF)	0.0	0.5	1.0	2.0	*	1.0
Latin America and Caribbean Regional (DA)	3.5	18.2	3.0	5.0	*	5.0
Office of Development Partners (DA)	0.0	8.4	0.0	0.0	*	1.0
Regional Development Mission for the Pacific (DA)	0.0	9.5	0.0	0.0	*	0.0
Regional Development Mission-Asia (DA)	18.8	14.0	23.0	27.5	*	20.5
South America Regional (DA)	0.0	0.0	4.0	0.0	*	9.0
South Asia Regional (DA)	2.0	4.5	2.0	2.0	*	0.0

Agency/Program/Account	FY2010 Actual	FY2011 Request	FY2011 Estimate	FY2012 Request	FY2012 Estimate[a]	FY2013 Request
Southern Africa Regional (DA)	4.2	10.5	7.0	10.0	*	6.0
USAID Forward: Program Effectiveness Initiatives (DA)	0.0	0.0	0.0	1.0	*	0.0
West Africa Regional (DA)	10.9	14.5	10.5	17.0	*	10.0
Bilateral Country (DA, ESF, AEECA)	119.0	214.0	212.5	297.0	*	173.1
Department of the Treasury[i]	**432.0**	**744.0**	**296.0**	**677.0**	**291.6**	**300.0**
Tropical Forest Conservation Act (Debt Restructuring)[j]	20.0	20.0	16.4	15.0	12.0	0.0
Global Environment Facility[k] (IFI)[l]	37.0	89.0	45.0	72.0	45.0	65.0
Clean Technology Fund[m] (IFI)	300.0	400.0	184.6	400.0	184.6	185.0
Strategic Climate Fund: Pilot Program for Climate Resilience[n] (IFI)	55.0	90.0	10.0	40.0	12.5	12.5
Strategic Climate Fund: Forest Investment Program[o] (IFI)	20.0	95.0	30.0	130.0	25.0	25.0
Strategic Climate Fund: Scaling Up Renewable Energy Program[p] (IFI)	0.0	50.0	10.0	20.0	12.5	12.5
Total (Core Agencies)	**939.2**	**1,390.5**	**818.9**	**1,327.6**	**773.1**	**769.5**
Complementary Agencies[q]	360.8		981.1		*	
Development Finance and Export Credit Agencies[r]	400.0		1,300.0		*	
Total (All Agencies)	**1,700.0**		**3,100.0**		*	

Source: U.S. Department of State, Congressional Budget Justification, Volume 2, Foreign Operations, Fiscal Years 2010-2013; the Department of State's "U.S. Fast Start Climate Finance" website, http://www.state.gov/e/oes/climate/faststart/index.htm, and the U.S. Administration's foreign assistance website, http://www.foreignassistance.gov/.

a. FY2012 figures appearing as an asterisk—*—represent funding estimates that have yet to be allocated and reported fully by the agencies. For FY2012, the Department of State has reported an aggregate estimate for State and USAID combined GCCI programming of $481.5 million, including a total of $184.5 million for adaptation, $160.0 million for clean energy, and $137.0 million for sustainable landscapes; however, the department has yet to report the allocation between the two agencies. Also, the complementary agencies and the development finance and export credit agencies have yet to report FY2012 estimates.

b. U.S. Department of the State GCCI figures not reported as actual are considered estimates and may change as offices update operational budgets and outlays are finalized.

c. International Organizations and Programs account (IO&P) includes sub-account programmatic activities to support international climate change activities, including contributions to the International Panel on Climate Change, U.N. Framework Convention on Climate Change, and the Montreal Protocol Multilateral Fund.

d. Economic Support Fund account (ESF) includes sub-account programmatic activities to support international climate change activities, including funding for the Office of Oceans and International Environmental and Scientific Affairs (which contributes funds for adaptation programming at the U.N. Least Developed Countries Fund (LDCF) and the U.N. Special Climate Change Fund (SCCF), clean energy programming at the Major Economies Forum/Clean Energy Ministerial and Climate Renewables and Efficiency Deployment Initiative, and the Global Methane Initiative, and sustainable landscape programming at the Forest Carbon Partnership Facility), and the Office of Western Hemisphere (which contributes to the Energy and Climate Partnership of the Americas).

e. U.S. Agency for International Development (USAID) GCCI figures not reported as actual are considered estimates and may change as offices update operational budgets and outlays are finalized.

f. Development Assistance account (DA) includes sub-account programmatic activities to support USAID bilateral and regional climate change activities.

g. Economic Support Fund account (ESF) includes sub-account programmatic activities to support USAID/DOS bilateral and regional climate change activities.

h. Assistance for Europe, Eurasia, and Central Asia account (AEECA) includes sub-account programmatic activities to support USAID bilateral and regional climate change activities. Prior to FY2009, this account was two separate accounts: Assistance for Eastern Europe and the Baltic States and Assistance for the Independent States of the Former Soviet Union.

i. U.S. Department of the Treasury GCCI figures not reported as actual are considered estimates and may change as offices update operational budgets and outlays are finalized.

j. Debt Restructuring account (DR) includes sub-account programmatic activities to support international climate change activities in sustainable landscapes programming including funding for the Tropical Forest Conservation Act.

k. Global Environment Facility (GEF) is a multilateral environmental trust fund that supports climate change activities in clean energy and sustainable landscapes programming. Established in 1991. The United States has contributed funds annually since 1993. Only a portion of GEF funds—as determined through GEF programming decisions—is allocated to climate change activities; the remaining allocation supports other environmental sectors (e.g., biodiversity, oceans, ozone, chemicals). The figures in the above table only present the GEF "climate change" allocation.

l. International Financial Institutions account (IFI) includes sub-account programmatic activities to support organizations at the World Bank, the regional development banks, and other multilateral institutions.

m. Clean Technology Fund (CTF) (one of the two World Bank entrusted Climate Investment Funds) is a multilateral environmental trust fund that supports climate change activities in clean energy programming. Established in 2008. The United States has contributed funds annually since 2010.

n. Strategic Climate Fund (SCF) (one of the two World Bank entrusted Climate Investment Funds): Pilot Program for Climate Resilience (PPCR) is a multilateral environmental trust fund that supports climate change activities in adaptation programming. Established in 2008. The United States has contributed funds annually since 2010.

o. Strategic Climate Fund (SCF) (one of the two World Bank entrusted Climate Investment Funds): Forest Investment Program (FIP) is a multilateral environmental trust fund that supports climate change activities in sustainable landscapes programming. Established in 2008. The United States has contributed funds annually since 2010.

p. Strategic Climate Fund (SCF) (one of the two World Bank entrusted Climate Investment Funds): Scaling Up Renewable Energy Program (SREP) is a multilateral environmental trust fund that supports climate change activities in clean energy programming. Established in 2008. The United States did not contribute funds in 2010 because the program was not yet operational.

q. Complementary agencies (and their programmatic activities) include U.S. Department of Energy (including the China and India Clean Energy Research Centers); U.S. Environmental Protection Agency (including Methane for Markets, International Capacity Building, and contributions to the Multilateral Fund to support the Montreal Protocol on Substances that Deplete the Ozone Layer); U.S. Department of Commerce (including the National Oceanic and Atmospheric Administration's International Research Institute for Climate and Society and the International Trade Administration's activities under the Asia Pacific Partnership); National Science Foundation (including the Regional Institutes for Global Change and the Basic

Research to Enable Agricultural Development); U.S. Department of Agriculture (including international programmatic activities in the Forestry Service); National Aeronautics and Space Administration (including the SERVIR initiative); Millennium Challenge Corporation; and U.S. Trade and Development Agency; but do not include Overseas Private Investment Corporation or Export-Import Bank. Figures represented in this table are as reported by the Department of State's "U.S. Fast Start Climate Finance" website, http://www.state.gov/e/oes/climate/faststart/index.htm. Activities in complementary agencies are not officially defined as GCCI programming.

r. Development finance and export credit agencies include the Overseas Private Investment Corporation (OPIC) and the Export-Import Bank of the United States (Ex-Im) which use public money to mobilize much larger sums of private investment to be directed at industry sectors (such as climate change mitigation activities) through loans, loan guarantees and insurance for the deployment of clean energy technologies in developing countries. Figures represented in this table are a combination of public and private funding as reported by the Department of State's "U.S. Fast Start Climate Finance" website, http://www.state.gov/e/oes/climate/faststart/index.htm. Activities in the development finance and export credit agencies are not officially defined as GCCI programming.

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