

### At a Glance

## S. 2003, Rebuilding Economic Prosperity and Opportunity for Ukrainians Act

As reported by the Senate Committee on Foreign Relations on January 30, 2024

By Fiscal Year, Millions of Dollars	2024	2024-2029	2024-2034
Direct Spending (Outlays)	*	5,022	5,000
Revenues	*	5,000	5,000
Increase or Decrease (-) in the Deficit	*	22	0
Spending Subject to Appropriation (Outlays)	*	282	not estimated

Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2035?	No	Statutory pay-as-you-go procedures apply?	Yes
<b>Mandate Effects</b>			
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2035?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No

\* = between -\$500,000 and \$500,000.

#### The bill would

- Authorize the President to confiscate certain sovereign assets of Russia and use the proceeds to provide humanitarian and economic assistance to Ukraine
- Expand the President's authority to assist Ukraine using proceeds from assets that will be seized and deposited in federal forfeiture funds under current law
- Reauthorize the Global Engagement Center through 2029
- Authorize appropriations of \$15 million a year over the 2025-2027 period for multilateral coordination on sanctions and other efforts to counter Russia

#### Estimated budgetary effects would mainly stem from

- Confiscating sovereign assets
- Providing assistance to Ukraine
- Reauthorizing the Global Engagement Center
- Authorizing appropriations for multilateral coordination

#### Areas of significant uncertainty include

- Estimating the value of seized assets

**Detailed estimate begins on the next page.**

See also

[CBO's Cost Estimates Explained](#), [CBO Describes Its Cost-Estimating Process](#), [Glossary](#)

## Bill Summary

S. 2003 would authorize the President to confiscate and vest in the U.S. government any sovereign assets of Russia that are under the jurisdiction of the United States. The confiscated assets would be used to provide humanitarian and economic assistance to Ukraine. The bill also would expand the authority of the President to assist Ukraine using amounts deposited in federal forfeiture funds, such as the Treasury Forfeiture Fund, from assets authorized to be seized under current law. In addition, the bill would reauthorize the Global Engagement Center through 2029 and authorize appropriations of \$15 million a year over the 2025-2027 period for efforts to counter Russia. Lastly, S. 2003 would require the Administration to report to the Congress on the confiscated assets, on its implementation of the bill, and on related matters.

## Estimated Federal Cost

The estimated budgetary effects of S. 2003 are shown in Table 1. The costs of the legislation fall within budget functions 150 (international affairs) and 750 (administration of justice).

**Table 1.**  
**Estimated Budgetary Effects of S. 2003**

	By Fiscal Year, Millions of Dollars											2024- 2029	2024- 2034
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034		
	<b>Increases or Decreases (-) in Direct Spending</b>												
Estimated Budget Authority	*	5,000	0	0	0	0	0	0	0	0	0	5,000	5,000
Estimated Outlays	*	5,043	21	7	-25	-24	-15	-5	-2	0	0	5,022	5,000
	<b>Increases in Revenues</b>												
Estimated Revenues	*	5,000	0	0	0	0	0	0	0	0	0	5,000	5,000
	<b>Net Increase or Decrease (-) in the Deficit From Changes in Direct Spending and Revenues</b>												
Effect on the Deficit	*	43	21	7	-25	-24	-15	-5	-2	0	0	22	0
	<b>Increases in Spending Subject to Appropriation</b>												
Estimated Authorization	*	54	67	68	54	55	n.e.	n.e.	n.e.	n.e.	n.e.	298	n.e.
Estimated Outlays	*	42	63	67	56	54	n.e.	n.e.	n.e.	n.e.	n.e.	282	n.e.

n.e. = not estimated; \* = between -\$500,000 and \$500,000.

## **Basis of Estimate**

For this estimate, CBO assumes that S. 2003 will be enacted in fiscal year 2024.

### **Revenues and Direct Spending**

S. 2003 would authorize the President to use seized sovereign Russian assets and proceeds from the sale of assets of certain Russian citizens to assist Ukraine. In total, CBO estimates that enacting S. 2003 would increase both revenues and direct spending by \$5 billion over the 2024-2034 period (see Table 2).

**Sovereign Assets.** Proceeds from the seizure of sovereign assets under the bill would be classified as increases in revenues. The bill would make those amounts available for assistance to Ukraine without further appropriation, which would be classified as an increase in direct spending.

Publicly available reports suggest that approximately \$5 billion in Russian sovereign assets is subject to U.S. jurisdiction. On the basis of those reports and the amount of assistance recently provided to Ukraine by the United States, CBO estimates that those confiscated assets would be used relatively quickly. Thus, enacting this provision would increase both revenues and direct spending by equivalent amounts.

**Federal Forfeiture Funds.** In addition, S. 2003 would expand the Administration's authority to provide assistance to Ukraine by using the proceeds from the sale of certain Russian assets that have been or can be seized under current law. The bill would expand the existing authority under the Consolidated Appropriations Act, 2023, to include additional types of assets and the proceeds from assets deposited in the Treasury Forfeiture Fund and the Postal Forfeiture Fund. Under current law, CBO estimates that spending from those accounts on authorized activities—such as conducting investigations, managing seized assets, providing restitution to victims, and making equitable sharing payments to state and local law enforcement—will total several hundred million dollars over the 2024-2034 period. Under the bill, CBO expects that amounts in those funds would be spent more quickly because the Administration could also use some funds to assist Ukraine. CBO estimates that any near-term increase in spending would be offset by a later decrease in spending. Thus, enacting this provision would not increase net direct spending over the 2024-2034 period.

**Table 2.**  
**Estimated Increases in Direct Spending Under S. 2003**

	By Fiscal Year, Millions of Dollars											2024-2029	2024-2034
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034		
<b>Sovereign Assets</b>													
Estimated Budget Authority	*	5,000	0	0	0	0	0	0	0	0	0	5,000	5,000
Estimated Outlays	*	5,000	0	0	0	0	0	0	0	0	0	5,000	5,000
<b>Federal Forfeiture Funds</b>													
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	0	43	21	7	-25	-24	-15	-5	-2	0	0	22	0
<b>Total Increases</b>													
Estimated Budget Authority	*	5,000	0	0	0	0	0	0	0	0	0	5,000	5,000
Estimated Outlays	*	5,043	21	7	-25	-24	-15	-5	-2	0	0	5,022	5,000

\* = between -\$500,000 and \$500,000.

### Spending Subject to Appropriation

The bill would increase discretionary authorizations for federal efforts to counter disinformation and to counter Russia. In addition, the bill would require the Administration to report to the Congress on its implementation of the bill. Subject to the appropriation of the estimated and specified amounts, CBO estimates that implementing those provisions would cost \$282 million over the 2024-2029 period (see Table 3).

The bill would reauthorize the Department of State’s Global Engagement Center through 2029. The center coordinates federal efforts to counter foreign disinformation and propaganda. Its current authorization expires on December 23, 2024. Based on the center’s operating budget of \$49 million in 2023 and after adjusting for partial reauthorization in fiscal year 2025 and for expected inflation, CBO estimates that extending its authority would cost \$237 million over the 2024-2029 period.

S. 2003 also would authorize the appropriation of \$15 million a year over the 2025-2027 period for the department to coordinate with U.S. allies on various efforts to counter Russia, such as seizing assets and imposing sanctions. CBO estimates that implementing that provision would cost \$45 million over the 2024-2029 period.

Based on the costs of similar activities, CBO estimates that satisfying the bill’s reporting requirements would cost less than \$500,000 over the 2024-2029 period.

**Table 3.**  
**Estimated Increases in Spending Subject to Appropriation Under S. 2003**

	By Fiscal Year, Millions of Dollars						2024-2029
	2024	2025	2026	2027	2028	2029	
Global Engagement Center							
Estimated Authorization	0	39	52	53	54	55	253
Estimated Outlays	0	30	48	52	53	54	237
Multilateral Coordination							
Authorization	0	15	15	15	0	0	45
Estimated Outlays	0	12	15	15	3	0	45
Total Changes							
Estimated Authorization	0	54	67	68	54	55	298
Estimated Outlays	0	42	63	67	56	54	282

### Uncertainty

CBO’s estimate of the budgetary effects of S. 2003 is subject to some uncertainty. The Administration did not provide CBO with information about sovereign Russian assets under U.S. jurisdiction. In addition, it is difficult to anticipate the quantity, type, and value of non-sovereign assets subject to seizure—both under current law and under enactment of S. 2003. Furthermore, the value of assets seized would depend both upon market conditions, the timing and outcome of enforcement actions, and decisions made by federal agencies. As a result, the value of assets confiscated under the bill could be significantly greater than or less than estimated.

Nevertheless, because any confiscated assets would be used to assist Ukraine, CBO estimates that the net increases in revenues and direct spending would be roughly equivalent.

### Pay-As-You-Go Considerations

The Statutory Pay-As-You-Go Act of 2010 establishes budget-reporting and enforcement procedures for legislation affecting direct spending or revenues. The net changes in outlays and revenues that are subject to those pay-as-you-go procedures are shown in Table 4.

**Table 4.**  
**CBO’s Estimate of the Statutory Pay-As-You-Go Effects of S. 2003, the Rebuilding Economic Prosperity and Opportunity for Ukrainians Act, as Ordered Reported by the Senate Committee on Foreign Relations on January 30, 2024**

	By Fiscal Year, Millions of Dollars											2024-2029	2024-2034
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034		
	<b>Net Increase or Decrease (-) in the Deficit</b>												
Pay-As-You-Go Effect	0	43	21	7	-25	-24	-15	-5	-2	0	0	22	0
<b>Memorandum:</b>													
Changes in Outlays	0	5,043	21	7	-25	-24	-15	-5	-2	0	0	5,022	5,000
Changes in Revenues	0	5,000	0	0	0	0	0	0	0	0	0	5,000	5,000

### Increase in Long-Term Net Direct Spending and Deficits

CBO estimates that enacting S. 2003 would not increase net direct spending or deficits in any of the four consecutive 10-year periods beginning in 2035.

### Mandates

The bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act.

### Previous CBO Estimate

On March 14, 2024, CBO transmitted a [cost estimate for H.R. 4175](#), the Rebuilding Economic Prosperity and Opportunity for Ukrainians Act, as ordered reported by the House Committee on Foreign Affairs on November 7, 2023. Both H.R. 4175 and S. 2003 would authorize the seizure of Russian sovereign assets. H.R. 4175 also would allow the President to confiscate sovereign assets of Belarus and other affiliated countries. Because CBO lacks information about the value of those sovereign assets, the estimate for H.R. 4175 does not include any budgetary effects from the seizure of those additional assets; thus, the estimated budgetary effects of those provisions are the same. Other provisions of S. 2003 that are not included in H.R. 4175 would affect the federal budget.

## **Estimate Prepared By**

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