



The Fight For Emergency Funding for Israel in Congress Intensifies

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Following Hamas's attack on October 7, President Biden [requested](#) that Congress provide \$14.3 billion in emergency supplemental funding to assist Israel in reestablishing its territorial security as part of a broader \$106 billion package that also included assistance for Ukraine and Taiwan. Democrats and Republicans have been sharply divided over whether this aid should be packaged together or whether measures to address U.S. border security should also be included.


This week, the Senate unveiled an updated [\\$118.28 billion national security supplemental bill](#), which notably included:

- \$60.1 billion for Ukraine in its fight against Russia;
- \$14.1 billion in security assistance for Israel;
- \$2.4 billion to support American military operations in the Middle East;
- \$4.8 billion to support regional partners in the Indo-Pacific to deter Chinese aggression; and
- A bipartisan deal negotiated by Sens. James Lankford (R-OK), Chris Murphy (D-CT), and Kyrsten Sinema (I-AZ) to address the crisis on the U.S. southern border.

Meanwhile in the House, Speaker Mike Johnson (R-LA) [announced](#) the broader Senate bill would be "DEAD on arrival" due to the inclusion of the border security deal. Instead, the House introduced a [narrower \\$17.6 billion bill](#) which only included aid for Israel and support for U.S. military forces in the Middle East.

By the middle of the week, prospects for success for either approach were in serious jeopardy. On Tuesday, the House attempt to pass their Israel-only supplemental, which [failed](#). On Wednesday, the Senate attempt to begin debate on their broader security bill likewise [failed](#). On Thursday, the Senate adjusted course, dropped the border security deal, and voted [67-32](#) to begin debate on a narrower bill with expectation that senators will have an opportunity to propose amendments to address the border situation.

While the path forward remains unclear, examining the similarities and differences between bill provisions supporting Israel – many of which closely track [JINSA's previous recommendations](#) – help clarifies the current state of congressional thinking and the contours of what's likely to be eventually signed into law.

|  Provision | President's Request | Senate Version | House Version |
|--|--|---|--|
| Support For U.S. Operations In CENTCOM & Red Sea Amid Houthi Attacks | Request Predated Houthi Escalation | \$2.4 Billion | \$3.3 Billion |
| Israel Air And Missile Defense (Iron Dome & David's Sling) | \$4 Billion | \$4 Billion | \$4 Billion |
| Iron Beam Directed Energy Air Defense System | \$1.2 Billion for Research and Development | \$1.2 Billion for Procurement | \$1.2 Billion for Procurement (Combined With Israel Air And Missile Defense) |
| Replacing DoD Stocks | \$4.4 Billion | \$4.4 Billion | \$4.4 Billion |
| Improving U.S. Ammunition Plants | \$801 Million | \$801 Million | \$1 Billion |
| Foreign Military Financing (FMF) For Israel | Nothing Requested | \$2.5 Billion | \$3.5 Billion To Secure Undefined Advanced Weapon Systems |
| Modification Of Requirements For Defense Articles That DOD Transfers To Israel | Included | Included | Included |
| Waive Annual Monetary Caps Which Limits DOD's Ability To Transfer Defense Articles Into The War Reserve Stockpile Allies-Israel (WRSA-I) | Included | Included | Included |
| Securing U.S. Embassies Abroad | \$200 Million | \$299 Million (includes Ukraine) | \$200 Million (Middle East only) |
| Migration And Refugee Assistance (MRA) Funding | \$3.5 Billion | \$3.5 Billion (Prohibition On Funding United Nations Relief And Works Agency [UNRWA]) | Not Included |
| Global Humanitarian Assistance Efforts | \$5.7 billion | \$9.2 Billion | Not Included |

Support for U.S. Operations in the Middle East

- **Support For Operations In The U.S. Central Command Area Of Operations, Including In The Red Sea**

American military forces in the Middle East have come under increased threat since October 7, with at least [165 attacks by Iran backed forces](#), including a successful drone attack on January 28 that killed three U.S. service members and injured at least 34 in Jordan. There have also been more than 60 attacks by the Yemeni Houthis on U.S. military vessels and commercial ships passing through the Red Sea, an area that accounts for roughly 12% of global trade each year. This funding will help protect U.S. forces, better enable them to execute counter-extremist missions in the Middle East and protect shipping through some of the world's most important maritime chokepoints.

- » For more details, please see JINSA's [Deadly Iran-backed Attack Requires Response Against Iranian Regime Targets](#) and [Strikes Against the Houthis Should Not Be a One-Off](#)

Support for Israel

Missile Defense Capabilities

- **Iron Dome and David's Sling ballistic missile defense systems.**

This was JINSA's [top recommendation](#) to support Israel. Israel's Iron Dome missile defense system has saved countless Israeli and Palestinian lives, shooting down over 90 percent of rockets headed toward populated areas in recent years. Yet faced with a long conflict that depletes stockpiles of the system's interceptor missiles or the potential opening of a northern front against Hezbollah in Lebanon, the effectiveness of Iron Dome could diminish, increasing the risk of greater civilian casualties.

- » For more detail on the effectiveness of these programs during previous conflicts, see [JINSA's Israel's Operation Shield and Arrow Recap](#) and [Gaza Conflict 2021 Assessment](#)

- **Procurement of the Iron Beam defense system capabilities to counter short-range rockets and mortar threats.**

Directed energy systems, like Iron Beam, could drastically decrease the costs of intercepting projectiles such as rockets fired from Gaza or drones launched from Yemen. A single-use Israeli Tamir interceptor for an Iron Dome battery costs between \$40,000 to \$100,000, while militants frequently fire projectiles that can cost only a few hundred dollars — a cost equation that encourages aggression and places Israel on the wrong side of the cost curve. Once operational, laser air defenses would have immense benefits for American personnel and regional partners in the Middle East, who routinely face Iranian-linked mortars, rockets, missiles, and drones.

- » For more from JINSA on this issue, see: [U.S. Should Draw in Israel, Regional Players for Directed Energy Development](#).

Defense Articles (Including Ammunition And Spare Parts)

- **\$4.4 billion to replace defense articles from Department of Defense (DOD) stocks; reimburse DOD components for defense services; improve ammunition plants and equipment to increase the capacity and accelerate production of equipment to more**

rapidly replenish defense stocks; and acquire critical defense articles, in lieu of article-specific specific procurement appropriations.

This is in line with JINSA's [recommendation](#) to provide Israel with ammunition and spare parts for its predominantly American-produced weapons systems, such as the F-16 and F-35 aircraft and Black Hawk and Apache helicopters. The intense tempo of operations required to defend Israel against this onslaught will inevitably result in damage and wear and tear to these platforms. The ability to repair them quickly will be vital to maintaining Israeli operations and defeating Hamas as quickly as possible.

- **Improve U.S. ammunition plants and equipment to increase capacity and accelerate the production of equipment in order to more rapidly replenish defense stocks provided to Israel.**

These provisions are consistent with JINSA's [recommendation](#) to provide Israel with ammunition as dictated by military necessity.

- **Increases to the State Department's Foreign Military Financing (FMF) account for Israel.**

Not included in the President's initial emergency request, both bills under consideration now include FMF provisions. Depending on how "advanced weapon systems" is interpreted in the House bill, this could be in line with JINSA's key [recommendation](#) to move swiftly to restock Israel with Joint Direct Attack Munitions (JDAMs) and Small Diameter Bombs (SDBs) to ensure it is able to continue its precise, effective, and careful operations.

War Reserve Stockpile Allies-Israel (WRSA-I)

- **Modification of requirements for certain defense articles that the DOD transfers to Israel.**

Existing law authorizes the DOD to transfer certain categories of defense articles to Israel in exchange for certain concessions from Israel, subject to multiple restrictions—including that the articles are obsolete or surplus to DOD and 30-day congressional notification requirements. This request would allow for the transfer of all categories of defense articles; remove the requirement that these articles be obsolete or surplus to DOD; allow DOD greater flexibility in determining the value of the concessions provided in exchange for the transfers; and provide for the possibility of shortening the 30-day prior notice period. Such a change could significantly speed up U.S. resupply efforts to Israel in the current crisis.

- **Waive monetary caps for fiscal year 2024 which limits DOD's ability to transfer defense articles into the War Reserve Stockpile Allies-Israel (WRSA-I).**

This is consistent with JINSA's key [recommendation](#) that the United States should also make sure that its stockpile of pre-positioned supplies in Israel, WRSA-I, is adequately stocked with critical weapons for Israel to access in emergencies such as this one. Current law imposes a \$500 million per fiscal year cap for all U.S. contributions to foreign country stockpiles, as well as a WRSA-I-specific monetary cap of \$200 million per fiscal year within that broader \$500 million cap.

- » For more from JINSA on this issue, see: [The Arsenal of Democracy's Stockpile in Israel](#)

Securing U.S. Embassies

- **Funding for the State Department to secure U.S. embassies in Ukraine, Israel, and elsewhere to provide support in the current crisis, and relocation and repatriation of U.S. citizens from the region, including \$50 million to help Americans trapped in conflict zones.**

The [Senate National Security Bill](#) also provides \$85 million for U.S. efforts to support Arab partners in the Middle East, particularly Jordan, Lebanon, and Egypt to enhance border security and the protection of U.S. diplomatic facilities.

Humanitarian Assistance

- **Funding for the Migration and Refugee Assistance (MRA) account to provide humanitarian assistance to support displaced and otherwise conflict-affected civilians, including refugees from Ukraine and Palestinians in Gaza and the West Bank. The Senate bill notably prohibits funding the United Nations Relief and Works Agency (UNRWA).**

U.S. oversight of humanitarian assistance in Gaza is limited. While the United Nations Relief and Works Agency (UNRWA) is the lead UN agency operating in Gaza and, along with its implementing partners, would almost certainly be charged with distributing much of the humanitarian assistance, there is a significant concern that U.S. assistance would be diverted to Hamas and other terrorist groups inside of Gaza. Recent reports of Hamas seizing fuel and other supplies from UNRWA facilities is only the latest in over a decades-long trend of brazen Hamas appropriations of crucial humanitarian resources for its own terrorist activity. NSC spokesperson John Kirby has [admitted](#), “we don’t have a footprint” in Gaza. “I mean, we’re not on the ground to personally inspect these things, but we do have trusted partners on the ground, including the U.N. and some of these aid organizations who will report what they’re seeing.”

» For more from JINSA see: [Alleged UNRWA Involvement in 10/7 Attack Highlights Dangers of Agency](#) and [U.S. Aid to Gaza Almost Certain to End Up in Hamas Hands](#)

- **The [Senate National Security Bill](#) also provides \$9.2 billion to sustain global humanitarian assistance efforts through the Department of State and USAID by providing emergency food, shelter, and basic services in Ukraine, Gaza and the West Bank, East Africa, South Asia, and elsewhere.**

The figures are not broken out for specific regions. As noted above, U.S. oversight of humanitarian assistance in Gaza in particular is limited.