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Appropriations Policy Brief

H.R. 5385 — Military Quality of Life Appropriations Act for FY 2006

BY THE NUMBERS:

In Millions of Dollars

	FY06	FY07 Bush Request	FY07 Committee	Cmte v. Request	Cmte v. FY06
Appropriations	84,945	94,985	94,705	-280	+9,760
Emergency Approps	4,327	0*	508*	+508	-3,819
TOTAL	89,272	94,985	95,213	+228	+5,941

*Excludes the FY07 Effect of the FY06 Supplemental Request

Excluding Emergency Appropriations, the Committee Bill is:

- **\$9.8 billion or 11.4% more than last year**
- **\$280 million or 0.3% less than the President requested**

Budget Compliance: According to CBO, the bill fits within the 302(b) allocation of the Military Quality of Life and Veterans Affairs Appropriations Subcommittee and thus complies with the Budget Act. However, some conservatives may be concerned with \$508 million provided in emergency spending that is exempt from budget constraints and therefore allows for higher spending elsewhere.

Section 402 of H.Con.Res. 376 (the FY07 budget resolution) provides a broad exemption for spending that funds “contingency operations directly related to the global war on terrorism, and other unanticipated defense-related operations.” The \$508 million falls under this exemption, and thus CBO scores it as “an emergency.” **Note:** This exemption is potentially limitless so long as the spending in question is made “pursuant to Section 402.”

The Committee intends not to use the broad authority under Section 402, but rather to draw down the budget’s \$50 billion “bridge fund” for the global war on terror with the rationale that the \$508 million funds 20 war-related projects (see list below). However, the bridge fund is meant to be a downpayment on *future* war supplementals, and Section 402 is meant to sanction *unanticipated* needs. These 20 projects are not unanticipated; in fact, the Administration requested that they be funded through regular order. Instead, the Committee chose to fund \$572 million (according to its own count) in member projects within the normal allocation, with at least \$476 million (an RSC calculation) in military construction projects *not* requested by the President— and push the requested, war-related spending into an exempt category. As a result, some conservatives are concerned that the bridge fund is not being utilized as intended but rather as a vehicle to evade budget constraints.

Items of Note:

Veterans Medical Care: Increases veterans medical care by \$2.6 billion from \$22.7 billion to \$25.4 billion, an increase of 11.5% over last year. The bill does **NOT** contain the Administration’s proposals to increase co-pays and deductibles. The Committee notes the use of a higher baseline to better anticipate the funding needs without triggering the shortfall that occurred in FY 2006.

Emergency War-Related Spending (Title IV): Provides \$508 million* “in additional funds for military construction accounts for projects supporting contingency operations related to the global war on terrorism” (see budget discussion above). Neither the bill nor the Committee report lists the projects. However, according to a Committee document, this funding is provided for the following 20 projects (all of which were requested by the President):

- \$18.1 million for bachelor enlisted quarters at Camp Pendleton, CA
- \$8.0 million for a light armored reconnaissance battalion facility at Camp Pendleton, CA
- \$2.0 million for an infantry squad battle course at Camp Roberts, CA
- \$23.8 million for a brigade complex at Fort Stewart, GA
- \$23.0 million for a combined arms collective training facility at Fort Stewart, GA
- \$1.9 million for a live fire shoot house at Camp Atterbury, IN
- \$1.6 million for an urban assault course at Camp Atterbury, IN
- \$3.5 million for a block and brace facility at Blue Grass Depot, KY
- \$10.0 million for a vehicle maintenance shop at Fort Campbell, KY
- \$1.7 million for an urban assault course at Fort Devens, MA
- \$46.0 million for a center wharf expansion (loading platforms) at Sunny Point, NC
- \$49.9 million for “predator various facilities” at Indian Springs, NV
- \$116.3 million for brigade complexes (army modularity) at Fort Drum, NY
- \$16.5 million for a combined arms collective training facility at Fort Drum, NY
- \$28.0 million for a combined arms collective training facility at Fort Hood, TX
- \$102.0 million for a brigade complex (army modularity) at Fort Lewis, WA
- \$7.2 million for a range complex (urban combat training) at Camp Hansen, Japan
- \$3.1 million for shoot houses at Yongpyong, Korea
- \$28.0 million for aircraft operations and a maintenance hanger in Qatar
- \$16.5 million for a rotary wing hanger in Qatar

*CBO scores Title IV as costing \$508 million—slightly higher than the sum of the above project’s cost (provided by the Committee).

Contracting Restrictions: Prohibits funds from being spent on “cost-plus-a-fixed-fee” construction contracts if they exceed \$25,000—except for contracts in Alaska. Under cost-plus-fixed-fee contracts, a contractor is less responsible for the actual costs of performing the contract because the profit has already been negotiated.

Flag Officer Renovations: Limits the amount of funding for renovating a general or flag officers quarters to \$35,000 per year. In the past, the Committee expressed concern in report language that a substantial portion of major renovation costs were customer driven or demanded by officers residing in those quarters (according to a GAO investigation).

HIV Prevention: Provides \$7 billion from the Defense Health Program for HIV prevention educational activities in connection with U.S. military training and humanitarian assistance activities conducted primarily in African nations.

Base Realignment and Closure (BRAC): Prohibits funding for military construction, land acquisition, or family housing projects on military installations that have been approved for realignment under the last round of base closings in 2005 unless: (1) the project would support a continuing mission or function at the installation, (2) a new mission or function is planned for the installation, (3) the Secretary certifies that cost of the project would be less than the cost of canceling such project, or (4) the project has a multi-agency use and the other agency will assume ownership of the completed project.

Earmarks:

Note: According to the Committee, the total amount of funding for member projects is \$572 million, which is \$40 million below last year's House bill level of \$612 million.

On pages 77 through 95, the Committee Report lists its recommendations for military construction and housing projects by state. The following, totaling \$476 million, were *not* requested by the Administration:

- \$2.0 million for a child care center (Redstone Arsenal, AL)
- \$2.3 million for an explosive cargo apron (Redstone Arsenal, AL)
- \$4.5 million for an “alert quarters and mobility processing complex” (Birmingham, AL)
- \$7.2 million for a “consolidated mission support center” (Davis-Monithan AFB, AZ)
- \$9.8 million for an education center complex (Little Rock AFB, AR)
- \$8.2 million for a child development center (Fort Irwin, CA)
- \$7.4 million for a “global weather operation center” expansion (Monterey, CA)
- \$19 million for military operations on an urban terrain facility (Twentynine Palms, CA)
- \$6.8 million for utility upgrades (Fort Carson, CO)
- \$4.9 million for land acquisition for new complex (Peterson AFB, CO)
- \$3.1 million for “alert crew quarters” (Buckley AFB, CO)
- \$9.6 million for “waterfront ops. & small craft maintenance facility” (New London, CT)
- \$3.6 million for a waterfront operations facility (Blount Island, FL)
- \$11 million for child development center (Eglin AFB, FL)
- \$6.4 million for “1rst Air Force/AFFOR Center” (Tyndall AFB, FL)
- \$14.8 million for a regional training institute (Cape Blanding, FL)
- \$3.0 million for a dock extension (Patrick AFB, FL)
- \$5.0 million for a combat vehicle warehouse (Albany, GA)
- \$7.0 million for a consolidated logistics facility (Robins AFB, GA)
- \$8.7 million for replacing troop training facility (Savannah, GA)
- \$6.0 million for a naval fire station (Pearl Harbor, HI)
- \$6.7 million for a special weapons assessment facility (Crane, IN)
- \$5.6 million for a vehicle maintenance center (Fort Dodge, IA)
- \$8.2 million for a child development center (Fort Leavenworth, KS)
- \$3.8 million for upgrading lamp lighting (McConnell AFB, KS)
- \$8.1 million for an unmanned aerial vehicle facility (Fort Campbell, KS)
- \$2.5 million for an addition to a readiness center (London, KS)
- \$6.1 million for a child care center (Fort Polk, LA)
- \$12.4 million for a research acquisition building (Fort Detrick, MD)

- \$8.8 million to replace a fire station/equipment facility (Martin State Airport, MD)
- \$7.0 million for a fire and crash rescue station (Barnes, MA)
- \$4.2 million for a “US Property and Fiscal Office/Readiness Center” (Lansing, MI)
- \$1.7 million for an urban assault course (Camp Ripley, MN)
- \$6.4 million for an aerial port facility (St. Paul, MN)
- \$10.2 million for a facility at Stennis Space Center (MS)
- \$10.6 million for a vehicle maintenance shop (Fort Leonard Wood, MO)
- \$3.8 million for an animal clinic/kennel complex (*Whitman AFB, MO*)
- \$5.7 million for a community activity center (*Malstrom AFB, MT*)
- \$5.0 million to replace a vehicle maintenance complex (Reno-Tahoe, NV)
- \$9.9 million for an armament integration facility (Picatinny Arsenal, NJ)
- \$13 million for an operations facility (McGuire AFB, NJ)
- \$1.8 million for “ARM/DISARM APRON” (Atlantic City National Guard, NJ)
- \$9.4 million for a training range (Fort Drum, NY)
- \$6.6 million for a defense support facility (Griffiss, NY)
- \$8.0 million to upgrade facilities (Hancock Field, NY)
- \$2.8 million for a cargo refueling system (Cherry Point, NC)
- \$6.9 million for a communications training facility (Fort Bragg, NC)
- \$7.2 million for a communications facility (Rickenbacker AFB, OH)
- \$5.7 million for an electrical substation (*Tinker AFB, OK*)
- \$8.0 million for a readiness center (Waynesburg, PA)
- \$6.0 million for an operations and training facility (Fort Indiantown Gap, PA)
- \$3.4 million for a chemical training facility (Beaufort, SC)
- \$9.3 million for “alert airfield pavements” (*Shaw AFB, SC*)
- \$3.0 million for a base water well (Ellsworth AFB, SD)
- \$12.2 million for an aircraft maintenance facility (Corpus Christi, TX)
- \$8.2 million for a physical fitness facility (*Fort Bliss, TX*)
- \$18 million for a maintenance hangar (Fort Hood, TX)
- \$12.6 million for student officer quarters (Laughlin AFB, TX)
- \$7.0 million for a base operations ramp (Sheppard AFB, TX)
- \$6.5 million for a parking garage (*Fort Worth Navy Reserve, TX*)
- \$4.2 million for a deployment staging area (Fort Lee, VA)
- \$13.3 million for a command headquarters facility (Norfolk, VA)
- \$3.1 million for a maintenance shop (Winchester, VA)
- \$4.1 million for an “Ocean Engineering Support Facility” (Kitsap, WA)
- \$9.7 million for an “indoor washrack” (*Whidbey Island, WA*)
- \$4.3 million for a physiological training facility (Fairchild AFB, WA)
- \$4.8 million for a multi-purpose building (*Camp Dawson, WV*)

In addition, the Committee Report includes the following:

- \$365,000 for a special operations simulator facility (Yuma, AZ)
- \$930,000 for a combat pistol qualification course (Fort Benning, GA)
- \$243,000 for a community dining facility (Dugway, GA)
- \$945,000 for an electric test drive facility (Philadelphia, PA)
- \$749,000 for a readiness center expansion (Salem, OR)
- \$3.7 million to install air conditioning (Twentynine Palms, CA)

Funding Summaries:

In Thousands

	FY 06 Enacted	FY 07 Request	FY 07 Cmte	Cmte Over FY06	Cmte Over Request	% Over FY06	% Over Request
Department of Defense							
Military Construction, Army	1,737,761	2,059,762	1,712,950	-24,811	-346,812	-1.43%	-16.84%
Military Construction, Navy	1,386,752	1,162,038	1,155,834	-230,918	-6,204	-16.65%	-0.53%
Military Construction, Air Force	1,299,157	1,156,148	1,184,856	-114,301	28,708	-8.80%	2.48%
Military Construction, Defense-Wide	1,023,766	1,208,198	997,377	-26,389	-210,821	-2.58%	-17.45%
Military Construction, Reserve Components	1,618,494	858,816	999,729	-618,765	140,913	-38.23%	16.41%
NATO Security Investment	174,789	220,985	200,985	26,196	-20,000	14.99%	-9.05%
Family Housing, Total	4,438,332	4,084,040	3,989,353	-448,979	-94,687	0.00%	-2.32%
Base Realignment & Closure	1,741,700	5,817,443	5,526,096	3,784,396	-291,347	217.28%	-5.01%
Chemical Demilitarization Construction	0	130,993	90,993	90,993	-40,000		
Basic Allowance for Housing, Total	13,060,149	13,530,601	13,530,601	470,452	0	3.60%	0.00%
Facilities Sustainment, Restoration	7,222,076	6,236,291	6,236,291	-985,785	0	-13.65%	0.00%
Environmental Restoration	1,390,641	1,403,295	1,418,295	27,654	15,000	1.99%	1.07%
Defense Health Program	20,340,550	21,025,121	21,025,121	684,571	0	3.37%	0.00%
Total, Dept of Defense	55,434,167	58,893,731	58,068,481	2,634,314	-825,250	4.75%	-1.40%
Department of Veterans Affairs							
Compensation and Pensions	33,897,787	38,007,095	38,007,095	4,109,308	0	12.12%	0.00%
Medical Services	22,772,406	25,512,000	25,412,000	2,639,594	-100,000	11.59%	-0.39%
Medical Administration	2,858,442	3,177,000	3,277,000	418,558	100,000	14.64%	3.15%
Medical Facilities	3,297,669	3,569,000	3,594,000	296,331	25,000	8.99%	0.70%
Medical and Prosthetic Research	412,000	399,000	412,000	0	13,000	0.00%	3.26%
General Operating Expenses	1,410,520	1,480,764	1,480,764	70,244	0	4.98%	0.00%
National Cemetary Administration	156,447	160,733	160,733	4,286	0	2.74%	0.00%
Inspector General	70,174	69,499	69,499	-675	0	-0.96%	0.00%
Construction, Major Projects	607,100	399,000	283,670	-323,430	-115,330	-53.27%	-28.90%
Construction, Minor Projects	198,937	198,000	210,000	11,063	12,000	5.56%	6.06%
Grants, Construct State Extended Facilities	85,000	85,000	105,000	20,000	20,000	23.53%	
Grants, Construct State Veterans Cemeteries	32,000	32,000	32,000	0	0	0.00%	0.00%
Total, Dept of Veterans Affairs	70,871,913	77,908,797	77,908,811	7,036,898	14	9.93%	0.00%
Related Agencies							
American Battle Monuments Commission	50,986	40,738	41,988	-8,998	1,250	-17.65%	3.07%
U.S. Court of Appeals for Veterans Claims	18,607	19,790	19,790	1,183	0	6.36%	0.00%
Armed Forces Retirement Home	123,499	54,846	54,846	-68,653	0	-55.59%	0.00%
DOD Civil Cemeteries Expenses (Army)	28,760	26,550	26,550	-2,210	0	-7.68%	0.00%
Total, Related Agencies	221,852	141,924	143,174	-78,678	1,250	-35.46%	0.88%
DoD Additional Appropriations							
Army, Military Const. (contingency ops)	0	0	379,300				
Navy, Military Const. (contingency ops)	0	0	26,037				
Air Force, Military Const. (contingency ops)	0	0	49,923				
Defense-Wide Military Const (contingency ops)	0	0	44,500				
Army National Guard, Military Const. (contingency ops)	0	0	5,530				
Army Reserve, Military Const. (contingency ops)	0	0	1,713				