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FY2019 Military Construction Appropriations: An Overview of H.R. 5895 and Issues in Conference

On February 12, 2018, President Donald Trump submitted his FY2019 budget to Congress requesting $11.4 billion in new budget authority for Department of Defense (DOD) military construction and family housing projects. On June 8, the House passed the Energy and Water, Legislative Branch, and Military Construction and Veterans Affairs Appropriations Act, 2019 (H.R. 5895), a *minibus* package that included an amended version of H.R. 5786, the military construction appropriations bill reported by the House Appropriations Committee (HAC). The Senate replaced the text of the House-passed bill in part with the text of S. 3024, the version of the military construction appropriations reported by the Senate Appropriations Committee (SAC). On June 25, the Senate passed its amended version of the minibus package. The House and Senate are currently in conference.

The House and Senate versions of the bill would each provide approximately $11.2 billion in new budget authority for DOD military construction and family housing projects in the United States and abroad. The amount includes approximately $10.3 billion in the base budget and $921.4 million designated for Overseas Contingency Operations (OCO). Both versions would provide approximately 4% less than the amount enacted for military construction in FY2018—including the FY2018 appropriations bill (Division J of P.L. 115-141) and the emergency supplemental bills for missile defense and hurricane relief (P.L. 115-96 and P.L. 115-123, respectively)—and approximately 1% less than the FY2019 President's budget request (see **Table 1** and **Figure 1**). While the total amounts are similar, the House and Senate versions of the bill contain different funding amounts for numerous projects (see "Selected Highlights" section).

Title I includes appropriations for military construction, including funding for planning, designing, constructing, altering, and improving military facilities worldwide. Title I also includes funding for:

- The U.S. portion of North Atlantic Treaty Organization (NATO) Security Investment Program, which acquires military facilities and installations (including international military headquarters) and covers expenses related to collective defense.
- The DOD Base Closure Account, which finances environmental restoration and mitigation activities, property disposal, and other costs incurred at military installations closed or realigned as part of the Base Realignment and Closure (BRAC) process.
- Military family housing construction activities, operation and maintenance, and the Family Housing Improvement Fund, which finances an initiative to privatize on-base housing.

Title IV includes military construction appropriations designated for OCO.

Table 1. FY2019 Military Construction Appropriations

(in billions of dollars of discretionary budget authority)

Appropriations Title	FY2018 Enacted Appropriations	FY2019 Request	House-Passed H.R. 5895	Senate-Passed H.R. 5895
Title I - Military Construction	$9.6	$8.9	$8.7	$8.7
Title I - Family Housing	$1.4	$1.6	$1.6	$1.6
Subtotal, Title I - DOD Military Construction	***$11.0***	***$10.5***	***$10.3***	***$10.3***
Title IV - Overseas Contingency Operations (OCO)	$0.8	$0.9	$0.9	$0.9
Total	**$11.8**	**$11.4**	**$11.3**	**$11.2**

Sources: Table prepared by CRS based on Comparative Statements of New Budget Authority for H.R. 5895 provided by HAC and SAC.

Notes: Totals may not reconcile due to rounding. FY2018 enacted appropriations include amounts from P.L. 115-96, P.L. 115-123, and P.L. 115-141; FY2018 enacted appropriations, FY2019 request, and House-passed, and Senate-passed amounts from Comparative Statements of New Budget Authority for H.R. 5895.

Selected Highlights

Force Protection and Safety. Section 131 of the House bill would add $150 million to enhance force protection and safety on military installations. The funding is designed "to alleviate deficiencies in access control points, air traffic control towers, fire stations, and [anti-terrorism/force protection] deficiencies," the committee report states.

BRAC. The House bill would appropriate $322.4 million for the BRAC account, $54.9 million more than the request.

RED HORSE. Section 128 of the Senate bill would not allow the use of funds to consolidate or relocate any element of a U.S. Air Force Rapid Engineer Deployable Heavy Operational Repair Squadron Engineer (RED HORSE)—construction units that help establish new bases on short notice—outside of the United States until the Secretary of the Air Force submits a cost analysis on the proposal to the congressional defense committees.

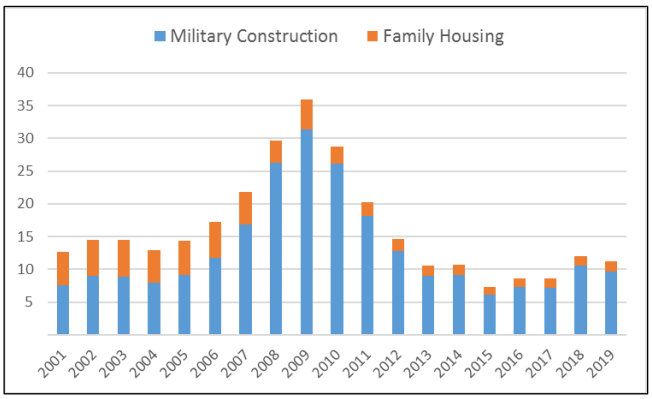
Access Roads. Section 129 of the Senate bill would add $30 million for the Defense Access Roads project to improve public highways affected by defense activity and to acquire land for Arlington National Cemetery.

Major Project Changes. According to H.Rept. 115-673, the report accompanying the HAC-reported version of the FY2019 military construction bill, and S.Rept. 115-269, the report accompanying the SAC-reported version of the bill, lawmakers recommended funding changes totaling hundreds of millions of dollars to dozens of projects, including the following:

- The House bill would provide $69 million in OCO funding for a high value detention facility at Naval Station Guantanamo Bay, as requested; however, the Senate would provide no such funding.
- The House bill would provide $123.1 million for the Air Force's presidential aircraft recapitalization complex at Joint Base Andrews, MD, $30.9 million less than the request; however, the Senate bill would provide $129.1 million for the complex, $24.9 million less than the request.
- The House bill would provide $40 million for the Air Force's MIT Lincoln Laboratory at Hanscom Air Force Base, MA, $185 million less than the request; however, the Senate bill would provide $90 million for the lab, $135 million less than the request.
- The House bill would provide $40 million for the Kinnick High School in Yokosuka, Japan, $130.4 million less than the request; however, the Senate bill would provide $60 million for the school, $110.4 million less than the request.
- Both the House and Senate bills would provide $60 million for the aircraft maintenance hangar at Cherry Point Marine Corps Air Station, NC, $74 million less than the request.
- The House bill would provide $70 million for a machine gun range at the Navy's Joint Region Marianas, Guam, $71.3 million less than the request; however, the Senate bill would provide $50 million for the range, $91.3 million less than the request.

Figure 1. Military Construction and Family Housing Appropriations

(in billions of FY2019 dollars)



Source: Chart prepared by CRS using DOD, *National Defense Budget Estimates for FY2019*, Tables 6-8 and 5-6, April 2018; Comparative Statements of New Budget Authority for H.R. 5895.

Notes: FY2001 through FY2017 actual figures from DOD Table 6-8, FY2018 enacted figures and FY2019 recommended figures from Comparative Statements of New Budget Authority for H.R. 5895; FY2018 figures adjusted by CRS using DOD deflators for military construction and family housing in Table 5-6.

- The House bill would provide $60 million for an operations facility at the Naval Observatory in Washington, DC, $55.6 million less than the request; however, the Senate bill would provide $40 million for the facility, $75.6 million less than the request.
- The House bill would provide $173.4 million for a new National Geospatial-Intelligence Agency campus in St. Louis—known as Next NGA West—$40.2 million less than the request; however, the Senate bill would provide $181.6 million for the site, $32 million less than the request
- Both the House and Senate bills would deny the $22 million requested for The Basic School (TBS) fire station at Marine Corps Base Quantico, VA.
- Both the House and Senate bills would deny the $10 million requested for the ambulatory care center addition at Royal Air Force Croughton, UK.

More Information

CRS Report R45217, *FY2018 Military Construction Authorizations and Appropriations*

CRS In Focus IF10866, *The President's FY2019 Military Construction Budget Request*

CRS Report R44710, *Military Construction: Process, Outcomes, and Frequently Asked Questions*

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