

CRS Report for Congress

Appropriations for FY1996: Defense

One of a series of CRS Reports on FY1996 appropriations

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Abstract: This is one of a series of CRS Reports on FY1996 appropriations and the annual defense appropriations bill, which provides funds for military activities of the Department of Defense. The Clinton Administration requested \$236.4 billion for activities covered by the FY1996 defense appropriations bill. The report discusses the Congressional debate that focused on several major weapons programs, including Army helicopters, the Seawolf submarine, the B-2 bomber, and ballistic missile defense.

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Appropriations for FY1996: Defense

Summary

The annual defense appropriations bill provides funds for military activities of the Department of Defense (DOD) and for other purposes. Most of the funding in the defense appropriations bill is for programs administered by the Department of Defense, though the bill also provides classified amounts for intelligence programs administered by other agencies. The defense appropriations bill is one of two annual appropriations measures that provide funds for the Defense Department -- the other is the military construction appropriations bill, which finances construction of military facilities and operation and construction of military family housing managed by DOD. Three other appropriations bills -- Energy and Water Development, VA-HUD-independent agencies, and Commerce-Justice-State -- provide funds for national defense activities administered by other agencies. For FY1996, the Administration has requested a total of \$257.8 billion in budget authority for the national defense budget function, of which \$236.4 billion is requested in the defense appropriations bill and \$10.7 billion is in the military construction bill.

Along with annual defense-related appropriations, Congress also acts every year on a national defense authorization bill. The authorization bill approves funding in almost precisely the same level of line item detail as the defense-related appropriations bills. Differences between the authorization and appropriations measures within each House generally concern only a few programs. As a result, congressional debate over major defense policy and funding issues usually occurs mainly in action on the authorization bill.

Congress has not yet begun formal action on the FY1996 defense appropriations bill, though subcommittees in the House and Senate have held extensive hearings. The House and the Senate have completed action on differing versions of the annual congressional budget resolution, and a conference is scheduled to begin meeting on June 8. On May 24, the House National Security Committee completed markup of the annual national defense authorization bill, H.R. 1530. Floor action is expected to begin on June 12. House action on the defense appropriations bill typically follows shortly after floor approval of the authorization measure.

Debate over the total level of defense spending in FY1996 remains unresolved -- House and Senate versions of the budget resolution differ on defense funding. Key issues in the debate over the level of spending include potential shortfalls in projected defense budgets compared to the cost of planned programs, the prospect of cuts in so-called "non-defense" items in the defense budget, and the pace of weapons modernization. Extensive debate may focus on funding for several major weapons programs including Army helicopters, the Seawolf submarine, the B-2 bomber, and ballistic missile defense.

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Appropriations for FY1996: Defense

The annual defense appropriations bill provides funds for military activities of the Department of Defense (DOD) -- including pay and benefits of military personnel, operation and maintenance, weapons procurement, and research and development -- and for other purposes. Most of the funding in the bill is for programs administered by the Department of Defense, though the bill also provides (1) relatively small, unclassified amounts for the Central Intelligence Agency retirement fund and intelligence community management and (2) classified amounts for national foreign intelligence activities administered by other agencies as well as by DOD. Several other appropriations bills also provide funds for national defense activities of DOD and other agencies, including:

- the military construction appropriations bill, which finances construction and maintenance of military facilities and construction and operation of military family housing, all of which is administered by DOD;
- the energy and water development appropriations bill, which funds atomic energy defense activities administered by the Department of Energy;
- the VA-HUD-independent agencies appropriations bill, which finances civil defense activities administered by the Federal Emergency Management Agency and activities of the Selective Service System; and
- the Commerce-Justice-State appropriations bill, which funds defense-related activities of the FBI.

The defense appropriations bill is by far the largest of the appropriation measures that provide funding for national defense. For FY1996, the Administration has requested a total of \$257.8 billion in budget authority for the national defense budget function, of which \$236.4 billion is requested in the defense appropriations bill, \$10.7 billion in military construction, \$11.2 billion in energy and water, \$154 million in VA-HUD-independent agencies, and \$101 million in Commerce-Justice-State. The FY1995 defense appropriations bill provided \$243.4 billion.

Along with annual defense-related appropriations, Congress also acts every year on a national defense authorization bill. In recent years, the defense authorization has been an omnibus bill that authorizes funding in all of the appropriations measures discussed above. The authorization bill approves funding in almost precisely the same level of line item detail as the defense-related appropriations bills. Differences between the authorization and

appropriations measures within each House generally concern only a few programs. As a result, congressional debate over major defense policy and funding issues usually occurs mainly in action on the authorization bill. In the House, subsequent debate on the defense appropriations bill is almost always very limited -- last year, House floor action on the FY1995 defense appropriations bill took only about fifteen minutes. In the Senate, debate over the defense appropriations bill is more extensive but usually revisits issues previously considered on the authorization bill.

Because the defense authorization and defense appropriations bills are so closely related, this report discusses congressional action on both measures, though it focuses on the progress of the appropriations process. For a review of the current congressional debate over defense policy and over particular weapons programs, see Paul J. Graney, *Defense Authorization and Appropriations for FY1996: Major Weapons and Other Defense Programs*, CRS Issue Brief 95087, updated regularly. For a discussion of the debate over defense funding levels, especially in the context of congressional action on the annual budget resolution, see Stephen Daggett, *Defense Budget for FY1996: Major Issues and Congressional Action*, CRS Issue Brief 95049, updated regularly. For an overview of major ongoing issues in defense policy, see Robert Goldich and Stephen Daggett, *Defense Policy: Threats, Force Structure, and Budget Issues*, CRS Issue Brief 90013, updated regularly. For a review of congressional action on the military construction appropriations bill, see George H. Siehl, *Appropriations for FY1996: Military Construction*, CRS Report 95-621 F, updated regularly.

Status

Status of Appropriations Legislation: Department of Defense

Subcommittee Markup		House Report	House Passage	Senate Report	Senate Passage	Conference Report	Conference Report Approval		Public Law
House	Senate						House	Senate	

Congress has not yet begun formal action on the FY1996 defense appropriations bill, though subcommittees in the House and Senate have held extensive hearings. The House and the Senate have completed action on differing versions of the annual congressional budget resolution, and a conference is scheduled to begin on June 8. On May 24, the House National Security Committee completed markup of the annual national defense authorization bill, H.R. 1530. Floor action is expected to begin on June 12.

House action on the defense appropriations bill typically follows shortly after floor approval of the authorization measure.

Outcome of debate over the level of defense spending in FY1996 is uncertain. House and Senate versions of the budget resolution differ over defense spending. In its markup of the FY1996 defense authorization bill, the House National Security Committee assumed the House-passed level of national defense funding, which adds about \$9.5 billion in budget authority to the Administration's FY1996 request. The Committee allocated the bulk of the additional money to weapons acquisition programs, adding over \$6 billion to weapons procurement accounts and \$1.6 billion to research and development activities.

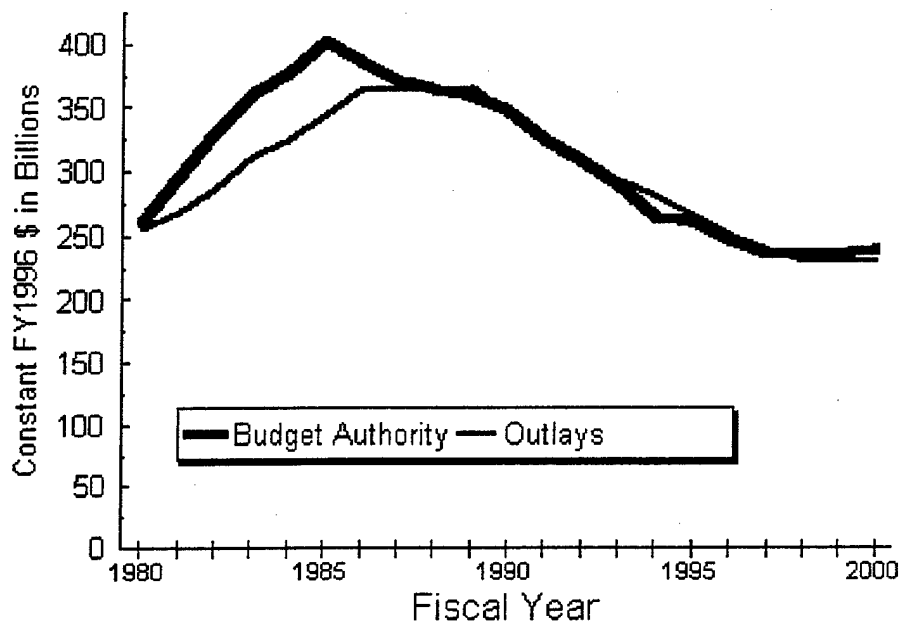
Meanwhile, House Appropriations Committee Chairman Bob Livingston announced preliminary allocations of discretionary funds under the committee's jurisdiction to each of the appropriations subcommittees. The appropriations committee allocation procedure is a key step in the annual congressional budget process. Ultimately, the total level of spending for national defense in FY1996 will be determined not by the budget resolution, but by the allocation of discretionary funds to subcommittees by the appropriations committees and subsequent congressional action on defense authorization and appropriations bills. Under section 602(b) of the Congressional Budget Act, as amended by the Budget Enforcement Act of 1993, the appropriations committees must report their allocations of discretionary funding to each house. These allocations, which the appropriations committees may adjust over the course of the congressional session, are known as "602(b) allocations." The appropriations committee allocations generally differ to some degree from the levels of spending assumed in the budget resolution for each budget function. Chairman Livingston's preliminary allocations include \$243.7 billion in outlays (not budget authority) to the national security subcommittee. This amount for the defense appropriations bill portion of the national defense budget function appears to be as much as \$2 billion below the level implied in the House-passed budget resolution and assumed by the House National Security Committee in marking up the FY1996 defense authorization bill.

Major Funding Trends

The Administration's FY1996 defense budget plan continues the downturn in defense spending that has been underway since the mid-1980s. Measured in constant, inflation-adjusted dollars, total Department of Defense budget authority (including military construction) declined by 35% between FY1985 and FY1995. The FY1996 request would reduce the DOD budget by another 4.2%, compared to the FY1995 level, and the FY1997 plan projects a further cut of 4.5%. Under the Administration plan, the defense budget levels off in FY1998 and FY1999 and then begins to increase modestly in FY2000 and FY2001. **Figure 1** illustrates trends in DOD budget authority and outlays in constant dollars from FY1980 to FY2000. **Table 1** shows the Administration's national defense and DOD budget plan through FY2001 in current year dollars and in

constant FY1996 prices. (For additional information on defense budget trends, see Paul Graney, *Defense Budget for FY1996: Data Summary*, CRS Report 95-295 F, Feb. 17, 1995, 31p.)

Figure 1: Department of Defense Budget Authority and Outlays, FY1980-2000



*Excludes Desert Shield/Desert Storm costs; FY96-00, Administration projection

The cuts in the defense budget over the past several years have been achieved mainly by reducing the size of the U.S. military force structure and by slowing the pace of weapons modernization. Active duty military end-strength (i.e., the number of uniformed personnel in service at the end of the fiscal year) will decline from about 2.2 million in FY1987 to about 1.45 million by the end of FY1997 under Administration plans, a reduction of about 33%. The number of divisions in the Army and Marine Corps, ships in the Navy, and air wings in the Air Force have fallen accordingly.

Funding for weapons acquisition has declined even more steeply than the force structure. The FY1996 budget requests \$39.4 billion for weapons procurement and \$34.3 billion for research, development, test and evaluation (RDT&E). Adjusted for inflation, proposed procurement funding is 71% below the level in FY1985 and the total for procurement plus R&D is down by 57%. DOD officials expect procurement funding to begin turning up after FY1996.

Table 1: Administration Defense Budget Plan*
(current and constant FY1996 dollars in billions)

Fiscal Year	1995	1996	1997	1998	1999	2000	2001
National Defense Budget Function							
Budget Authority							
Current year dollars	261.8	257.8	253.4	259.6	266.3	276.0	286.5
Constant FY1996-dollars	269.1	257.8	246.2	245.0	244.3	246.6	249.3
Real growth/decline		-4.2%	-4.5%	-0.5%	-0.3%	+0.9%	+1.1%
Outlays							
Current year dollars	269.9	260.9	256.9	254.5	259.7	267.8	271.5
Constant FY1996 dollars	277.5	260.9	249.6	240.2	238.2	239.3	236.4
Real growth/decline		-6.0%	-4.4%	-3.7%	-0.8%	+0.4%	-1.2%
Department of Defense Budget							
Budget Authority							
Current year dollars	252.6	246.0	242.8	249.7	256.3	266.1	276.6
Constant FY1996 dollars	259.7	246.0	235.9	235.7	235.2	237.7	240.6
Real growth/decline		-5.3%	-4.1%	-0.1%	-0.2%	+1.1%	+1.2%
Outlays							
Current year dollars	259.1	249.5	246.0	244.2	249.6	257.9	261.6
Constant FY1996 dollars	266.4	249.5	238.9	230.7	229.0	230.4	227.7
Real growth/decline		-6.4%	-4.2%	-3.5%	-0.7%	+0.6%	+1.2%

Sources: Office of Management and Budget, *Budget of the United States Government, Fiscal Year 1996: Historical Tables*, Feb. 1995; deflators from Department of Defense Comptroller.

***Note:** Includes military construction and family housing funding not included in the annual defense appropriations bill.

Key Policy Issues

This year, the early debate over defense policy has been dominated by a dispute within the Republican-controlled Congress between so-called "defense hawks," who want to increase spending substantially above the Administration plan, and the "deficit hawks," who hope to constrain spending in the interest of deficit reduction. The battle is reflected in House and Senate action on national defense in the FY1996 budget resolution. On May 18, the House, and on May 25, the Senate, approved versions of the annual congressional budget resolution. Both versions set a path toward a balanced Federal budget by FY2002, but the plans differ on a number of issues, including the level of defense spending. The Senate approved national defense spending at the Administration's projected level, while the House-passed plan projects an increase of \$70 billion in budget authority and \$55 billion in outlays over the 6 years through FY2001. **Table 2** compares the Administration request and the House and Senate plans. Note that the totals are for the overall national defense budget function, not for defense appropriations.

Table 2: National Defense Budget Function (050) Alternatives
(current year dollars in billions)

	1995 ^a	1996	1997	1998	1999	2000	2001	2002
Administration Request								
Budget Authority	261.8	257.8	253.4	259.6	266.3	276.0	286.5	NA
Outlays	269.9	260.9	256.9	254.5	259.7	267.8	271.5	NA
House-Passed								
Budget Authority	261.8	267.3	269.3	277.3	281.3	287.3	287.3	287.2
Difference from Request		+9.5	+15.9	+17.6	+15.1	+11.3	+0.8	NA
Outlays	269.9	265.1	265.3	265.3	271.3	279.3	279.3	279.2
Difference from Request		+4.1	+8.3	+10.8	+11.7	+11.5	+7.8	NA
Senate-Passed^b								
Budget Authority	261.4	257.7	253.4	259.6	266.2	276.0	275.9	275.9
Difference from Request		-0.1	0.0	0.0	-0.1	0.0	-10.6	NA
Outlays	269.6	261.1	257.0	254.5	259.6	267.8	267.7	269.2
Difference from Request		+0.2	+0.1	0.0	-0.1	0.0	-3.8	NA

a. The FY1995 estimate is revised to take account of congressional action on supplemental funding and rescissions.

b. The Senate plan makes no change from a revised estimate of the Administration request through FY2000.

Debate over the level of defense spending has focused on several issues, including:

- "Shortfalls" in defense funding:** Advocates of higher defense spending argue that the Administration's defense plan may be underfunded by as much as \$150 billion over a five-year period. A July 1994 General Accounting Office report identified potential "overprogramming" of as much as \$38 billion from possible weapons cost growth, \$26 billion in higher than planned military and civilian pay raises, \$27 billion in planned management savings that may not materialize, \$20 billion in cost growth due to higher than expected inflation, and \$20 billion in cost growth in environmental programs. A January 1995 Congressional Budget Office (CBO) study identified potential increases in DOD costs of between \$65 billion and \$110 billion over five years from similar causes. The Defense Department, however, has vigorously disputed these projections. Among other things, DOD officials argue (1) that in December the President agreed to increase planned defense spending by \$25 billion through FY2001, (2) that part of the increase will fund full pay raises, so there is no pay shortfall, (3) that cost growth from revised inflation estimates has been absorbed, (4) that large weapons cost growth is not likely because most weapons programs are at a mature stage of the acquisition cycle, and (5) that budget plans were adjusted in 1993 to take account of estimated shortfalls in management savings. In any event, as CBO pointed out in its report on the issue, by recent historical standards, shortfalls in Clinton Administration budget plans appear comparatively small. (For a fuller discussion, see Issue

Brief 95049, *Defense Budget for FY1996: Major Issues and Congressional Action.*)

- **Tradeoffs between Readiness and Modernization:** For the past two years, critics of the Clinton Administration's defense plan have argued that inadequate defense budgets are leading to a "hollow force," suffering, like the force at the end of the 1970s, from inadequate training, poor equipment readiness, poor quality recruitment, and low personnel retention rates. Secretary of Defense Perry and other officials, however, have argued strongly that short-term readiness remains high, that occasional shortfalls are due to temporary turbulence associated with the military drawdown or unfunded costs of unplanned contingency operations at the end of the fiscal year, and that recruitment and retention levels remain at historically high levels. Moreover, in testimony on the FY1996 DOD budget request, Secretary Perry repeatedly emphasized that his highest priority in budget planning was to fund short-term military readiness. Budget figures indeed show that the Administration has increased funding for accounts associated with short-term readiness at the expense of cuts in weapons modernization accounts, and, on December 9, 1994, the Administration announced reductions in a number of major weapons projects. The predominant criticism of the Administration plan now appears to focus on the implications of continuing Administration reductions in weapons acquisition. Critics argue that tight budgets have led the Administration to cut weapons modernization too deeply in order to protect short-term readiness, that these reductions will jeopardize the "future readiness" of the force, which depends on modern weaponry, and that the industrial base needed to produce new weapons in the future is eroding. In response, Secretary Perry addressed modernization issues at length in his budget testimony. He acknowledged that procurement levels are extremely low at present, but, he said, this is acceptable because the drawdown has led to the retirement of older equipment so that the average age of weapons in the field is still declining. Acquisition funding, he said, should and will turn up substantially over the next several years.
- **"Non-Defense" Funding in the Defense Budget:** An important new theme in this year's defense debate concerns so-called "non-defense" or "non-traditional" activities in the defense budget. As one reason for not setting as high a target for defense spending as national security committee leaders has wanted, the House Budget Committee cited efforts "to aggressively remove 'non-defense' items from the defense budget." A March, 1994 CRS memo and an October update identified FY1990-95 funding for "items that some may consider not to contribute wholly and directly to DOD's primary military missions." Spending on activities such as environmental cleanup and compliance, drug interdiction, defense conversion, and dual use technology development grew from about \$3.5 billion in FY1990 (in FY1996 prices) to more than \$11 billion in FY1995. It may be difficult, however, to reduce funding for these activities substantially. In action on FY1995 rescissions, Congress trimmed DOD environmental cleanup by \$300 million and reduced funding for the high-

profile Technology Reinvestment Program by \$300 million as well. Most of the \$5 billion DOD now spends each year on environment programs, however, is for activities needed to comply with environmental laws, and Congress has made no cuts to date in DOD's other, ongoing dual use technology development programs.

- **Strategy and Force Levels:** Administration defense strategy, announced in September 1993, following the Pentagon's "Bottom-Up Review" of defense policy, calls for maintaining forces able to prevail in two nearly simultaneous major regional contingencies. Some argue that the strategy is unnecessarily ambitious and that the size of the force should be reduced further. Others say that the strategy is right but that the force lacks at least some elements needed to carry it out. Few, however, have proposed significant increases in the size of the force. The viability of the Bottom-Up Review (BUR) strategy may become an increasingly important issue as the 1996 elections near.
- **The U.S. Role in International Peace Operations:** One premise of the Bottom-Up Review is that a force designed to fight two major regional conflicts will also be large, flexible, and capable enough to carry out a wide range of smaller-scale military operations in support of U.S. national security policy. A major debate has developed, however, about the role U.S. military forces should play in the post-Cold War world. Some argue that the Clinton Administration has been much too willing to commit U.S. military forces to action in situations where vital U.S. national interests are not at stake. In large part, this is a debate about the extent to which U.S. security depends on active military involvement in promoting global stability. The defense policy dimension of the debate concerns whether commitments to Somalia, Haiti, Bosnia, and elsewhere may undermine U.S. military readiness for major conflicts.

Major Programmatic Issues

Most of the major programmatic issues in the FY1996 defense debate concern funding for major weapons programs. As noted above, a key complaint of advocates of higher defense spending is that the Administration has reduced weapons modernization too far. Several issues are particularly controversial.

Army helicopter programs: Army helicopter acquisition has been declining steadily for several years, and Congress has repeatedly added funds to annual budget requests to bolster production. Last December, the Administration announced plans to terminate the Comanche scout helicopter program after completing development and buying two prototypes. The Army has endeavored to salvage a somewhat larger prototype program. In its markup of the authorization bill, the House National Security Committee (HNSC) added \$100 million to the Comanche budget request and instructed DOD to prepare a plan to restore production if additional modernization funds become available in the future. HNSC also added advance procurement funds to continue

production of the UH-60 Blackhawk utility helicopter in FY1997 and beyond -- the Administration plans to halt procurement after FY1996.

Seawolf and New Attack Submarine programs: The Administration has requested \$1.5 billion to procure a third SSN-21-class "Seawolf" submarine in FY1996. The Seawolf has been extremely controversial. The Navy acknowledges that there is no military requirement to procure new submarines at this time, but argues that buying the third Seawolf is the cheapest way to maintain the submarine industrial base until production of the next generation New Attack Submarine (NAS) begins. Under the Administration plan, work on the third Seawolf and on the NAS program will be allocated to Electric Boat Division (EB) of General Dynamics Corporation in Connecticut. Newport News Shipbuilding in Virginia, however, argues that its nuclear aircraft carrier work will allow it to shift to submarine work, so that no third Seawolf is needed, and it wants to compete for the NAS. Proposals to eliminate the Seawolf are expected both in the House and in the Senate. HNSC took a novel approach, eliminating funds for the third boat, but providing funds to add a new hull section to the second Seawolf as interim work for Electric Boat, while urging a new design competition between EB and Newport News for the first NAS.

DDG-51 destroyer procurement: Last December, the Administration announced plans to slow DDG-51 destroyer procurement from three ships per year to an average of 2.67 ships, with two ships included in the FY1996 plan. Currently the DDG-51 is being produced at two shipyards -- Bath Ironworks in Maine and Ingalls in Mississippi -- and the Navy is studying whether it should continue work at both. Some fear that any further drop in production will endanger the two shipyard program. HNSC added funds for a third DDG-51 in FY1996.

LHD-7 procurement: The battle over Seawolf funding may be indirectly related to debate over funding for an additional large, amphibious assault ship of the "Wasp" LHD-1 class. LHDs are also built at Ingalls in Mississippi. Some hope to find funds to finance at least a part of the cost of procuring an additional LHD, which would be the 7th of the class, in FY1996, rather than in FY2001, as the Administration now plans. Proponents of LHD-7 funding are concerned that delay will leave a four-year production gap, which will drive the estimated cost of the ship from about \$1.4 billion to about \$2 billion. Part of the debate over LHD-7 funding concerns the longstanding DOD policy of providing "full funding" for weapons procurement, rather than providing partial funding in one year and additional funds later. It may be difficult to find \$1.4 billion in shipbuilding funds in the FY1996 budget, so some want to provide only part of the funding now and complete the financing later. HNSC did not provide any funding for the LHD-7 program in FY1996.

B-2 bomber procurement: Two years ago, Congress and the Administration agreed to halt procurement of B-2 bombers after funding 20 aircraft. B-2 supporters, however, have repeatedly tried to add funds to resume production. Last year, Congress required DOD to carry out a study of bomber force levels. The study, delivered in May, concluded that it would be better to

spend available money on upgraded munitions for existing bombers than to buy additional B-2s. B-2 supporters, however, have criticized the study, arguing that it assumes relatively long warning of attack in a major regional conflict, thus downplaying one of the greatest strengths of the bomber force. HNSC added \$553 million for advance procurement of long-lead items for two additional bombers, which would be fully funded in FY1997.

C-17 cargo aircraft procurement: C-17 cargo aircraft development has been plagued over several years by delays, technical problems, performance shortfalls, and cost growth. Both Congress and succeeding administration's, however, have agreed on the need for expanded airlift capabilities, so efforts have been made repeatedly to salvage the program. The current plan is to procure 40 aircraft through FY1996 with options to buy more beginning in FY1997 if a November 1995 program review determines that the project is on track. Otherwise funding may be split between various combinations of C-17s, older C-5s, and commercial aircraft. This year, Congress has so far supported continued C-17 funding as the Administration has requested, but any further problems with the aircraft could reopen debate.

Ballistic missile defense: The Clinton Administration has requested \$2.9 billion in FY1996 for ballistic missile defense (BMD) programs. Most of the money is being directed to theater missile defense (TMD) programs designed to protect forces abroad from short- to intermediate-range missile attack. The Administration has carried on a limited program to develop national missile defense (NMD) systems that would be designed to protect the continental United States against long-range missile attack. With the Republican victories last November, it was widely expected that Congress would add substantial amounts to the NMD program and, perhaps, pursue early deployment of an NMD system. While enthusiasm for a crash development program has waned, HNSC added \$628 million to the Administration request and instructed that \$450 million be added to the NMD effort.

Defense conversion and dual use technology development programs: As noted above, earlier this year, in action on FY1995 supplemental defense appropriations and rescissions, Congress cut \$300 million out of the Technology Reinvestment Program (TRP), a program that provides Federal matching grants for technology development projects with dual defense and non-defense applications. A major element of debate over "non-defense" items in the defense budget concerns dual use technology programs that have received increased emphasis in recent years. Though definitions of dual use programs differ, DOD currently estimates that it spends about \$2 billion annually on projects with dual applications. Many expected that all of these activities would be subject to intense scrutiny by a Congress skeptical of government involvement in the marketplace. So far, however, Congress has not trimmed DOD dual use programs apart from TRP -- HNSC eliminated funds for TRP, but did not cut other dual use funding and urged that DOD use authority for TRP-like matching grants in other dual use programs.

Other programs: Continued debate may be expected this year over the Navy Trident II (D-5) missile program and the Milstar satellite communications systems. Critics view both programs as relics of the Cold War. A debate may also be expected over F-16 and F-15 Air Force fighter aircraft procurement. The Administration has requested no funds for either aircraft and expects production to be sustained by foreign sales. HNSC, however, added funds to procure 6 of each aircraft in FY1996.

Congressional "add-ons" to defense requests: Senator McCain and others have repeatedly made an issue in recent years of congressional additions to Administration defense requests, complaining that add-ons often reflect parochial interests and come at the expense of higher priority defense programs. This year, as in the past, the largest add-ons may be for national guard and reserve equipment. Traditionally, the Pentagon requests very limited funds for reserve component procurement on the premise that active units will transfer older equipment to the reserves. Congress, however, often adds funds to buy new equipment for the guard and reserve, sometimes specifying how the money is to be spent, but, last year, allowing the reserve components to allocate it according to their own priorities. This year, HNSC added \$770 million for guard and reserve procurement, allowing the components to allocate the funds.

Summary Tables

Department of Defense Appropriations Acts Totals: FY1991 to FY1995

(budget authority in billions of current year dollars)

FY1991	FY1992	FY1993	FY1994	FY1995
328.0	279.0	255.6	242.3	243.4

Department of Defense Appropriations by Title (in millions of dollars)

Title	FY1995 Enacted	FY1996 Request	House Bill	Senate Bill	Final Enacted
Military Personnel	70,456.2	68,696.6			
Operation & Maintenance	91,800.7	91,781.6			
Procurement	43,694.4	39,408.7			
Research, Development, Test & Evaluation	35,499.5	34,332.0			
Revolving & Management Funds	1,669.6	1,852.9			
Trust Funds	8.5	15.0			
TOTAL DOD	243,128.9	236,086.8			
CIA Retirement Fund	198.0	213.9			
Intelligence Community Management Account	92.7	93.3			

Sources: Department of Defense, *Financial Summary Tables FY1996/97*, Feb. 1995; Office of Management and Budget, *Budget of the United States Government FY1996: Appendix*, Feb. 1995; Department of Defense Appropriations Act, 1995, P.L. 103-335, Sept. 30, 1995.

For Additional Reading

CRS Products

Appropriations for FY1996: Military Construction, by George H. Siehl, CRS Report 95-621 F, updated regularly.

Defense Authorization and Appropriations for FY1996: Major Weapons and Other Defense Programs, by Paul J. Graney, CRS Issue Brief 95087, updated regularly.

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