



CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

August 7, 2008

H.R. 5658 **Duncan Hunter National Defense Authorization Act** **for Fiscal Year 2009**

As passed by the House of Representatives on May 22, 2008

SUMMARY

H.R. 5658 would authorize appropriations for fiscal year 2009 for the military functions of the Department of Defense (DoD), for certain activities of the Department of Energy (DOE), and for other purposes. For DoD's costs not directly associated with the wars in Iraq and Afghanistan, for DOE, and for a variety of smaller programs, the act would authorize appropriations totaling \$531.6 billion in 2009. For military operations in Iraq and Afghanistan, the act would authorize appropriations of \$70 billion; the Congress already has appropriated \$65.9 billion of that amount.¹ Thus, relative to appropriations already provided, the act would authorize an additional \$4.1 billion for those operations in 2009. In addition, the act would authorize an estimated \$0.7 billion in 2009 and smaller amounts each year through 2013, primarily for programs that would be administered by the Department of State and for changes relating to federal contracting authorities. H.R. 5658 also would prescribe personnel strengths for each active-duty and selected-reserve component of the U.S. armed forces.

Including outlays from funds previously appropriated, spending for programs authorized by the act would total about \$634 billion in 2009, CBO estimates. That figure includes \$34 billion in outlays from recently enacted supplemental appropriations for 2008.

The act also contains provisions that would both increase and decrease costs of discretionary programs in years after 2009. Most of those provisions would affect force structure, compensation, and benefits. In total, such provisions would raise costs for defense programs by about \$3.5 billion annually, assuming appropriation of the necessary amounts.

The act contains provisions that would both increase and decrease direct spending, primarily from changes in the TRICARE pharmacy benefit and retirement programs, and from the sale

1. Public Law 110-252, the Supplemental Appropriations Act, 2008, provided \$65.9 billion to DoD for 2009 war costs.

of assets from the National Defense Stockpile. We estimate that those provisions combined would increase direct spending by \$4 million in 2009, but would decrease such spending by \$6 million over the 2009-2013 period and by \$68 million over the 2009-2018 period. Also, enacting the legislation would increase revenues by \$8 million in 2009.

Section 4 of the Unfunded Mandates Reform Act (UMRA) excludes from the application of that act any legislative provisions that enforce the constitutional rights of individuals. CBO has determined that section 591 would fall within that exclusion because it would modify the authority of the President to employ the armed services to protect individuals' civil rights. Therefore, CBO has not reviewed that section of the act for mandates.

Other provisions of H.R. 5658 contain both intergovernmental and private-sector mandates, but CBO estimates that the annual cost of those mandates would not exceed the thresholds established in UMRA (\$68 million for intergovernmental mandates and \$136 million for private-sector mandates in 2008, adjusted annually for inflation).

ESTIMATED COST TO THE FEDERAL GOVERNMENT

The estimated budgetary impact of H.R. 5658 is summarized in Table 1. Almost all costs of this legislation fall within budget function 050 (national defense), while a relatively small portion falls in various other budget functions: function 150—international affairs; function 270—energy; function 400—transportation; function 600—income security; and function 800—general government.

BASIS OF ESTIMATE

For this estimate, CBO assumes that H.R. 5658 will be enacted near the start of fiscal year 2009 and that the authorized and necessary amounts will be appropriated each year beginning in fiscal year 2009. (H.R. 5658 also would authorize the appropriation of \$1.7 billion for 2008, largely for military construction projects. The cost of those authorizations, however, is not included in this estimate because appropriations for most of those projects recently were provided in Public Law 110-252, the Supplemental Appropriations Act, 2008, and because CBO assumes that no further appropriations will be provided in 2008 for such purposes.)

TABLE 1. BUDGETARY IMPACT OF H.R. 5658, THE NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 2009

	By Fiscal Year, in Millions of Dollars					
	2008	2009	2010	2011	2012	2013
SPENDING SUBJECT TO APPROPRIATION						
Spending Under Current Law for Programs Authorized by H.R. 5658						
Budget Authority ^a	681,584	65,922	0	0	0	0
Estimated Outlays	595,752	292,191	122,794	44,620	15,675	6,318
Proposed Changes						
Authorization of Appropriations for 2009, primarily for the Departments of Defense and Energy						
Authorization Level	0	531,629	0	0	0	0
Estimated Outlays	0	341,444	123,092	41,430	13,497	5,359
Authorization of Appropriations for 2009 for Military Operations in Iraq and Afghanistan (above the funding provided in Public Law 110-252)						
Authorization Level	0	4,078	0	0	0	0
Estimated Outlays	0	434	1,081	1,375	697	286
Other Authorizations ^b						
Estimated Authorization Level	0	744	518	338	162	162
Estimated Outlays	0	369	513	371	308	245
Subtotal, Proposed Changes						
Estimated Authorization Level	0	536,451	518	338	162	162
Estimated Outlays	0	342,247	124,686	43,176	14,502	5,890
Total-Including Spending Authorized by H.R. 5658						
Estimated Authorization Level ^c	681,584	602,373	518	338	162	162
Estimated Outlays	595,752	634,438	247,480	87,796	30,177	12,208
CHANGES IN DIRECT SPENDING ^d						
Estimated Budget Authority	0	-30	155	-24	-52	-49
Estimated Outlays	0	4	158	-22	-52	-94

(Continued)

TABLE 1. CONTINUED

	By Fiscal Year, in Millions of Dollars					
	2008	2009	2010	2011	2012	2013
CHANGES IN REVENUES						
Donations for Cleanup: Skaggs Island	0	8	0	0	0	0

Notes: For 2009, the authorizations of appropriations under “Proposed Changes” include amounts that would be specifically authorized by the act for DoD, DOE, the Maritime Administration, the Armed Forces Retirement Home, and the Naval Petroleum Reserves. In addition, the levels shown for 2009 through 2013 include estimated authorization levels for the State Department as well as for activities relating to federal contracting and the development of the Port of Guam. (Those estimated authorizations are shown in Table 4.) The act also implicitly authorizes some DoD activities in 2010 and later years; those authorizations are not included above (but are shown in Table 3) because funding for those activities would be covered by specific authorizations in future years.

- a. The 2008 level is the amount appropriated for programs that would be authorized by H.R. 5658. That figure includes \$100.3 billion in supplemental funding—primarily for the wars in Iraq and Afghanistan—recently enacted in Public Law 110-252, the Supplemental Appropriations Act, 2008. The 2009 level reflects an additional \$65.9 billion, also appropriated for the wars in that same public law.
 - b. These authorizations are primarily for activities administered or coordinated by the State Department, for implementation of governmentwide contracting authorities, and for the development of the Port of Guam (see Table 4).
 - c. The 2008 and 2009 levels reflect the effects of appropriations (budget authority) already provided in Public Law 110-252, as discussed in footnote a.
 - d. In addition to the direct spending effects shown here, enacting H.R. 5658 would affect spending after 2013 (see Table 5). In total, CBO estimates that enacting H.R. 5658 would reduce direct spending by \$68 million over the 2009-2018 period.
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Spending Subject to Appropriation

H.R. 5658 would authorize both specified and unspecified levels of funding for a variety of activities. Tables 2, 3, and 4 at the end of this document provide details on those authorizations. Relative to the version of H.R. 5658 reported by the Committee on Armed Services, the House-passed act contains additional—and amended—provisions that would authorize funding and activities that would result in added costs in 2009. The estimated costs of those provisions—most of which also would increase the need for appropriations in 2010 and future years—are discussed below.² Provisions affecting the Defense Health Program are included in Table 3. All other provisions for which CBO has estimated an annual

2. Most provisions in H.R. 5658 as passed by the House are identical to those in the bill as reported by the Committee on Armed Services; see CBO’s May 20 cost estimate for the bill, as reported, for additional details.

authorization level are shown in Table 4. In total, those new and amended provisions would require additional authorizations of \$1.3 billion over the 2009-2013 period, relative to the earlier version of the act. The following discussion does not address the timing of outlays from those estimated authorizations.

Defense Health Program. The version of H.R. 5658 passed by the House of Representatives contains several new provisions related to the Defense Health Program that were not in the earlier version of the act. In total, CBO estimates that those new provisions—which are included under the “Defense Health Program” heading in Table 3—would increase costs to DoD by about \$540 million over the 2009-2013 period.

Autism Therapy. Section 733 would require the Secretary of Defense to provide a minimum of \$5,000 per month in therapy services—to include applied behavioral analysis (ABA)—to children with autism enrolled in DoD’s Extended Care Health Option program (ECHO). DoD reports that approximately 8,500 children of servicemembers have some form of autism, although only about 4,600 are between the ages of three and eleven, the ages at which therapy services are most often utilized. Currently, only about 700 children with autism are enrolled in ECHO. However, this relatively low number of enrollments is most likely due to a lack of available services and does not reflect actual demand. There is currently a shortage of professionals certified in ABA—an accepted treatment for autism.³ As the number of certified ABA therapists increases over time, CBO expects the number of military families choosing to enroll autistic children in ECHO will increase as well. CBO estimates that the number of enrollments will increase to 2,300 by 2013.

Families who enroll their children in ECHO are currently eligible for a maximum of \$2,500 per month in services. However, CBO estimates that the average benefit is less—about \$1,800. Therefore, requiring DoD to provide a minimum of \$5,000 per month in services would increase the cost to DoD for each autistic child enrolled in ECHO by about \$3,200 per month. Assuming adjustments for inflation, CBO estimates the cost of implementing this section would increase to \$120 million per year by 2013 and would total about \$360 million over the 2009-2013 period.

Transitional Health Care. Section 737 would allow servicemembers separating from active duty to maintain their TRICARE coverage at no charge for up to six months if they agree to serve in a component of the selected reserve. Based on data from DoD, CBO estimates that about 13,000 servicemembers make a direct transition from the active-duty forces to the selected reserve each year. The cost to provide an additional six months of TRICARE coverage to those members and their dependents would be about \$4,000 per member, CBO

3. Department of Defense, *Department of Defense Report and Plan on Services to Military Dependent Children With Autism* (July 2007).

estimates. However, CBO expects that some would not use the full benefit because they would eventually obtain new health coverage through private-sector employers and other sources. In total, CBO estimates this section would increase costs to DoD by about \$170 million over the 2009-2013 period.

Mental Health Demonstration Projects. Sections 708 and 726 would require the Secretary of Defense to carry out demonstration projects to assess possible improvements to post-deployment mental health screening and access to behavioral health services. CBO estimates the demonstration projects would cost about \$10 million over the 2009-2013 period, based on the costs of other demonstration projects and an analysis of rates of payment for mental health services.

Matters Relating to Foreign Nations. The act contains a variety of provisions that would affect activities coordinated by the Department of State. As reported by the Committee on Armed Services, CBO estimated such provisions would cost about \$650 million over the 2009-2011 period. The version of the act as passed by the House of Representatives would authorize an additional \$400 million over the 2009-2011 period for assistance to stabilize and rebuild a foreign country or region that is in, or emerging from, conflict or civil strife. As a result, CBO estimates that the authorized funding level for activities that would be coordinated by the State Department would total about \$1.1 billion over the 2009-2011 period.

Federal Contracting Authorities. Several new provisions in the act would affect governmentwide contracting authorities.

Acquisition Workforce Development Fund. Title XLIII would authorize an estimated \$75 million in 2009, \$100 million in 2010, \$125 million in 2011, and \$150 million in subsequent years for contract oversight, planning, and administration in nondefense agencies. Those funds would be used for recruiting, training and retaining acquisition personnel in excess of current levels, and for contract planning, administration, and oversight. Based on those estimated levels of funding, CBO estimates that implementing those provisions would cost about \$600 million over the 2009-2013 period.

Contractor Database. Title XLV would establish a single comprehensive database of federal spending that would be available through a public Web site. That database would list all entities receiving federal funds and information on the integrity and performance of federal contracts and grant recipients. Section 4507 would authorize such funds as may be necessary for the establishment of such a database. The title also would provide new authorities for the Interagency Committee on Debarment and Suspension (ISDC), and require the General Services Administration (GSA) to provide to the Congress a list of all databases concerning federal contractors and grants and to recommend procedures to centralize that information.

According to the Office of Management and Budget (OMB), GSA, and private firms, the government currently collects much of the information necessary to create a comprehensive database on the integrity and performance of federal contractors and grantees. CBO estimates that updating and expanding those efforts and adding a search engine through a Web site to create a single comprehensive database would cost about \$10 million over the 2009-2010 period. CBO also estimates that it would cost between \$3 million and \$4 million in subsequent years to maintain the database and for ISDC to undertake its additional responsibilities.

Other Provisions Relating to Federal Contracts. Title XLI would require government agencies, including the Office of Federal Procurement Policy, GSA, and the Government Accountability Office, to prepare program guidance, regulations, and reports to the Congress on many types of contracts, including multiple-award contracting, cost-reimbursement contracts, and other acquisition practices. Based on the costs of similar activities, CBO estimates that implementing these provisions would cost \$12 million in 2009 and about \$46 million over the 2009-2013 period.

Section 4501 would require certain privately owned companies that received more than 80 percent of their annual gross revenue from federal contracts to annually report the names and salaries of their highest-ranking company officials. This would apply to firms with more than \$25 million in annual gross revenue. This information would be made available on a public Web site. Based on information from OMB and GSA, CBO estimates that implementing this section would cost \$2 million in 2009 and about \$6 million over the 2009-2103 period, assuming the availability of appropriated funds.

Port of Guam. Section 2829 would authorize the Maritime Administration (MARAD) to manage a program to improve the port of Guam. Under this provision, MARAD would coordinate the funding, planning, design, and construction of port facilities and would provide technical assistance to the Guam port authority. The provision would establish a fund in the U.S. Treasury to receive any amounts contributed to the project by nonfederal sources or appropriated for the project, and would authorize the use of those funds to implement the project. Finally, section 2829 would authorize appropriations to the fund of whatever amounts are necessary to carry out the project.

Based on information provided by MARAD and assuming appropriation of the necessary amounts, CBO estimates that carrying out section 2829 would cost the federal government about \$200 million over the 2009-2013 period. For this estimate, CBO assumes that federal appropriations would account for nearly all of the project's cost. If, alternatively, some of the funding for the project could be raised by Guam or private interests, the federal cost

would be less. (If such funds are received from nonfederal entities, those donations would be counted as revenues and the spending of those funds would be direct spending, as noted below.)

Direct Spending and Revenues

CBO estimates that enactment of H.R. 5658 would increase direct spending by \$4 million in 2009, but would decrease such spending by \$6 million over the 2009-2013 period and by \$68 million over the 2009-2018 period (see Table 5). In addition, enactment would increase revenues by an estimated \$8 million in 2009.

Relative to the version of H.R. 5658 reported by the Committee on Armed Services, the act as passed by the House contains three additional provisions—discussed below—that would affect direct spending. Two of those provisions (section 2860 and section 2829) also would affect revenues.

Section 2860 would authorize the Navy and the Department of the Interior to accept donations from the state of California and other entities, and to spend those donations to perform various clean-up activities at the former naval facility on Skaggs Island, California. Donations are recorded in the budget as revenues and the authority to spend donations constitutes direct spending. Based on information from the California Department of Transportation, CBO estimates that donations under this provision would total \$8 million in 2009. As a result, CBO estimates that enacting this provision would increase direct spending by \$2 million in 2009 and by \$7 million over the 2009-2013 period.

Similarly, section 2829 would authorize the collection and spending of donations as part of a program to improve the port of Guam. CBO estimates that any revenues and direct spending that would result from enacting this provision would be insignificant.

Section 648 would allow certain cadets or midshipmen previously separated from one of the military academies for medical reasons to receive disability retired pay or separation pay. Because this section would affect the pay of a relatively small number of persons, CBO estimates enactment of this provision would have an insignificant impact on direct spending.

INTERGOVERNMENTAL AND PRIVATE-SECTOR IMPACT

Section 4 of the Unfunded Mandates Reform Act excludes from the application of that act any legislative provisions that enforce the constitutional rights of individuals. CBO has determined that section 591 would fall within that exclusion because it would modify the authority of the President to employ the armed services to protect individuals' civil rights. Therefore, CBO has not reviewed that section of the act for mandates.

Other provisions of H.R. 5658 contain both intergovernmental and private-sector mandates, but CBO estimates that the annual cost of those mandates would not exceed the thresholds established in UMRA (\$68 million for intergovernmental mandates and \$136 million for private-sector mandates in 2008, adjusted annually for inflation).

Increasing the End Strength of the Armed Services

Sections 401 and 412 combined would increase the costs of complying with existing intergovernmental and private-sector mandates as defined in UMRA by increasing the number of servicemembers and reservists on active duty. Those additional servicemembers would be eligible for protection under the Servicemembers Civil Relief Act (SCRA), including the right to maintain a single state of residence for purposes of state and local personal income taxes and the right to request a deferral in the payment of certain state and local taxes and fees. SCRA also requires creditors to reduce the interest rate on servicemembers' obligations to 6 percent when such obligations predate active-duty service and allows courts to temporarily stay certain civil proceedings, such as evictions, foreclosures, and repossessions. Extending these existing protections would constitute intergovernmental and private-sector mandates and could result in lost revenues to government and private-sector entities.

The number of active-duty servicemembers covered by SCRA would increase by less than 1 percent. CBO expects that relatively few of these servicemembers would take advantage of the deferrals in certain state and local tax payments; the lost revenues to those governments would be insignificant.

CBO does not have sufficient information to estimate precisely the increased costs of complying with the existing private-sector mandates in SCRA. Servicemembers' utilization of the various provisions of the SCRA depends on a number of uncertain factors, including how often and how long they are deployed. Nonetheless, because the increase in the number of active-duty servicemembers covered by SCRA would be so small, CBO expects that the increased costs also would be small.

Requirements Relating to Alleged Crimes by or Against Contractor Personnel

Section 849 would require certain defense contractors to report, in a manner prescribed by the Secretary of Defense, violent crimes allegedly perpetrated by or against contractor personnel. Section 849 also would require those contractors to provide their personnel with information on how to report offenses, as well as to provide for victim and witness safety, medical assistance, and psychological assistance.

Existing contracts covered by section 849 would be modified to include these new requirements. CBO expects that the contract modifications would incorporate the contractors' costs of compliance, so the increased private-sector costs would be small.

Providing Benefits to State and Local Governments

This act contains several provisions that would benefit state and local governments. Some of those provisions would authorize aid for certain local schools that serve dependents of defense personnel and convey certain parcels of land to state and local governments. Any costs to those governments would be incurred voluntarily as a condition of receiving federal assistance.

PREVIOUS CBO ESTIMATES

On May 20, 2008, CBO transmitted an estimate for the National Defense Authorization Act for Fiscal Year 2009, as reported by the House Committee on Armed Services on May 16, 2008. Differences in the estimated costs of H.R. 5658, as reported by the Committee on Armed Services, and H.R. 5658, as passed by the House of Representatives, reflect differences in the two versions of the legislation. In addition, the estimate of the House-passed act reflects the effect of recently enacted appropriations for 2009 that were included in Public Law 110-252, the Supplemental Appropriations Act, 2008.

For 2009, both versions of the legislation would specifically authorize appropriations of \$601.4 billion for defense programs, including \$70 billion for the costs of military operations in Iraq and Afghanistan. (Both versions also would specifically authorize \$0.2 billion for nondefense programs.) However, after CBO transmitted its estimate for the House-reported bill, the Congress appropriated \$65.9 billion for war-related costs in Public Law 110-252. Thus, CBO's estimate of the House-passed act shows potential additional spending from proposed authorizations for defense programs totaling \$535.5 billion, or \$65.9 billion less than shown for the committee-reported version of H.R. 5658. In addition, the House-passed act contains new and amended provisions that CBO estimates would—relative to the earlier

version of the act—result in additional authorizations totaling \$1.3 billion over the 2009-2013 period, primarily for the Department of State and the Maritime Administration.

Both versions of the legislation would lower direct spending—on a net basis—over the 2009-2018 period . The bill as reported by the Committee on Armed Services would lower such spending by \$75 million over those 10 years, whereas the act as passed by the House of Representatives would lower direct spending by \$68 million over that 10-year period. That difference is due to a new provision in the House-passed act that would authorize the spending of donations for cleanup at Skaggs Island, California. (The expenditure of those donations is counted as direct spending totaling an estimated \$7 million, while the donations, which CBO estimates would total about \$8 million, are counted as revenues.)

On June 13, 2008, CBO transmitted a cost estimate for S. 3001, the National Defense Authorization Act for Fiscal Year 2009, as reported by the Senate Committee on Armed Services on May 12, 2008. For programs that fall within budget function 050 (national defense), both H.R. 5658 and S. 3001 contain authorizations of appropriations totaling about \$601.4 billion for 2009, including \$70 billion for military operations in Iraq and Afghanistan. However, as discussed above, CBO’s estimate for the House-passed version of H.R. 5658 reflects a lower level of proposed authorizations due to enactment of Public Law 110-252. In addition, our estimate of the House-passed act reflects authorizations for nondefense programs that we estimate would require appropriations totaling about \$1 billion in 2009—and smaller amounts in future years—primarily for the Department of State and the Maritime Administration, that would not be authorized by S. 3001.

Both H.R. 5658 and S. 3001 also contain provisions that would increase as well as decrease direct spending. The Senate bill, however, would increase such spending by an estimated \$6.4 billion over the 2009-2018 period while the House-passed act would, on a net basis, decrease such spending by \$0.1 billion over that 10-year period. The increase in direct spending that would occur from enacting the Senate bill is primarily due to provisions that would grant DoD multiyear authority to develop and procure alternative fuels and renewable energy.

ESTIMATE PREPARED BY:

Federal Costs:

Defense Outlays—Kent Christensen
Federal Contracting—Matthew Pickford
Port of Guam—Deborah Reis
Military Construction and Multiyear Procurement—David Newman
Military and Civilian Personnel—Dawn Regan
Military Retirement and Health Care—Matthew Schmit
Operation and Maintenance—Jason Wheelock
Reserve Education Benefits—Camille Woodland
Stockpile Sales and Foreign Affairs—Raymond J. Hall

Impact on State, Local, and Tribal Governments: Neil Hood

Impact on the Private Sector: Daniel Frisk

ESTIMATE APPROVED BY:

Theresa Gullo
Deputy Assistant Director for Budget Analysis

TABLE 2. SPECIFIED AUTHORIZATIONS IN H.R. 5658 FOR FISCAL YEAR 2009

Category	By Fiscal Year, in Millions of Dollars				
	2009	2010	2011	2012	2013
Authorization of Regular Appropriations					
Department of Defense					
Military Personnel ^a					
Authorization Level	124,663	0	0	0	0
Estimated Outlays	118,929	5,236	125	12	0
Operation and Maintenance					
Authorization Level	180,559	0	0	0	0
Estimated Outlays	132,133	37,524	6,999	1,874	751
Procurement					
Authorization Level	104,198	0	0	0	0
Estimated Outlays	28,629	38,593	21,737	7,977	3,173
Research and Development					
Authorization Level	79,700	0	0	0	0
Estimated Outlays	43,624	28,720	4,799	1,148	363
Military Construction and Family Housing					
Authorization Level	24,457	0	0	0	0
Estimated Outlays	4,084	8,602	6,844	2,483	1,071
Revolving Funds ^b					
Authorization Level	1,613	0	0	0	0
Estimated Outlays	2,246	246	256	123	41
General Transfer Authority					
Authorization Level	0	0	0	0	0
Estimated Outlays	560	-120	-240	-120	-40
Subtotal, Department of Defense					
Authorization Level	515,189	0	0	0	0
Estimated Outlays	330,205	118,801	40,520	13,497	5,359
Atomic Energy Defense Activities ^c					
Authorization Level	16,221	0	0	0	0
Estimated Outlays	11,066	4,256	899	0	0
Other Programs ^d					
Authorization Level	218	0	0	0	0
Estimated Outlays	173	35	11	0	0
Subtotal, Authorization of Regular Appropriations					
Authorization Level	531,629	0	0	0	0
Estimated Outlays	341,444	123,092	41,430	13,497	5,359

(Continued)

TABLE 2. CONTINUED

Category	By Fiscal Year, in Millions of Dollars				
	2009	2010	2011	2012	2013
Authorization of Appropriations for Military Operations in Iraq and Afghanistan (above funding already provided in Public Law 110-252) ^e					
Operation and Maintenance					
Authorization Level	63	0	0	0	0
Estimated Outlays	46	12	4	1	0
Procurement					
Authorization Level	4,015	0	0	0	0
Estimated Outlays	388	1,069	1,371	696	286
Subtotal, Iraq and Afghanistan					
Authorization Level	4,078	0	0	0	0
Estimated Outlays	434	1,081	1,375	697	286
Total Specified Authorizations					
Authorization Level	535,707	0	0	0	0
Estimated Outlays	341,878	124,173	42,805	14,194	5,645

Notes: This table summarizes the authorizations of appropriations explicitly stated in the act—generally in specified amounts. The act also would explicitly authorize the appropriation of unspecified amounts, such as the authorization in title XVI of “such sums as may be necessary” for activities of the Department of State. The latter authorizations, along with other amounts that would be implicitly authorized by the act, are not shown here, but instead are included either in Table 3 (for DoD programs) or Table 4 (for other programs).

- a. For purposes of this estimate, CBO assumes that the authorization of appropriation in section 421 for military personnel includes \$10,351 million for accrual payments for the TRICARE For Life program.
- b. This authorization includes the effect of section 1403, which would authorize the transfer of up to \$1.3 billion of unobligated balances from the National Defense Stockpile Transaction Fund to the Defense Health Program. That transfer from the stockpile, which would be subject to appropriation action, would lower the 2009 authorization level for the revolving funds by an estimated \$1.3 billion. However, the transfer would not affect outlays in the revolving funds over the 2009-2013 period because under current law those balances are unlikely to be spent.
- c. This authorization is primarily for atomic energy activities within the Department of Energy.
- d. These authorizations are for the Maritime Administration (\$136 million), the Armed Forces Retirement Home (\$63 million), and the Naval Petroleum Reserves (\$19 million). The authorization level for the Maritime Administration in this estimate does not include amounts specified in the act for grants to small shipyards and maritime communities, reimbursements to ship operators for vessel repair and maintenance costs incurred at domestic shipyards, subsidy and administrative costs of maritime loan guarantees, or payments to shipping companies under the maritime security program because all of those programs are authorized for 2009 by existing statutes.
- e. Title XV of the act would authorize \$70 billion in appropriations for the wars in Iraq and Afghanistan for 2009. However, because Public Law 110-252, the Supplemental Appropriations Act, 2008, has already provided \$65.9 billion in appropriations for the wars for 2009, this table reflects the remaining \$4.1 billion that has not been appropriated.

TABLE 3. ESTIMATED AUTHORIZATIONS OF APPROPRIATIONS FOR SELECTED PROVISIONS IN H.R. 5658 THAT WOULD AFFECT THE DEPARTMENT OF DEFENSE

Category	By Fiscal Year, in Millions of Dollars					2009-
	2009	2010	2011	2012	2013	2013
FORCE STRUCTURE						
Army and Marine Corps Active-Duty End Strengths	2,046	2,516	2,529	2,273	2,172	11,536
Navy and Air Force Active-Duty End Strengths	-1,047	-1,939	-1,999	-2,065	-2,133	-9,183
Reserve Component End Strengths	241	481	496	513	528	2,259
Reserve Technicians	33	68	70	72	74	317
COMPENSATION AND BENEFITS (DoD)						
Pay Raises	324	778	1,260	1,770	2,316	6,448
Expiring Bonuses and Allowances	54	25	9	2	1	91
Housing Allowance for Senior Enlisted Personnel	11	46	47	48	50	202
Transportation Allowances	79	126	128	129	130	592
Stabilization Pay	1	4	7	9	11	32
Education for Military Spouses	40	64	89	117	146	456
Foreign Language Pay	24	48	49	51	52	224
Critical Wartime Health Specialties	14	12	11	11	2	50
Loan Repayment for Reserves	24	8	2	0	0	34
DEFENSE HEALTH PROGRAM						
Waiver of Cost Sharing for Preventive Services	67	130	130	134	142	603
Autism Therapy ^a	29	48	70	94	120	361
Prohibition on Increase in Pharmacy Copayments	75	210	0	0	0	285
Smoking Cessation Program	23	42	42	43	45	195
Transitional Health Care ^a	22	34	36	38	40	170
Prohibition on Increase in Enrollment Fee	47	87	0	0	0	134
TRICARE Reserve Select Premiums	3	9	15	22	29	78
Chiropractic Care	2	11	11	12	13	49
Research Program on Extremity Injuries	5	5	5	5	5	25
Center of Excellence for Auditory Injuries	5	10	10	10	10	45
Preventive Health Allowance	3	12	12	9	0	36
Health Risk Management Demonstration	2	8	8	6	0	24
Mental Health Demonstration Projects ^a	1	5	4	0	0	10
MATTERS RELATING TO FOREIGN NATIONS						
DoD Provisions	500	495	45	45	45	1,130

Notes: For every item in this table, the 2009 levels are assumed to be included in the amount that would be specifically authorized to be appropriated by the act. Amounts shown in this table for 2010 through 2013 are not included in Table 1 because authorizations for those amounts would be covered by specific authorizations in future years.

DoD = Department of Defense.

a. These provisions were not included in the bill as reported by the Committee on Armed Services.

TABLE 4. ESTIMATED AUTHORIZATIONS OF APPROPRIATIONS FOR SELECTED PROVISIONS IN H.R. 5658 THAT WOULD PRIMARILY AFFECT DEPARTMENTS AND AGENCIES OTHER THAN THE DEPARTMENT OF DEFENSE

Category	By Fiscal Year, in Millions of Dollars					2009-2013
	2009	2010	2011	2012	2013	
MATTERS RELATING TO FOREIGN NATIONS						
Department of State Provisions ^a	450	402	200	0	0	1,052
FEDERAL CONTRACTING AUTHORITIES						
Acquisition Workforce Development Fund ^b	75	100	125	150	150	600
Contractor Database ^b	5	5	4	3	3	20
Other Provisions Relating to Federal Contracts ^b	14	11	9	9	9	52
PORT OF GUAM						
Improvement Enterprise Program ^b	200	0	0	0	0	200
Total	744	518	338	162	162	1,924

a. The House of Representatives amended authorization levels—that were in the earlier version of the act—for certain provisions affecting the Department of State. In total, the estimated authorization level of \$1,052 million for the House-passed act is \$400 million higher than in the bill reported by the Committee on Armed Services.

b. These provisions were not included in the bill reported by the Committee on Armed Services.

TABLE 5. ESTIMATED IMPACT OF H.R. 5658 ON DIRECT SPENDING AND REVENUES

	By Fiscal Year, in Millions of Dollars										Total	Total
	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2009-2013	2009-2018
CHANGES IN DIRECT SPENDING												
Stockpile Sales												
Estimated Budget Authority	-70	-70	-60	-50	-50	-50	-50	-10	0	0	-300	-410
Estimated Outlays	-70	-70	-60	-50	-50	-50	-50	-10	0	0	-300	-410
Prohibition on Increase in Pharmacy Copayments												
Estimated Budget Authority	75	230	40	0	0	0	0	0	0	0	345	345
Estimated Outlays	75	230	40	0	0	0	0	0	0	0	345	345
Delayed Retirement for Military Technicians												
Estimated Budget Authority	-5	-7	-7	-6	-6	-6	-5	-5	-5	-4	-31	-56
Estimated Outlays	-5	-7	-7	-6	-6	-6	-5	-5	-5	-4	-31	-56
Shift of Payments from the Military Retirement Fund												
Estimated Budget Authority	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	0	0	0	0	-45	45	0	0	0	0	-45	0
Transfer from the National Defense Stockpile Fund												
Estimated Budget Authority	-40	0	0	0	0	0	0	0	0	0	-40	-40
Estimated Outlays	0	0	0	0	0	0	0	0	0	0	0	0
Survivor Allowance												
Estimated Budget Authority	3	3	4	4	5	5	5	2	0	0	19	31
Estimated Outlays	3	3	4	4	5	5	5	2	0	0	19	31
Retired Pay for Reserve Members Wounded in Action												
Estimated Budget Authority	*	1	2	2	3	3	3	4	4	5	8	27
Estimated Outlays	*	1	2	2	3	3	3	4	4	5	8	27
Retirement Age of Certain Reserve Officers												
Estimated Budget Authority	-1	-2	-2	-1	-1	-1	-1	-1	-1	-1	-7	-12
Estimated Outlays	-1	-2	-2	-1	-1	-1	-1	-1	-1	-1	-7	-12
Education Benefits for Reserve Component Members												
Estimated Budget Authority	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-5	-10
Estimated Outlays	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-5	-10
Retirement of Warrant Officers												
Estimated Budget Authority	1	1	*	*	1	1	1	1	1	1	3	8
Estimated Outlays	1	1	*	*	1	1	1	1	1	1	3	8

(Continued)

TABLE 5. CONTINUED

	By Fiscal Year, in Millions of Dollars										Total	Total
	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2009-2013	2009-2018
Skaggs Island: Spending of Donations ^a												
Estimated Budget Authority	8	0	0	0	0	0	0	0	0	0	8	8
Estimated Outlays	2	3	2	0	0	0	0	0	0	0	7	7
Minimum Service for Retirement as an Officer												
Estimated Budget Authority	0	0	0	0	0	1	1	*	*	*	0	2
Estimated Outlays	0	0	0	0	0	1	1	*	*	*	0	2
Correction of Military Records												
Estimated Budget Authority	1	0	0	0	0	0	0	0	0	0	1	1
Estimated Outlays	1	0	0	0	0	0	0	0	0	0	1	1
Sale of Floating Drydock												
Estimated Budget Authority	-1	0	0	0	0	0	0	0	0	0	-1	-1
Estimated Outlays	-1	0	0	0	0	0	0	0	0	0	-1	-1
Total - Changes in Direct Spending												
Estimated Budget Authority	-30	155	-24	-52	-49	-48	-47	-10	-2	0	0	-107
Estimated Outlays	4	158	-22	-52	-94	-3	-47	-10	-2	0	-6	-68
CHANGES IN REVENUES												
Donations for Cleanup at Skaggs Island ^a												
	8	0	0	0	0	0	0	0	0	0	8	8

Notes: * = less than \$500,000.

a. Section 2860, which would authorize the collection and spending of donations for cleanup at Skaggs Island, California, was not in the bill as reported by the Committee on Armed Services.