

The original documents are located in Box 64, folder “10/15/76 HR15136 Supplemental Military Construction Authorization for Facilities in Guam” of the White House Records Office: Legislation Case Files at the Gerald R. Ford Presidential Library

Copyright Notice

The copyright law of the United States (Title 17, United States Code) governs the making of photocopies or other reproductions of copyrighted material. Gerald R. Ford donated to the United States of America his copyrights in all of his unpublished writings in National Archives collections. Works prepared by U.S. Government employees as part of their official duties are in the public domain. The copyrights to materials written by other individuals or organizations are presumed to remain with them. If you think any of the information displayed in the PDF is subject to a valid copyright claim, please contact the Gerald R. Ford Presidential Library.

Exact duplicates within this folder were not digitized.

APPROVED
OCT 15 1976

8/15/76

THE WHITE HOUSE
WASHINGTON
October 13, 1976

ACTION

Last Day: October 18

MEMORANDUM FOR THE PRESIDENT

FROM: JIM CANNON *[Signature]*

SUBJECT: H.R. 15136 - Supplemental Military Construction
Authorization for Facilities in Guam

Posted 10/15/76
archives 10/15/76

Attached for your consideration is H.R. 15136, sponsored by Representatives Ichord and Whitehurst.

The enrolled bill authorizes \$114,312,000 for the restoration and replacement of military facilities and family housing on Guam which were damaged by Typhoon Pamela.

Additional information is provided in OMB's enrolled bill report at Tab A.

OMB, Max Friedersdorf, Counsel's Office (Kilberg), NSC and I recommend approval of the enrolled bill.

RECOMMENDATION

That you sign H.R. 15136 at Tab B.





EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

OCT 11 1976

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 15136 - Supplemental military construction authorization for facilities in Guam
Sponsors - Rep. Ichord (D) Missouri and Rep. Whitehurst (R) Virginia

Last Day for Action

October 18, 1976 - Monday

Purpose

Authorizes \$114,312,000 for military construction and family housing in Guam.

Agency Recommendations

Office of Management and Budget	Approval
Department of Defense	Approval

Discussion

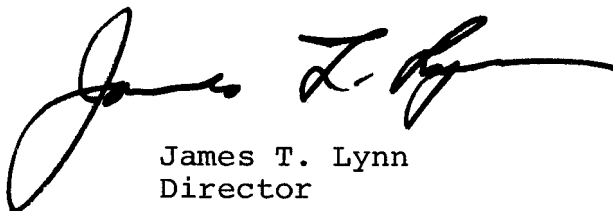
On May 21, 1976, Typhoon Pamela hit Guam and battered the island for 30 hours with winds of up to 170 miles per hour and 33 inches of rain. As a result, military facilities and military family housing on the island were extensively damaged. The purpose of H.R. 15136 is to authorize \$114,312,000 for the restoration and replacement of some of those damaged facilities.

A comparison of the authorization initially requested by the Administration and the amounts this bill would authorize follows:

<u>Purpose</u>	<u>Amount Requested</u>	<u>Amount Enacted</u>
Naval Complex, Guam	\$ 77,869,000	\$ 59,950,000
Anderson AFB, Guam	26,622,000	23,871,000
Family housing, Guam	40,373,000	30,491,000
TOTAL	<u>\$144,864,000</u>	<u>\$114,312,000</u>

This enacted bill provides \$30.5 million less than was originally requested. However, standing authorization exists for military planning and design activities which will cover an additional \$7,721,000, bringing the total amount of authorization that would be available for supplemental military construction and family housing in Guam to \$122,033,000. This is the same amount that was appropriated for these purposes in H.J.Res. 1096 which you signed on September 30, 1976.

Although the total amount of authorization available is \$22.8 million less than the original Administration request, Defense reports that the amount should be sufficient to meet most of the major restoration and replacement needs in Guam.



James T. Lynn
Director

Enclosures



THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 18

Date: October 12

Time: 130pm

FOR ACTION: NSC/S
Max Friedersdorf
Lynn May
Bobbie Kilberg

cc (for information): Jack Marsh
Steve McCahey
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: October 14

Time: 200pm

SUBJECT:

H.R.15136-Supplemental Military construction authorization
for facilities in Guam

ACTION REQUESTED:

- For Necessary Action
- For Your Recommendations
- Prepare Agenda and Brief
- Draft Reply
- For Your Comments
- Draft Remarks

REMARKS:

please return to judy johnston, ground floor westwing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.
For the President



GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
WASHINGTON, D. C. 20301

October 6, 1976

Honorable James T. Lynn
Director, Office of Management
and Budget
Washington, D. C. 20503

Dear Mr. Lynn:

Reference is made to your request to the Secretary of Defense for the views of the Department of Defense with respect to H. R. 15136, 94th Congress, an enrolled bill, "To authorize appropriations for construction of facilities on Guam, and other purposes."

This bill provides a supplemental authorization of \$114,312,000 for military construction and military family housing on Guam. This authorization is required to assist in this Department's typhoon damage recovery efforts.

The Department of Defense recommends approval of this enrolled enactment.

Sincerely,

A handwritten signature in cursive script, reading "Richard A. Wiley", is written over the typed name. The signature is fluid and extends to the right.

Richard A. Wiley

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: October 12

Time: 130pm

FOR ACTION: NSC/S
Max Friedersdorf
Lynn May
Bobbie Kilberg

cc (for information): Jack Marsh
Steve McConahey
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: October 14

Time: 200pm

SUBJECT:

H.R.15136-Supplemental Military construction authorization
for facilities in Guam

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

x

For Your Comments

Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

No objection

K. Lyarus 11/13

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a
delay in submitting the required material, please

W. Cannon

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: October 12

Time: 130pm

FOR ACTION: NSC/S
Max Friedersdorf
Lynn May
Bobbie Kilberg

cc (for information): Jack Marsh
Steve McConahey
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: October 14

Time: 200pm

SUBJECT:

H.R.15136-Supplemental Military construction authorization
for facilities in Guam

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply


x

For Your Comments

Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

*Recommend
Approval.* 

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a
delay in submitting the required material, please

W. Cannon

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: October 12

Time: 130pm

FOR ACTION: NSC/S
Max Friedersdorf
Lynn May
Bobbie Kilberg

cc (for information): Jack Marsh
Steve McConahey
Ed Schmults

FROM THE STAFF SECRETARY

DUE: Date: October 14

Time: 200pm

SUBJECT:

H.R.15136-Supplemental Military construction authorization
for facilities in Guam

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

X

For Your Comments

Draft Remarks

REMARKS:

please return to judy johnston, ground floor west wing

*Recommended Approval
J. L. Cannon*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a
delay in submitting the required material, please

J. L. Cannon
President

MEMORANDUM

NATIONAL SECURITY COUNCIL

5701

October 13, 1976

MEMORANDUM FOR: JAMES M. CANNON

FROM: Jeanne W. Davis *JWD*

SUBJECT: *fn* H. R. 15136

The NSC Staff concurs with the proposed enrolled bill H. R. 15136-
Supplemental Military construction authorization for facilities in Guam.

AUTHORIZING APPROPRIATIONS FOR CONSTRUCTION
OF FACILITIES ON GUAM, AND FOR OTHER PURPOSES

AUGUST 31, 1976.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. ICHORD, from the Committee on Armed Services,
submitted the following

REPORT

(Including cost estimate of the Congressional Budget Office)

[To accompany H.R. 15136]

The Committee on Armed Services, to whom was referred the bill (H.R. 15136) to authorize appropriations for construction of facilities on Guam, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 1, line 11: Strike out the figure "\$77,869,000" and substitute the figure "\$71,400,000."

Page 2, line 1: Strike out the figure "\$26,622,000" and substitute the figure "\$24,400,000."

Page 2, line 4: Strike out the figure "\$104,491,000" and substitute the figure "\$95,800,000."

EXPLANATION OF AMENDMENTS

All amendments are the result of the Committee's approval of a recommendation by the Subcommittee on Military Installations and Facilities that the full scope of the proposed reconstruction be authorized as long as it can be completed with the reduced amounts recommended by the Subcommittee.

PURPOSE OF THE BILL

The purpose of H.R. 15136 is to provide supplemental emergency military construction authorization in the amount of \$136,173,000 for the fiscal year 1976 transition quarter (July 1, 1976 to Sept. 30, 1976) to permit restoration and reconstruction for military facilities and military family housing on Guam which were extensively damaged by Typhoon Pamela on May 21, 1976. The winds of that storm exceeded 170 miles per hour, and the rainfall during its passage was 33 inches with 22.6 inches falling in a 24-hour period. The slow speed of advance of the storm subjected the island to the destructive force winds for fully 30 hours.

The Department of Defense requested a total of \$144,864,000 in new authorization for the restoration and replacement program. This request included authorization to repair facilities where repair is practicable and to replace facilities where damage is beyond repair. As approved by the Committee, the bill represents a reduction of \$8,691,000 from the Department's original request.

A brief summary of the authorizations provided in H.R. 15136 follows:

TOTAL AUTHORIZATION GRANTED

Brief of authorizations

Title I:		
Navy	\$71,400,000	
Air Force	24,400,000	
Title I subtotal	95,800,000	
Title II:		
Family housing	40,373,000	
Total of title I and II	\$136,173,000	

COMMITTEE HEARINGS

Hearings on this bill were conducted by the Military Installations and Facilities Subcommittee of the Committee on Armed Services. The Subcommittee met on Wednesday, August 25, and Thursday, August 26, to receive testimony from Navy, Air Force, and Department of Defense witnesses and to markup the bill for consideration by the full Committee. On Tuesday, August 31, 1976, the Committee unanimously agreed to report H.R. 15136 with amendments to the House.

TITLE I—NAVY AND AIR FORCE

The request for Navy and Air Force, under title I of the bill, follows:

[Dollars in thousands]

	Requested	Committee approved
Navy:		
Construction	\$72,120	\$66,130
Planning and design	5,749	5,270
Subtotal	77,869	71,400
Air Force:		
Construction	24,650	22,600
Planning and design	1,972	1,800
Subtotal	26,622	24,400
Total	104,491	95,800

H.R. 1446

Careful consideration was given to the proposed restoration of facilities requested by the Navy and the Air Force. The following tables summarize the authorization requested by major commands and facility class and approved by the Committee.

MAJOR COMMAND SUMMARY

[Dollar amounts in thousands]

Command/installation	Request	Committee approved
Navy:		
CINCPACFLT:		
Naval air station	\$8,400	\$7,700
Naval magazine	1,000	920
Naval station	32,340	29,650
Ship repair facility	4,250	3,900
Supply depot	6,570	6,020
Subtotal	52,560	48,200
Chief of Naval Material:		
Navy publication and printing office	960	800
Navy public works center	11,820	10,840
Subtotal	12,780	11,720
Naval Telecommunications Command; Naval communications area master station, WESTPAC	5,840	5,350
Bureau of Medicine and Surgery; Naval regional medical center	940	860
Subtotal	72,120	66,130
Planning and design	5,749	5,270
Subtotal	77,869	71,400
Air Force:		
Strategic Air Command:		
Andersen AFB, Guam	24,650	22,600
Planning and design	1,972	1,800
Subtotal	26,622	24,400
Total	104,491	95,800

FACILITY CLASSES SUMMARY

[Dollar amounts in thousands]

Description	Request	Committee approved
Navy:		
Operational	\$20,090	18,420
Maintenance and production	10,570	9,690
Supply	4,320	3,960
Administrative	5,000	4,590
Bachelor housing/community support	26,140	23,970
Utilities and ground improvements	6,000	5,500
Subtotal	72,120	66,130
Planning and design	5,749	5,270
Subtotal	77,869	71,400
Air Force:		
Operational	3,842	3,520
Maintenance and production	1,973	1,810
Research and development	300	280
Medical	120	110
Administrative	4,548	4,170
Bachelor housing/community support	10,396	9,530
Utilities and ground improvements	3,471	3,180
Subtotal	24,650	22,600
Planning and design	1,972	1,800
Subtotal	26,622	24,400
Total, Navy and Air Force	104,491	95,800

H.R. 1446

Testimony received from the Navy and Air Force witnesses substantiated the need for the base complex on Guam in its present size and configuration to support Navy and Air Force tactical and logistical operations in the Western Pacific. A re-examination of missions and base loadings was made to assure that there were no other viable alternatives to restoring most of the damaged facilities. Facility scope was also examined to validate it against future requirements.

For the Air Force, all facilities damaged by Typhoon Pamela will be restored to a scope equal to or less than that of the facility prior to the storm. One of the four aircraft nosedocks will not be repaired. Of the 21 Air Force facilities that were completely destroyed by the storm, seven require replacement.

For the Navy, 12 buildings will be restored at a scope less than damaged, 9 will be restored at a scope equal to that damaged, and 9 will be constructed at a scope greater than damaged.

The increases in scopes were made to satisfy validated space requirements where the existing facility was deficient and future construction was planned to correct the deficit. Restoration of the facilities at their present scope, with additions in the future to meet the total scope required, would not be economical.

In view of the announcement that the Ship Repair Facility was being studied for possible reduction to a caretaker status, the Committee carefully examined the four facilities items for this installation in the amount of \$4 million. Several important factors considered by the Committee, in reaching a decision on these items, were:

(a) The Navy stated that this construction should be provided, for contingency use, in view of the strategic location of Guam in Western Pacific, even if the Ship Repair Facility were reduced to a caretaker status.

(b) In their respective actions on the FY 1977 Military Appropriations Bill, the House measure allocated \$22 million for the Ship Repair Facility and the Senate measure would establish an employee floor of at least 500 permanent employees through September of next year. The methods vary, but the expression of the will of both bodies is clear in that reductions in operations of the Ship Repair Facility should not be made in fiscal year 1977.

(c) Further, the Committee has assurances from the Navy that the Ship Repair Facility will not be phased down pending the outcome of the Philippine base negotiations.

Based on the above, the Committee approved the \$4,250,000 requested for the Ship Repair Facility.

The Committee believes that some reduction should be made in the authorization requested because the significant size of the restoration program should enhance competition and permit bulk buying of material at lower costs than that of single isolated projects included in a regular year's program. In view of these potential savings, the Committee believes that the area cost factor may be reduced from the normal 1.80 to 1.65 which would reduce the Navy authorized amount to \$71,400,000, and the Air Force amount to \$24,400,000. The cost factor relates the cost of construction for a particular area to that in Washington, D.C. For example, if an area has a cost factor of 1.80, that implies that it will cost 80 percent more for construction in that area as compared to Washington, D.C.

The Committee does not question the need for any of the facilities requested for restoration or replacement, but if the Services are not able to construct all of the facilities within the amounts authorized, the Committee believes that those facilities normally constructed from nonappropriated funds should be deferred. Other facilities that are not mission essential should be the next order of priority for deferral if the Services are not able to construct all facilities within the authorized amounts.

The Committee is concerned that funds authorized by this emergency bill, H.R. 15136, be prudently and wisely used. It is equally concerned that facilities that are repaired or replaced are designed and built in such a manner that they will not need to be rebuilt again after the next typhoon. It is also concerned that money not be spent on excessively deteriorated or completely inadequate facilities that may have to be replaced in the near future anyway. Accordingly, the Committee will expect a quarterly report through calendar year 1977 on the facilities that are being repaired and/or replaced.

TITLE II—MILITARY FAMILY HOUSING

The total request for the restoration for military family housing and related facilities was \$40,373,000. Of this amount, \$32,371,000 was requested for construction and \$8,002,000 for operations and maintenance.

The Navy testified that the majority of its request for \$17,992,000 is required for replacement of windows and door frames blown away during the typhoon. Included in the Navy request is \$250,000 to replace a community center which was completely destroyed. This center will provide much needed recreational and meeting facilities to families living at this remote area. The third portion of the Navy's request is for basic operational and maintenance repair work which was required to bring the family housing areas back to livable standards. Approval of the Navy request is recommended.

The Air Force testified that each unit of its 1,454 unit inventory of family housing on Guam suffered significant damage during Typhoon Pamela. Additionally, the Air Force testified that ninety percent of the overhead electrical distribution system in the family housing area was destroyed by wind and flying debris. The Committee recognized the need for the restoration work, and for the replacement of government-owned military family housing furnishings that were lost in the typhoon. Accordingly, approval of the Air Force request of \$22,381,000 is recommended.

In the case of family housing, this construction requires less design effort so that the repairs will occur sooner and may be coincident with similar construction in the civilian sector. Savings that should be realized in regular construction under Title I may not be realized for family housing. Therefore, the Committee approved the amounts requested for family housing by the Navy and Air Force.

FISCAL DATA

The original submission for the supplemental military construction authorization for Guam was in the amount of \$144,864,000. Committee action resulted in a reduction of \$8,691,000, so that the enactment of this measure will authorize the expenditure of \$136,173,000.

FIVE-YEAR COST PROJECTION

The Committee, in complying with the requirement of Section 252 (b) of the Legislative Reorganization Act of 1970 (Public Law 91-510), requested a letter from the Department of Defense containing a five year projection of the costs that would be engendered by this legislation. The reply, which is self-explanatory, is set out below:

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE,
Washington, D.C., August 27, 1976.

HON. MELVIN PRICE,
Chairman, Committee on Armed Services,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to the requirement of section 252(b) of the Legislative Reorganization Act of 1970 (Public Law 95-510). Our estimate of the cost to be incurred in carrying out the proposed supplemental Military Construction Authorization Bill for Guam (\$136,573,000) in the transition quarter (19TQ), and in each succeeding fiscal year is as follows:

Fiscal year:	
19TQ.....	\$3,969,000
1977.....	15,300,000
1978.....	51,100,000
1979.....	36,700,000
1980.....	17,400,000
1981.....	3,900,000
1982 and later.....	7,804,000
Total.....	136,173,000

If we can be of any further assistance in this regard, please advise.
Sincerely yours,

PERRY J. FLIAKAS,
Deputy Assistant Secretary of Defense
(Installations and Housing).

DEPARTMENTAL DATA

This measure is a supplemental authorization requested by the Department of Defense due to the extraordinary damage incurred by U.S. military bases on Guam from Typhoon Pamela. The submission by the Department of Defense in the amount of \$544,864,000 was dated August 12, 1976, as shown by the letter from the Deputy Secretary of Defense, William P. Clements, Jr.

THE SECRETARY OF DEFENSE,
Washington, D.C., August 12, 1976.

HON. CARL ALBERT,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: There is forwarded herewith a draft of legislation "To authorize appropriations for construction of facilities on Guam and for other purposes."

This proposal is for supplemental military construction authorization for Guam. This proposal is a direct result of the extraordinary damage incurred to Navy and Air Force facilities on Guam by Typhoon

Pamela which struck the island on May 21, 1976. The Office of Management and Budget has advised that the enactment would be in accordance with the program of the President.

Title I of this proposal would authorize \$104,491,000 for the design and construction of military construction projects resulting from the typhoon damage. Title II would authorize an additional \$40,373,000 for work associated with the family housing facilities which were damaged by the typhoon.

In light of the extraordinary damage caused by Typhoon Pamela and the need to restore damaged or destroyed defense facilities at this isolated but strategically located base as soon as practicable, your support of this supplemental military construction requirement is requested.

Sincerely,

W. P. CLEMENTS, Jr.

(Identical letter to the President of the Senate.)

INFLATION IMPACT STATEMENT

The enactment of this legislation should not, in and of itself, have any inflationary effect upon the economy of the United States. This legislation is to authorize appropriations for the purpose stated in the bill, while appropriations will be the subject of separate legislation. The outlay and obligational authority provided in appropriation acts are the only sources of new spending which can actually add dollars to the national economy. Since these sums are yet to be determined, no assessment of their economic effects can be made at this time.

COMPLIANCE WITH CLAUSE 2(1) OF RULE XI OF THE RULES

(1) With reference to clause 2(1)(3)(C) of rule XI of the Rules of the House of Representatives, the Committee on Armed Services has received an estimate and comparison prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act.

CONGRESS OF THE UNITED STATES,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., August 31, 1976.

HON. MELVIN PRICE,
Chairman, Committee on Armed Services, U.S. House of Representatives,
Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for H.R. 15136, a bill to authorize appropriations for construction of facilities on Guam.

Should the Committee so desire, we would be pleased to provide further details on the attached cost estimate.

Sincerely,

ALICE M. RIVLIN, Director.

Attachment.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE, AUGUST 31, 1976

1. Bill number: H.R. 15136.
2. Bill title: Supplemental Authorization Act for Military Construction on Guam.
3. Purpose of bill: To authorize certain construction of facilities on Guam totaling \$136,173,000.
4. Budget impact: See table I.
5. Basis for estimate: The estimates assume that funds will be appropriated for the full amount of the authorization, and available for obligation not later than September 30, 1976.
6. Estimate comparison: The Defense estimate was not available at the time this estimate was prepared.
7. Previous CBO estimate: None.
8. Estimate prepared by Robert Schafer (225-4844).
9. Estimate approved by James L. Blum, Assistant Director for Budget Analysis.

TABLE I.—BUDGET IMPACT

[In millions of dollars]

	Authorization amounts (budget authority)	Estimated costs for fiscal year—					
		TQ	1977	1978	1979	1980	1981
Title I:							
Military construction, Navy.....	71.400	0.714	8.568	31.416	15.708	9.996	2.056
Military construction, Air Force.....	24.400	.244	2.928	8.784	8.052	3.416	.488
Title II:							
Family housing, construction.....	32.371	.323	1.295	8.093	12.948	7.122	1.294
Family housing, operation and maintenance..	8.002	3.201	3.601	1.120	.080		
Total.....	136.173	4.482	16.392	49.413	36.788	20.534	3.838

(2) With reference to clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives, the committee has not received a report from the Committee on Government Operations pertaining to this subject matter.

Calendar No. 1242

94TH CONGRESS }
2d Session }

SENATE

{ REPORT
No. 94-1309

REPAIR OF TYPHOON DAMAGE, GUAM

SEPTEMBER 27 (legislative day, SEPTEMBER 24), 1976.—Ordered to be printed

Mr. SYMINGTON, from the Committee on Armed Services,
submitted the following

REPORT

[To accompany H.R. 15136]

The Committee on Armed Services, to which was referred the bill (H.R. 15136) to authorize appropriations for construction of facilities on Guam, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

COMMITTEE AMENDMENTS

The Committee amendments are as follows:

1. On page 2, line 1: Strike out the figure "\$71,400,000" and insert in lieu thereof "\$55,935,000".
2. On page 2, line 2: Strike out the figure "\$24,400,000" and insert in lieu thereof "\$22,565,000".
3. On page 2, line 4: Strike out the figure "\$95,800,000" and insert in lieu thereof "\$78,500,000".
4. On page 2, beginning with line 11, strike out all down through line 17 and insert in lieu thereof the following:
for demolition, construction, improvements, minor construction, and planning of family housing facilities on Guam an amount not to exceed \$27,924,000.
5. On page 2, line 18, insert "AND MISCELLANEOUS" after "GENERAL".
6. On page 3, between lines 2 and 3, insert the following:
SEC. 302. (a) Chapter 516 of title 10, United States Code, is repealed.

(1)

(b) The table of chapters at the beginning of subtitle C and at the beginning of part I of subtitle C of title 10, United States Code, are each amended by striking out

"516. Naval Districts..... 5221".

7. On page 3, line 3, strike out "302" and insert in lieu thereof "303".

EXPLANATION OF AMENDMENTS

All amendments reflect the committee's approval of recommendations made by the Subcommittee on Military Construction. The subcommittee recommended specific deletions and reductions discussed later in this report.

PURPOSE OF THE BILL AND SUMMARY OF COMMITTEE ACTION

The Department of Defense requested a total of \$144,864,000 in new authorization to repair or replace facilities on the island of Guam damaged by Typhoon Pamela which struck the island on May 21, 1976. As approved by the committee, the bill reduces the Department's request by \$38,440,000.

SUMMARY OF AUTHORIZATIONS GRANTED

Title I: Construction

Navy	\$55,935,000
Air Force	22,565,000
Subtotal	78,500,000

Title II: Family Housing

Navy	\$11,647,000
Air Force	16,277,000
Subtotal	27,924,000

Grand total..... 106,424,000

IMPORTANCE OF GUAM

Guam plays a vital role in U.S. national defense strategy. Two elements of our strategic triad depend on Guam for their necessary logistical support that is not available anywhere else in that part of the world. The only strategic bomber force in the Far East is stationed at Anderson Air Force Base on the northern end of the island. The strategic importance of this force was only recently displayed when B-52's were deployed from Guam to overfly Korea in a "show of force" after the brutal murder of two United States Army officers. In addition the only facilities west of Hawaii available to handle routine maintenance of both nuclear attack and ballistic missile carrying submarines exist on Guam. The committee considers it essential that the military forces on Guam have the facilities necessary to efficiently conduct their important mission.

GENERAL RESPONSE TO A NATURAL DISASTER

The committee is concerned that the Department of Defense and the military services respond to natural disasters promptly to restore

mission effectiveness and to preclude further costly deterioration of facilities damaged by natural disasters. In most natural disaster cases, sufficient legal authority exists (10 U.S.C. 2673) to "restore or replace" damaged facilities using available Operating and Maintenance (O&M) monies or by reprogramming available Military Construction Program (MCP) monies without the necessity of new legislation. The committee expects, of course, to be kept advised of all funds spent to repair or replace damaged facilities, but such repair or replacement should proceed as expeditiously as necessary. The committee has the definite impression that, in the case of damage caused by Typhoon Pamela on Guam, the services are deferring some necessary repairs and replacements while waiting for this legislation even though authority already exists.

The committee sets forth the following logic diagram to be used when evaluating how to approach the programming of facilities damaged by natural disasters.

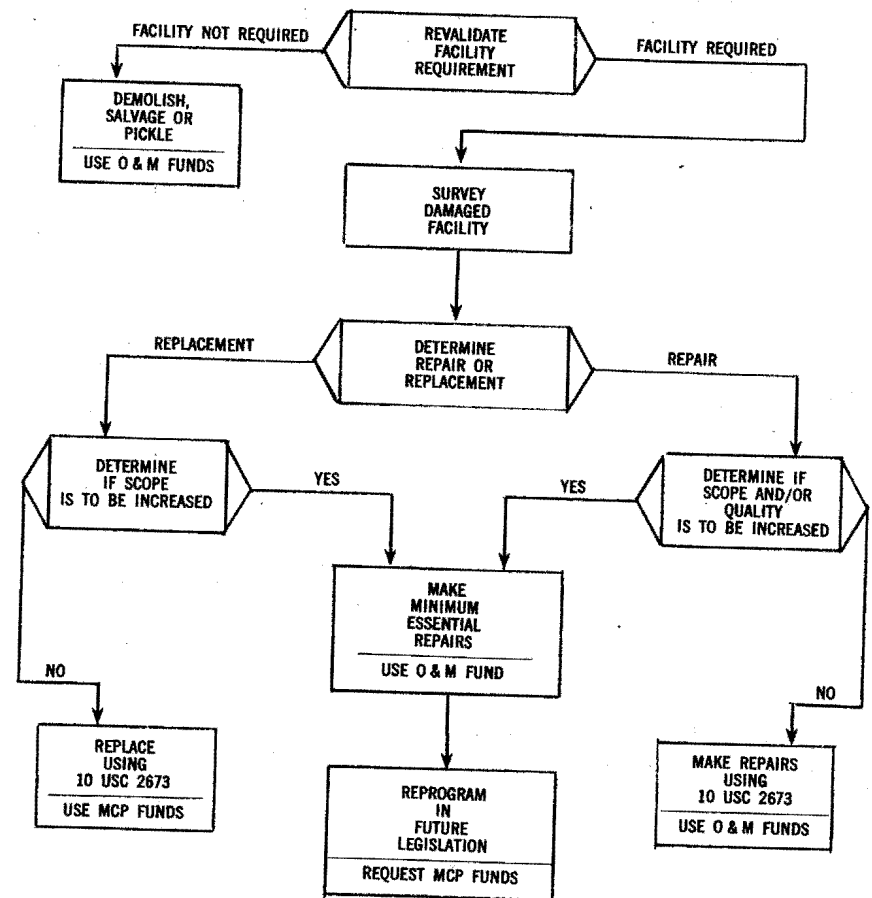


FIGURE 1.—Damaged Facility Restoration Logic Diagram

From this diagram there are four categories of projects that may result from a natural disaster:

1. *Repair—no increase in scope, no upgrade.*—This category of projects can proceed immediately using available O&M funds. Typical of this category would be projects to replace siding and roofing that had been damaged, to repair security fencing and lighting or to repair damage to utility systems. Repairs should be done in the most cost effective manner using quality materials. If there is going to be significant upgrade in the quality of the facility (e.g., closing in damaged louvres and installing air conditioning), then new authority should be sought.

2. *Repair—increase in scope and/or upgrade.*—Any facility that is to be repaired at a scope or a quality level significantly in excess of the scope and quality that existed prior to the natural disaster requires new authorization and funding from Congress.

3. *Replacement—no increase in scope.*—Like category 1 above, this category of projects can proceed immediately using the authority of 10 U.S.C. 2673 and reprogramming available MCP funds. The committee would expect that any replacement facility would use current design criteria and, even at the same scope, the replacement facility would be significantly "upgraded" in comparison to the facility being replaced.

4. *Replacement—increase in scope.*—The committee expects that there will be instances where damaged facilities should be replaced with new facilities at increased scope (the gymnasium at the Agana Naval Air Station is an excellent example in this legislation). In these cases, new authority and funds will have to be sought from Congress.

In most natural disasters where damage is not too extensive, the committee would expect restoration to be accomplished without new legislation; however, as in the case of Typhoon Pamela damage to Guam, new legislation for some projects is appropriate.

In the future the committee directs that following each natural disaster, a complete report on facility restoration plans be furnished the committee as expeditiously as possible. Planning for restoration should make maximum use of existing authority and funds. Projects should be categorized as defined above and those that can proceed without new legislation should proceed unless the committee interposes some objection. The committee will act rapidly to enact new authorizing legislation where required and adequately justified.

The availability of funds should not inhibit expeditious damage restoration. For the most part, essential repairs use O&M funds which can be reprogrammed for immediate use and recouped in future legislation. The committee recognizes that this will necessitate a reshuffle of priorities and perhaps the deferral of some maintenance effort, but that is the purpose behind the authority to use flexible O&M funding.

The decision on whether a damaged facility should be repaired or replaced should not rest on arbitrary rules such as the cost of repair as a percent of replacement cost. (In the case of this legislation, if the cost of repairs exceeded 50 percent of replacement cost, replacement was programmed.) Life cycle costing should be used which takes into account, not only the repair or replacement one-time cost, but also the operating costs over the expected life of each alternative.

TYPHOON PAMELA

Using the terminology of western Pacific meteorologists, Typhoon Pamela was a "super-typhoon" with winds in excess of 120 knots. The most devastating characteristic of Pamela was her slow forward movement which subjected Guam to winds in excess of 100 knots for a period of six hours and rain accumulating 27 inches in a single 24 hour period. The United States military forces on Guam deserve complete credit for the miraculous survival of such a storm with only one civilian casualty attributable to the storm.

COMMITTEE ACTION

Upon receiving the administration's request for authorizing legislation, the committee directed a staff member to visit Guam to get first hand information on facilities restoration requirements. The Subcommittee on Military Construction held hearings on September 16, 1976, to receive testimony from Department of Defense, Navy and Air Force officials.

INCONSISTENCIES IN SERVICE REQUESTS

General Approach.—The committee is concerned that the Air Force and the Navy seem to have approached this legislation from different perspectives. The Air Force request could be accommodated almost entirely by existing authorization; the Navy request contains several projects that are increased in scope or quality and do require new authorizing legislation. The committee has taken special effort to expand in this report the approach to natural disaster programming that is desired. The Department of Defense must provide necessary direction to the Services to implement this guidance.

Electrical Distribution.—The Navy has elected to replace its electrical distribution system above ground using concrete poles, extra guying, and other precautions to minimize typhoon damage. The Air Force, on the other hand, has elected to put all electrical distribution underground at a cost that is five to eight times as expensive as the same service above ground. The committee agrees that certain operationally sensitive electrical circuits may require underground installation, but for the majority of the system, underground installation cannot be justified as cost effective.

Prefabricated Buildings.—The Air Force has elected to replace all prefabricated structures with reinforced concrete structures which are 30-50 percent more expensive than prefabricated buildings. The Navy has reprogrammed several prefabricated structures which they contend will be designed to withstand typhoon forces. The committee questions the prudence of building any new prefabricated buildings on Guam for two reasons—first, the climate on Guam makes corrosion of steel members and fasteners a significant problem (corrosion leads to a reduced design life) and, second, siding, roofing and flashing on prefabricated buildings have the potential of becoming windborne missiles in a typhoon and can cause substantial secondary damage. Although the committee is not dictating that there be no prefabricated buildings constructed, the Defense Department should carefully reexamine this issue before permitting the Services to proceed.

Housing O&M.—The Navy requested nearly six million dollars in housing O&M authority to clean up and make repairs to damaged housing units. This work is proceeding and the Navy's request is to replenish O&M funds taken from FY-76 and FY-77 appropriations. The Air Force had no comparable request and had apparently included comparable repair work in its request for housing construction authority. Since this is a replenishment authorization and since figures supplied to the committee indicated costs may be much less than requested, the committee elected to delete them entirely at this time. Necessary housing repair work should proceed by reallocating other FY-7T or FY-77 housing O&M funds from lower priority requirements. The committee will entertain a request in the FY-78 military construction bill to replenish the housing O&M account based on actual costs associated with repairing damaged housing units.

Cost Estimates.—Navy cost estimates were determined by engineering cost estimators on Guam and include an appropriate inflation factor. Air Force cost estimates are based on standard unit costs multiplied by an area cost index of 1.8 without including an inflation factor. The committee has adjusted some project costs where they appear to be excessive.

OTHER ISSUES

Family Housing Air Conditioning.—Family housing on Guam has generally been designed and constructed on the premise that air conditioning would not be provided. Consequently many walls have large louvered openings that proved to be especially susceptible to typhoon damage. This damage was aggravated by the fact that a majority of occupants had closed up some of the openings and installed personally owned window air conditioners. Both the Navy and the Air Force are proposing as a part of the repair work in family housing to permanently close up louvered openings, installing smaller, stronger conventional metal windows. This method of repair will require that family housing units be air conditioned to maintain acceptable levels of temperature and humidity.

This legislation makes no provision to centrally air condition units and witnesses testified that occupants will be required to provide their own window units until central air conditioning can be programmed in the future. The committee is concerned that this approach may prove to be not only a hardship to the occupant who will be forced to buy window air conditioners to make the homes habitable, but also a more costly approach since window units are much more energy extravagant than central systems. The committee seriously considered adding authority for the Services to centrally air condition family housing units; however, sufficient cost data were not available to positively substantiate such a position. The committee directs that the Department of Defense examine this question in depth and report to the committee on the economic consequences of the air conditioning alternatives. If central air conditioning is clearly cost effective the committee will expect to see a request for the necessary authority contained in the Fiscal Year 1978 Military Construction Authorization bill.

Damage to Air Force Fuel Tanks.—Very recently the Air Force discovered damage resulting from the typhoon to the lids of large fuel storage tanks that represents a serious hazard to the operation of the tank farm. At the time of the hearings the Air Force could give no estimate on the cost of repairs. Although this project was not included in the original request, the committee considers it to be a critical operational requirement and the Air Force is authorized to proceed with the repairs within the funding authority provided in this bill.

Projects Deferred.—The committee has had to act on this legislation quite rapidly and the Services have not had time to do their usual thorough analysis of these projects. Consequently the committee has deferred, without prejudice, more projects than usual which it feels can safely be deferred until more adequate planning can be done. The committee has not eliminated any projects as unjustified and will entertain requests for deferred projects in future legislation, if warranted.

NAVAL DISTRICTS

The committee considered a late request by the Navy that sections 5221 and 5222 of title 10, United States Code, be repealed in view of the actions by Congress in the fiscal year 1977 Defense Appropriations Act which provided funds for only four naval districts rather than the eleven required in section 5221. The committee believes that the repeal of those sections is appropriate in view of current conflicting legislation.

TITLE I—NAVY AND AIR FORCE MILITARY CONSTRUCTION

The Navy requested \$72,120,000 for the restoration of damaged facilities at the Naval Complex, Guam. Additionally, \$5,749,000 was requested for planning and design, making the total request for facilities restoration for the Navy \$77,869,000.

The Air Force requested \$24,650,000 for the restoration of damaged facilities at Andersen AFB, Guam. Additionally, \$1,972,000 was requested for planning and design, making the total request for facilities restoration for the Air Force \$26,622,000.

Family housing for both Services is not included in the above totals. The Committee carefully considered all of the facilities restoration requested by the Navy and Air Force. The following tables summarize by Major Command and Facility Class the authorization requested and the Committee actions:

MAJOR COMMAND SUMMARY

[In thousands of dollars]

Command/Installation	Request	Committee action
NAVY		
Commander-in-chief, Pacific Fleet:		
Naval air station.....	8,400	7,145
Naval magazine.....	1,000	0
Naval station.....	32,340	28,950
Ship repair facility.....	4,250	50
Supply depot.....	6,570	1,820
Total.....	52,560	37,965
Chief of Naval Material:		
Navy Publication and Printing Office.....	960	0
Navy Public Works Center.....	11,820	11,820
Total.....	12,780	11,820
Naval Telecommunications Command: Naval Communications Area Master Station, WESTPAC.....	5,840	5,500
Bureau of Medicine and Surgery: Naval Regional Medical Center.....	940	650
Total.....	72,120	55,935
Planning and design.....	5,749	0
Total.....	77,869	55,935
AIR FORCE		
Strategic Air Command: Andersen Air Force Base, Guam.....	24,650	22,565
Planning and design.....	1,972	0
Total.....	26,622	22,565
Grand total.....	104,491	78,500

FACILITY CLASS SUMMARY

[In thousands of dollars]

	Request			Committee action		
	Navy	Air Force	Total	Navy	Air Force	Total
100—Operational.....	20,090	3,842	23,932	13,490	3,842	17,332
200—Maintenance and production.....	10,570	1,973	12,543	5,660	1,973	7,633
300—Research and development.....	300	300	300	300	300	300
400—Supply.....	4,320		4,320	3,970		3,970
500—Medical.....		120	120		120	120
600—Administrative.....	5,000	4,548	9,548	4,450	4,548	8,998
700—Bachelor housing/ community support.....	26,140	10,396	36,536	22,585	10,396	32,981
800—Utilities and ground improvements.....	6,000	3,471	9,471	5,860	1,386	7,246
Subtotal.....	72,120	24,650	96,770	55,935	22,565	78,500
Planning and design.....	5,749	1,972	7,721			
Total.....	77,869	26,622	104,491	55,935	22,565	78,500

Navy

The Navy testified that the base complex on Guam is needed in its present size and configuration to support the Pacific Fleet in the Western Pacific area. With the major damage that was sustained, the Navy re-examined its missions and base loadings to assure that there was a requirement for restoration of all the facilities requested in the supplemental. Further, the size or scope was examined to verify what the facility scope should be for the future. The scope of restored facilities will be equal to or less than the damaged facilities in most cases. Exceptions were made to provide a standard structure or facility that met the requirement where the existing facilities provided significantly less space. It would be uneconomical to restore the facility to

its present size, and several years later provide an addition to meet the total requirement.

Tabulated below are the facilities that would be constructed at a scope greater than the scope damaged:

P-No.	Activity	Title	Requested (square feet)	Scope damaged (square feet)
P-162	NAS	Gymnasium replacement.....	22,454	4,599
P-185	NCAMS	Hobby shop replacement.....	13,250	7,140
P-187	NCAMS	Youth center.....	4,750	1,240

Two other Navy facilities will be improved as a part of the restoration. In order to make the bachelor enlisted quarters more resistant to typhoon damage, the large, louvered windows will be removed and replaced with smaller ones. Air conditioning will be installed, and the interior spaces modernized to meet current habitability and occupancy criteria. At the Naval Communication Area Master Station WESTPAC, the log periodic antennas destroyed by Typhoon Pamela will be replaced with current technology omnidirectional and high takeoff angle antennas.

Air Force

Air Force witnesses testified that the force planning structure for Guam has been carefully considered in developing a program for the restoration/replacement of facilities damaged and/or destroyed by Typhoon Pamela. Accordingly, to support the foreseeable Air Force mission to be supported by the Andersen Air Force Base complex on Guam it is necessary that all facilities damaged by Typhoon Pamela be restored with the exception of one of four aircraft nosedocks. Of the 21 facilities that were completely destroyed in the storm, seven require replacement.

On the restoration of damaged facilities and the replacement of destroyed facilities, the Air Force testified that work would be restricted to restore and/or replace only to the extent of the scope of the facility prior to the storm. Also, to preclude damage in future storms, masonry construction would be used in all replacement work except for the three aircraft nosedocks to be restored. On these, new metal siding will be installed to a criteria to withstand the forces of typhoon winds.

One exception is the restoration of the Wing Headquarters building at \$3,170,000, which includes alterations to provide central air conditioning. This is a part of the storm proofing to be included in the restoration work. Closing of the louvered sections of the structure, that permitted damaging wind and wind-driven rain to enter the building, will require the air conditioning.

BUDGETARY IMPACT

The budgetary impact is reflected in the following report furnished by the Congressional Budget Office:

CONGRESSIONAL BUDGET OFFICE

COST ESTIMATE

1. Bill number: S. 3786.
 2. Bill title: Supplemental Authorization Act for Military Construction on Guam.
 3. Purpose of bill: To authorize appropriations for construction of facilities on Guam totaling \$106,424,000.
 4. Budget impact: See Table I.
 5. Basis for estimate: The estimates assume that funds will be appropriated for the full amount of the authorization, and available for obligation not later than 30 September 1976.
 6. Estimate comparison: The Defense estimate was not available at the time this estimate was prepared.
 7. Previous CBO estimate: CBO prepared an estimate for a similar bill, H.R. 15136 on 31 August 1976.
 8. Estimate prepared by: Robert Schafer (225-4844).
 9. Estimate approved by: James L. Blum, Assistant Director for Budget Analysis.
- Date: September 22, 1976.

TABLE I.—BUDGET IMPACT
[In millions of dollars]

	Authori- zation amounts (budget authority)	Tran- sition quarter	Estimated costs (fiscal years)				
			1977	1978	1979	1980	1981
Title I:							
Military construction, Navy.....	55.935	0.560	6.712	24.611	12.306	7.831	1.610
Military construction, Air Force.....	22.565	.225	2.708	8.123	7.446	3.159	.451
Title II:							
Family housing, construction.....	27.924	.279	1.117	6.981	11.169	6.144	1.116
Family housing, operation and maintenance.....	0	0	0	0	0	0	0
Total.....	106.424	1.064	10.537	39.715	30.921	17.134	3.177

Ninety-fourth Congress of the United States of America

AT THE SECOND SESSION

*Begun and held at the City of Washington on Monday, the nineteenth day of January,
one thousand nine hundred and seventy-six*

An Act

To authorize appropriations for construction of facilities on Guam, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I—MILITARY CONSTRUCTION

SEC. 101. (a) The Secretary of the Navy and the Secretary of the Air Force may establish or develop military installations and facilities by acquiring, constructing, converting, rehabilitating, or installing permanent or temporary public works, including land acquisition, site preparation, appurtenances, utilities, equipment, and planning and design for the following acquisition and construction:

Naval Complex, Guam, \$59,950,000.

Andersen Air Force Base, Guam, \$23,871,000.

(b) There is authorized to be appropriated for the purpose of this section an amount not to exceed \$83,821,000.

TITLE II—MILITARY FAMILY HOUSING

SEC. 201. In addition to the funds authorized to be appropriated by section 507 and section 602 of Public Law 94-107 for military family housing, there is authorized to be appropriated for use by the Secretary of Defense, or his designee, for military family housing as authorized by law for demolition, construction, improvements, minor construction, and planning of family housing facilities on Guam an amount not to exceed \$30,491,000.

TITLE III—GENERAL AND MISCELLANEOUS PROVISIONS

SEC. 301. Authorizations in this Act shall be subject to the authorizations and limitations of the Military Construction Authorization Act, 1976 (Public Law 94-107), in the same manner as if such authorization had been included in that Act.

SEC. 302. This Act may be cited as the "Supplemental Authorization Act for Military Construction on Guam".

Speaker of the House of Representatives.

*Vice President of the United States and
President of the Senate.*