

FY2025 NDAA: Overview of Funding Authorizations and Related Provisions

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The National Defense Authorization Act (NDAA) sets policy and authorizes appropriations for U.S. Department of Defense (DOD) activities and U.S. Department of Energy (DOE) national security programs. While the NDAA itself does not provide funding (i.e., budget authority), historically the legislation has served as an indicator of congressional views on funding for such activities. Fiscal Year (FY) 2025 marked the 64th consecutive fiscal year for which Congress enacted an annual defense authorization.

On March 11, 2024, President Joe Biden submitted to Congress a budget request for FY2025 that included a total of \$895.2 billion in discretionary funding for national defense-related activities. Of that amount, approximately \$883.7 billion fell within the scope of proposed and enacted versions of a National Defense Authorization Act for Fiscal Year 2025 (FY2025 NDAA; H.R. 8070; S. 4638; H.R. 5009; P.L. 118-159).

During consideration of an FY2025 NDAA, various Members of Congress proposed authorizing more funding, the same amount, or less funding than the President requested for such activities. The House-passed H.R. 8070 would have authorized the level of funding the President requested—consistent with the defense discretionary spending cap for FY2025 established in the Fiscal Responsibility Act of 2023 (FRA; P.L. 118-5)—though with varying amounts for certain categories of funding. The SASC-reported S. 4638 would have authorized \$25.1 billion more than requested for DOD.

The enacted version of the legislation, known as the Servicemember Quality of Life Improvement and National Defense Authorization Act for Fiscal Year 2025 (H.R. 5009; P.L. 118-159), authorized \$883.7 billion—the level of funding the President requested consistent with the FY2025 defense spending cap in the FRA. The act authorized more funding than requested for additional Air Force F-15 Eagle fighter aircraft and an additional America Class Amphibious Assault Ship for the Navy, as well as more funding than requested for the Air Force E-7A Wedgetail electronic attack aircraft and Navy Sea-Launched Cruise Missile-Nuclear. The act authorized less funding than requested for the Constellation Class Guided Missile Frigate and for the F-35 Joint Strike Fighter, as well as for the Joint Light Tactical Vehicle, among other changes. The act also authorized more Air Force Air National Guard personnel than requested, as well as an increase in junior enlisted pay, among other policy provisions.

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Introduction

The National Defense Authorization Act (NDAA) is a policy bill typically introduced and reported each year by the House and Senate Committees on Armed Services (also known as the House Armed Services Committee, or HASC, and the Senate Armed Services Committee, or SASC). Unlike an appropriations act, the NDAA generally does not provide funding (i.e., *budget authority*).¹ Rather, the legislation sets policy and authorizes appropriations for the U.S. Department of Defense (DOD), U.S. Department of Energy (DOE) atomic energy defense activities, and certain other defense-related activities.

The NDAA is a vehicle through which Congress may fulfill its responsibility as mandated in Article I, Section 8, of the U.S. Constitution. This section provides Congress the authority to “provide for the common Defence,” “raise and support Armies,” “provide and maintain a Navy,” and “make Rules for the ... Regulation of the land and naval Forces,” among other powers.²

As an authorizing measure, the legislation establishes or amends defense programs, projects, or activities, and provides guidance on how appropriated funds are to be used in carrying out those efforts.³ While the NDAA does not provide budget authority, historically it has provided an indicator of congressional views on funding for particular programs. The NDAA authorizes funding for DOD activities at the same level of detail at which budget authority is provided by the corresponding defense, military construction, and other appropriations acts. Despite a statutory requirement for annual authorization of appropriations for defense programs (i.e., 10 U.S.C. §114, “Annual authorization of appropriations”),⁴ the U.S. Government Accountability Office (GAO) has concluded that Congress may deviate from authorized amounts in subsequent appropriations.⁵ According to GAO, “If Congress appropriates money to the Defense Department in violation of 10 U.S.C. §114, there are no practical consequences. The appropriation is just as valid, and just as available for obligation, as if section 114 had been satisfied or did not exist.”⁶ As defense authorization and appropriations legislation can differ on a line-item level, an authorization of appropriations in the NDAA may be considered a funding indicator rather than a floor or ceiling.⁷

The NDAA has a history of regular enactment. FY2025 marked the 64th consecutive fiscal year for which Congress enacted an annual defense authorization.⁸ Because of this history of regular

¹ *Budget authority* is authority provided by law to a federal agency to obligate money for goods and services. For more information, see U.S. Government Accountability Office (GAO), *A Glossary of Terms Used in the Federal Budget Process*, GAO-05-734SP, September 2005, p. 20.

² Congress.gov, *Constitution Annotated: Analysis and Interpretation of the U.S. Constitution*, Article 1, Section 8, “Overview of Congress’s Enumerated Powers.”

³ Discretionary amounts authorized in the NDAA require enactment of appropriations (i.e., in a regular appropriations act, supplemental appropriations act, or continuing resolution) in order for the U.S. Department of Defense (DOD) or other departments to implement the authorized defense programs, projects, and activities. In general, *discretionary* funding refers to budget authority provided in an appropriation act. See GAO, *A Glossary of Terms Used in the Federal Budget Process*, p. 46.

⁴ 10 U.S.C. §114.

⁵ GAO, *Principles of Federal Appropriations Law* [“The Red Book”], Chapter 2, “The Legal Framework,” 4th ed., 2016 revision, GAO-16-464SP, pp. 2-54 to 2-56.

⁶ GAO, *Principles of Federal Appropriations Law*, p. 2-56.

⁷ For more information on the federal budget process, see CRS Report R46240, *Introduction to the Federal Budget Process*. For more information on the differences between authorizations and appropriations, see CRS Report R46497, *Authorizations and the Appropriations Process*.

⁸ For more information, see CRS Report 98-756, *Defense Authorization and Appropriations Bills: FY1961-FY2021*; and U.S. Department of Defense (DOD), Pentagon Library, DOD Authorization and Appropriation Laws website.

enactment,⁹ the bill sometimes serves as a vehicle for legislation originating in committees other than HASC or SASC that might not otherwise be considered.¹⁰

This report provides an overview of defense budget-related funding authorizations, legislative activity, and provisions associated with proposed and enacted versions of the FY2025 NDAA (i.e., Divisions A through D). It presents amounts and quantities authorized for certain types of weapons systems, including aircraft and related systems, communications systems, ground systems, missile defense programs, missiles and munitions, shipbuilding and maritime systems, space-based systems, and nuclear modernization programs. It also provides, where applicable, references to other CRS reports that provide in-depth analysis and contextual information on certain defense and foreign policy issues. Detailed analysis of policy provisions associated with individual programs, projects, and activities in the bill is beyond the scope of this report. For a list of related CRS products on the FY2025 NDAA, see the **Appendix**.

Bill Overview

Summary of Funding Authorizations¹¹

The majority of discretionary funding requested in the national defense budget function for FY2025 fell within the scope of the NDAA.¹² The national defense budget function, identified by the numerical notation 050, is one of 20 major budget functions used by the White House Office of Management and Budget (OMB) to organize budget data and is the government's broadest measure of defense-related funding.¹³ The legislation typically authorizes discretionary funding for programs in the DOD-military subfunction (051) and atomic energy defense activities subfunction (053), and certain programs in the defense-related activities (054) subfunction.¹⁴ Of the \$895.2 billion in discretionary funding for national defense-related activities in the FY2025 President's budget request,¹⁵ \$883.7 billion fell within the scope of the FY2025 NDAA.¹⁶

⁹ Some Members have Congress have described the NDAA as "must-pass" legislation, citing in part its inclusion of authorizations for military pay and benefits, among other defense-related policies they view as a priority. See, for example, Representative Seth Moulton, "Moulton Votes to Pass FY2024 National Defense Authorization Act," press release, December 14, 2023; and Senator Jim Inhofe, "SASC Chairman Inhofe Introduces Bill to Maintain National Defense, Support for Troops," press release, October 29, 2019.

¹⁰ For more information, see CRS In Focus IF10515, *Defense Primer: The NDAA Process*; and CRS In Focus IF10516, *Defense Primer: Navigating the NDAA*.

¹¹ This section is based on CRS Insight IN12404, *FY2025 NDAA: Summary of Funding Authorizations*, by Brendan W. McGarry.

¹² White House, Office of Management and Budget (OMB), *Budget of the U.S. Government, Fiscal Year 2025*, Analytical Perspectives, Table 25-1, "Budget Authority and Outlays by Function, Category, and Program."

¹³ OMB, *Budget of the U.S. Government, Fiscal Year 2025*, Supplemental Materials, Public Budget Database User's Guide, March 2024, p. 24. The national defense budget function does not include funding for the Department of Veterans Affairs and certain other activities sometimes included as part of a [national] security category of funding. See, for example, 2 U.S.C. §900(c)(4)(B) and OMB, *Budget of the U.S. Government, Fiscal Year 2025*, Table S-7, p. 167.

¹⁴ The SASC typically does not authorize appropriations for the Department of Transportation Maritime Administration Maritime Security Program and Tanker Security Program in the defense-related activities (054) function; the final version of the NDAA typically does.

¹⁵ White House, Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2025*, Analytical Perspectives, Table 25-1, "Budget Authority and Outlays by Function, Category, and Program," p. 1.

¹⁶ Servicemember Quality of Life Improvement and National Defense Authorization Act for Fiscal Year 2025 (P.L. 118-159); and U.S. Congress, House Committee on Armed Services, *Servicemember Quality of Life Improvement and* (continued...)

The enacted NDAA, known as the Servicemember Quality of Life Improvement and National Defense Authorization Act for Fiscal Year 2025, authorized the level of funding the President requested, consistent with the FY2025 defense spending cap in the Fiscal Responsibility Act (FRA).¹⁷ The legislation did not authorize the SASC-reported proposal to authorize \$25.1 billion more than the President requested for DOD.

The legislation authorized funding for certain DOD accounts that differed from the request (see **Table 1**). It authorized \$1.5 billion more than requested for procurement accounts (e.g., aircraft, missiles, and other equipment), \$0.9 billion more than requested for MILPERS accounts (e.g., 14.5% pay raise for certain enlisted personnel at the rank of E-4 and below), and \$0.6 billion more than requested for research, development, test and evaluation (RDT&E) accounts (e.g., shipbuilding programs).¹⁸ The legislation authorized the requested level of funding for military construction (MILCON) accounts.¹⁹ It authorized \$1.9 billion less than requested for operation and maintenance (O&M) accounts and \$0.7 billion less than requested for the Defense Health Program.²⁰ The net increases of \$0.4 billion to funding authorizations for DOD activities and \$0.1 billion to funding authorizations for certain other defense activities were offset by a net decrease of \$0.5 billion to funding authorizations for atomic energy defense activities.²¹

Table 1 summarizes requested, proposed, and enacted funding authorizations in the FY2025 NDAA. The amounts are organized by budget subfunction and, for DOD, by major funding category.

Table 1. Summary of Funding Authorizations in the FY2025 NDAA

(in billions of current dollars of discretionary budget authority)

Title or Division, and Subfunction	Enacted FY2024 NDAA (P.L. 118-31)	FY2025 President's Budget Request ^a	House-Passed FY2025 NDAA (H.R. 8070)	SASC-Reported FY2025 NDAA (S. 4638)	Enacted FY2025 NDAA (P.L. 118-159)
Procurement	\$169.17	\$166.38	\$163.59	\$176.37	\$167.85
RDT&E	\$145.94	\$143.16	\$143.55	\$146.01	\$143.77
O&M	\$288.82	\$296.33	\$295.00	\$305.24	\$294.46
MILPERS	\$176.77	\$181.88	\$185.71	\$182.30	\$182.75
Other Authorizations	\$42.52	\$44.22	\$44.45	\$44.45	\$43.50
MILCON	\$18.17	\$17.55	\$17.55	\$20.66	\$17.55

National Defense Authorization Act for Fiscal Year 2025, legislative text and joint explanatory statement to accompany H.R. 5009/P.L. 118-159, 119th Cong., 1st sess., H.Prt. 119-2, January 2025, p. 1209. Other than the Department of Transportation Maritime Administration Maritime Security Program and Tanker Security Program, defense-related activities in budget subfunction 054 fall under the jurisdiction of committees other than Armed Services and thus are authorized in other authorization acts.

¹⁷ P.L. 118-159 and H.Prt. 119-2, p. 1209.

¹⁸ CRS analysis of H.Prt. 119-2, pp. 1206, 1207.

¹⁹ H.Prt. 119-2, p. 1208.

²⁰ H.Prt. 119-2, p. 1207.

²¹ H.Prt. 119-2, p. 1209.

Title or Division, and Subfunction	Enacted FY2024 NDAA (P.L. 118-31)	FY2025 President's Budget Request ^a	House-Passed FY2025 NDAA (H.R. 8070)	SASC-Reported FY2025 NDAA (S. 4638)	Enacted FY2025 NDAA (P.L. 118-159)
Subtotal, DOD-Military (051)	\$841.40	\$849.51	\$849.84	\$875.03	\$849.87
Subtotal, Atomic Energy Defense Programs (053)	\$32.38	\$33.78	\$33.32	\$33.39	\$33.28
Subtotal, Defense-Related Activities (054)	\$0.44	\$0.38	\$0.51	<i>n/a^b</i>	\$0.51
Total	\$874.21	\$883.67	\$883.67	\$908.42	\$883.67^c

Source: U.S. Congress, Conference Committee, *National Defense Authorization Act for Fiscal Year 2024*, conference report to accompany H.R. 2670, 118th Cong., 1st sess., H.Rept. 118-301, December 6, 2023, pp. 1390-1395; U.S. Congress, *House Committee on Armed Services, Servicemember Quality of Life Improvement and National Defense Authorization Act for Fiscal Year 2025*, report to accompany H.R. 8070, 118th Cong., 2nd sess., H.Rept. 118-529, May 31, 2024, pp. 402-407; U.S. Congress, Senate Committee on Armed Services, *National Defense Authorization Act for Fiscal Year 2025*, report to accompany S. 4638, 118th Cong., 2nd sess., S.Rept. 118-188, July 8, 2024, pp. 418-422; P.L. 118-159; and U.S. Congress, House Committee on Armed Services, *Servicemember Quality of Life Improvement and National Defense Authorization Act for Fiscal Year 2025*, legislative text and joint explanatory statement to accompany H.R. 5009/P.L. 118-159, 119th Cong., 1st sess., H.Prt. 119-2, January 2025, pp. 1205-1210.

Notes: RDT&E is research, development, test, and evaluation; O&M is operation and maintenance; MILPERS is military personnel; and MILCON is military construction and family housing. Totals may not sum due to rounding. Dollars rounded to nearest hundredth.

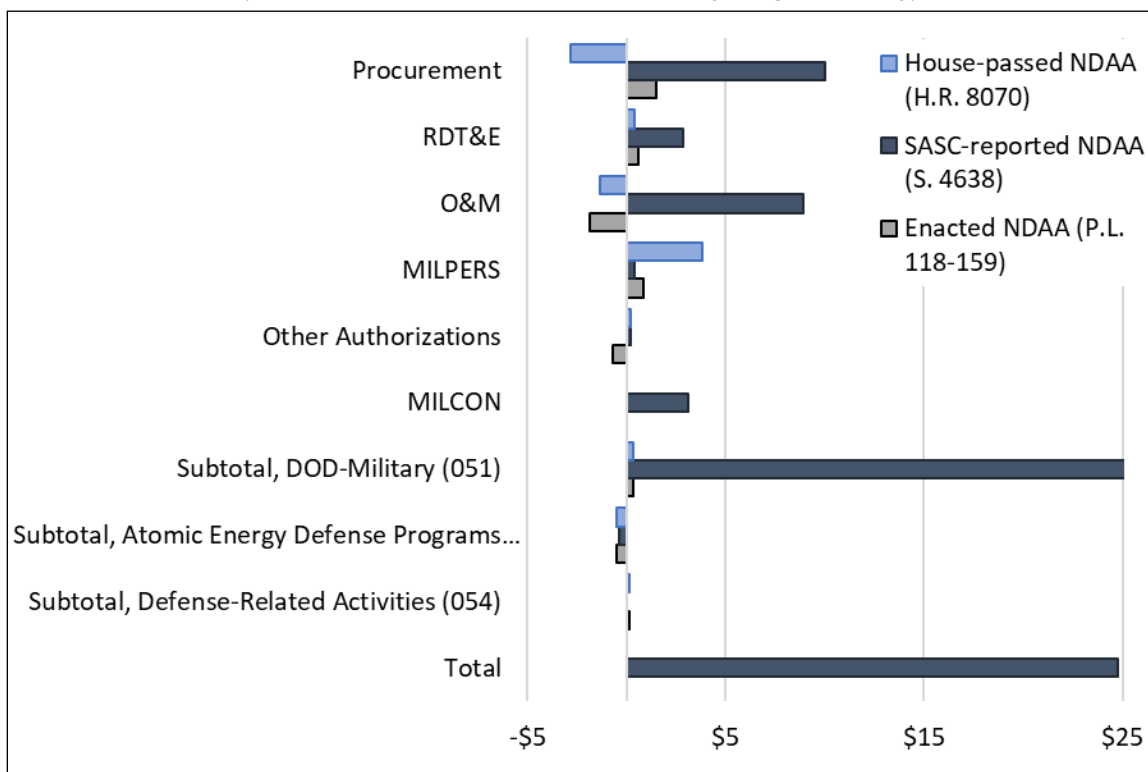
- Amounts in this column reflect those in H.Rept. 118-529.
- SASC typically does not authorize appropriations for the Department of Transportation Maritime Administration Maritime Security Program and Tanker Security Program in the defense-related activities (054) function; the final version of the NDAA typically does.
- Together with amounts for certain defense-related programs not within the legislation's purview or requiring additional authorization, the discretionary budget authority implication of the act was \$895.23 billion. Including discretionary and mandatory funding, the total budget authority implication of the act was \$921.74 billion. For more information, see H.Prt. 119-2, p. 1210.

Figure 1 summarizes funding authorization changes in proposed and enacted versions of the FY2025 NDAA compared with amounts in the FY2025 President's budget request and the enacted FY2024 NDAA.²² The changes are organized by budget subfunction and, for DOD, by major funding categories.

²² P.L. 118-31.

Figure I. Congressional Changes to President's Requested Funding Authorizations in the FY2025 NDAA

(in billions of current dollars of discretionary budget authority)



Source: CRS analysis of H.Rept. 118-529, pp. 402-407; S.Rept. 118-188, pp. 418-422; and H.Prt. 119-2, pp. 1205-1210.

Notes: RDT&E is research, development, test, and evaluation; O&M is operation and maintenance; MILPERS is military personnel; and MILCON is military construction, family housing, and base realignment and closure (BRAC). SASC typically does not authorize appropriations for the Department of Transportation Maritime Administration Maritime Security Program and Tanker Security Program in the defense-related activities (054) function.

Legislative Activity²³

Table 2 summarizes legislative activity and documentation associated with proposed and enacted versions of the FY2025 NDAA.

²³ This section is based on CRS Insight IN12405, *FY2025 NDAA: Status of Legislative Activity*, by Brendan W. McGarry and Valerie Heitshusen.

Table 2. FY2025 NDAA Selected Legislative Activity and Documentation

House				Senate				Public Law
Bill #, Date Introduced	Report #, Date	Vote # (Yeas-Nays), Date Passed	Explanatory Statement, Vote # (Yeas-Nays), Date Passed	Bill #, Date Introduced	Report #, Date	Vote # (Yeas-Nays), Date Passed	Explanatory Statement, Vote # (Yeas-Nays), Date Passed	P.L. #, Date Signed
H.R. 8070, 4/18/2024	H.Rept. 118-529, 5/31/24	279 (217-199), 6/14/24		S. 4638, 7/8/24	S.Rept. 118-188, 7/8/24			
House amendment to Senate amendment to H.R. 5009 12/7/24		500 (281-140), 12/11/24	Explanatory statement to accompany P.L. 118-159 in H.Prt. 119-2 ^a			325 (85-14), 12/18/24	Explanatory statement to accompany P.L. 118-159 in H.Prt. 119-2 ^a	P.L. 118-159, 12/23/24

Source: CRS analysis of selected actions on Congress.gov, and CRS Insight IN12405, *FY2025 NDAA: Status of Legislative Activity*, by Brendan W. McGarry and Valerie Heitshusen.

Notes: Each row reflects a unique bill that could serve as the legislative vehicle for an enacted version of the annual NDAA.

a. Published in the December 10, 2024, edition of the *Congressional Record*.

Funding Authorizations for Selected Weapons Systems²⁴

This section details funding amounts and quantities for selected defense acquisition programs that DOD requested as part of President Biden’s FY2025 budget and that Congress authorized in the enacted FY2025 NDAA.²⁵ CRS based its analysis of line items associated with such programs in part on the “major weapons system summary” table published in an annual DOD budget document, *Program Acquisition Cost by Weapon System*,²⁶ as well as on selected congressional debates. The amounts presented in this report may not include all costs associated with such

²⁴ The Full-Year Continuing Appropriations and Extensions Act, 2025 (P.L. 119-4) did not include an accompanying explanatory statement specifying defense funding allocations at the line-item level (e.g., for DOD-related programs, projects, and activities). Instead, Section 1409 of the act prohibited DOD from using funds “to initiate or resume any projects or activity” unless they were provided for in (H.R. 8774), as engrossed in the House of Representatives, or S. 4921, as reported by the Senate Committee on Appropriations. In addition, Section 1422 of the act required DOD, after consulting the Defense Appropriations subcommittees, to submit within 45 days “a spending, expenditure, or operating plan” for FY2025 at the same level of detail required for a department report known as Base for Reprogramming Actions.

²⁵ As part of the President’s budget proposal to Congress, DOD and other executive agencies submit congressional budget justification documents that provide detailed descriptions of agency budgetary accounts. For more information, see CRS Report R47090, *Executive Agency Justification of the President’s Budget: In Brief*, by Dominick A. Fiorentino.

²⁶ DOD, Office of the Under Secretary of Defense (Comptroller)/Chief Financial Officer, *Program Acquisition Cost by Weapon System*, March 2024.

programs. For example, amounts associated with military construction (MILCON) and operation and maintenance (O&M) to house and sustain such programs are not included. In some cases, CRS included certain programmatic funding that was not included in the DOD document.

Aircraft and Related Systems

In its FY2025 budget submission to Congress, DOD requested \$61.2 billion in procurement and RDT&E funding for aircraft and related systems, including fighters, bombers, tankers and cargo aircraft, attack and utility helicopters, and uncrewed aircraft systems (UAS, commonly known as drones).²⁷ Of this amount, DOD requested \$43.6 billion for the selected aircraft detailed in **Table 3**.²⁸

In the enacted NDAA, Congress authorized \$44.3 billion for the selected aircraft, approximately \$682.3 million more than requested. The act authorized \$709.2 million more than requested for six additional F-15 Eagle fighter aircraft²⁹ and \$644.2 million more than requested for the C-130J Hercules family of transport aircraft for six additional aircraft.³⁰ The act authorized \$496.9 million less than requested for the F-35 Joint Strike Fighter and made other changes.³¹ The act did not authorize the SASC-reported proposal to procure five HH-60W Combat Rescue Helicopters for the Air Force,³² or the House-passed proposal to authorize two additional CH-47 Chinook helicopters for the Army.³³

Table 3 summarizes requested, proposed, and authorized funding for selected aircraft and related systems in the FY2025 NDAA.

Table 3. Funding Authorizations for Selected Aircraft in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Aircraft (Relevant CRS Product)	Request		H.R.8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Bomber								
B-21 Raider (IF12945)	\$5.34		\$5.34		\$5.54		\$5.34	
B-1, B-2, B-52 Bombers (IF12945)	\$1.39		\$1.39		\$1.29		\$1.38	
Tanker and Cargo								
KC-46A Pegasus	\$2.97	15	\$2.72	15	\$2.97	15	\$2.81	15
C-130J Hercules	\$0.81 ^a		\$1.29 ^{a,b}	4	\$1.10 ^a	2	\$1.45 ^a	6 ^c
Electronic Attack								
E-2D Advanced Hawkeye	\$0.50		\$0.38		\$0.38		\$0.40	

²⁷ DOD, *Program Acquisition Cost by Weapon System*, p. i.

²⁸ CRS analysis of the military department budget justification books. This figure includes amounts requested for the aircraft identified in the annual *Program Acquisition Cost by Weapon System* document, as well as for other aircraft that generated congressional interest. For the former, see DOD, *Program Acquisition Cost by Weapon System*, p. xv.

²⁹ CRS analysis of H.Prt. 119-2, pp. 1237, 1239, 1275.

³⁰ CRS analysis of H.Prt. 119-2, pp. 1222, 1238.

³¹ CRS analysis of H.Prt. 119-2, pp. 1221, 1222, 1237.

³² H.Prt. 119-2, p. 1238.

³³ H.Prt. 119-2, p. 1211.

Aircraft (Relevant CRS Product)	Request		H.R.8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
E-7A Wedgetail	\$0.42		\$0.38		\$0.82		\$0.80	
Fighter and Attack								
F-35 Joint Strike Fighter (R48304)	\$12.43	68	\$12.23	58	\$12.43	68	\$11.93	68
Next Generation Air Dominance (IF12805)	\$3.31		\$3.01		\$3.31		\$3.28	
F-15 Eagle	\$2.36	18	\$2.63	18	\$3.23	24	\$3.07	24
F/A-18 Super Hornet	\$1.81		\$1.77		\$1.81		\$1.79	
F-22 Raptor	\$1.63		\$1.59		\$1.63		\$1.62	
Armed Overwatch/Targeting	\$0.34	12	\$0.34	12	\$0.34	12	\$0.32	12
Rotorcraft								
CH-53K Heavy Lift Replacement Helicopter	\$2.68	19	\$2.68	19	\$2.93	21	\$2.68	20
Future Long-Range Assault Aircraft (IF12771)	\$1.26		\$1.26		\$1.26		\$1.26	
UH-60 Black Hawk	\$0.79	24	\$0.79	24	\$0.79	24	\$0.79	24
CH-47 Chinook	\$0.72	10	\$0.83	12	\$0.72	10	\$0.72	10
AH-64E Apache	\$0.66	31	\$0.66	31	\$0.67	31	\$0.67	31
V-22 Osprey	\$0.54		\$0.66		\$0.63		\$0.60	
MH-139A Grey Wolf	\$0.33	8	\$0.33	8	\$0.33	8	\$0.33	8
HH-60W Combat Rescue Helicopter	\$0.24		\$0.22		\$0.45	5	\$0.23	
VIP Transport								
VC-25B Presidential Aircraft Recapitalization	\$0.43		\$0.33		\$0.03		\$0.33	
C-40 Fleet Expansion	\$0.33	1	\$0.2	2	\$0.01		\$0.21	2
Trainer								
T-7A Advanced Pilot Training	\$0.32	7	\$0.32	7	\$0.32	7	\$0.32	7
Uncrewed								
MQ-25 Stingray (IF12972)	\$0.90	3	\$0.90	3	\$0.90	3	\$0.90	3
MQ-4C/RQ-4 Triton/Global Hawk/NATO AGS	\$0.75		\$0.75		\$0.75		\$0.72	
MQ-9 Reaper/USMC Group 5 UAS	\$0.31		\$0.33		\$0.31		\$0.31	
MQ-1C Gray Eagle	\$0.03		\$0.03		\$0.03		\$0.03	

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-1)* and *Research Development, Test & Evaluation Programs (R-1)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

- Amount does not include funding for post-production support.
- Amount is derived from a CRS analysis of the funding tables in H.Rept. 118-529; a CRS analysis of the explanatory statement accompanying H.R. 5009 (H.Prt. 119-2) produced in a different amount.
- Amount includes the Air Force's quantity of C-130J Hercules family of aircraft quantities in "conference changed" column of H.Prt. 119-2.

Communications Systems

In its FY2025 budget submission to Congress, DOD requested \$21.1 billion in procurement and RDT&E funding for command, control, communications, computers, and intelligence (C4I) systems.³⁴ Of this amount, DOD requested \$989.2 million for the selected C4I systems detailed in **Table 4**.³⁵

In the enacted NDAA, Congress authorized \$969.7 million for the selected C4I systems. The act authorized \$19.5 million less than requested for the Army Handheld, Manpack, and Small Form Fit (HMS) Radios program, matching a change in the House-passed version of the NDAA.³⁶

Table 4 summarizes requested, proposed, and authorized funding for selected Army C4I systems in the FY2025 NDAA.

Table 4. Funding Authorizations for Selected Army C4I Systems in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Communications System	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Handheld, Manpack, and Small Form Fit Radios	\$0.71		\$0.69		\$0.70		\$0.69	
Tactical Networking Technology	\$0.28		\$0.28		\$0.28		\$0.28	

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-I)* and *Research Development, Test & Evaluation Programs (R-I)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

Notes: CRS was unable to identify the relevant line items for two “joint service” C4I programs, Cyberspace Activities and CJADC2 Programs, for which DOD requested \$3.6 billion and \$1.4 billion, respectively, according to the annual DOD *Program Acquisition Cost by Weapon System* summary document.

Ground Systems

In its FY2025 budget submission to Congress, DOD requested \$13.0 billion in procurement and RDT&E funding for tactical vehicles, tracked combat vehicles, and weapon systems.³⁷ Of this amount, DOD requested \$6.2 billion for the selected ground systems detailed in **Table 5**.³⁸

In the enacted NDAA, Congress authorized \$6.2 billion for the selected ground systems, approximately \$44.3 million less than requested. The act authorized \$135.8 million less than

³⁴ DOD, *Program Acquisition Cost by Weapon System*, p. 2-1.

³⁵ CRS analysis of the military department budget justification books. This figure includes amounts requested for the C4I programs identified in the annual *Program Acquisition Cost by Weapon System* document. See DOD, *Program Acquisition Cost by Weapon System*, p. xv. CRS was unable to identify the relevant line items for two “joint service” C4I programs, Cyberspace Activities and CJADC2 Programs, for which DOD requested \$3.6 billion and \$1.4 billion, respectively, according to the annual *DOD Program Acquisition Cost by Weapon System* summary document.

³⁶ H.Prt. 119-2, p. 1217.

³⁷ DOD, *Program Acquisition Cost by Weapon System*, p. 3-1.

³⁸ CRS analysis of the military department budget justification books. This figure includes amounts requested for the ground systems identified in the annual *Program Acquisition Cost by Weapon System* document. See DOD, *Program Acquisition Cost by Weapon System*, p. xv.

requested for the Joint Light Tactical Vehicle (JLTV) program³⁹ and \$75 million more than requested for the M-1 Abrams Tank modification program, among other changes.⁴⁰ The act did not authorize the House-passed proposal to procure eight additional Armored Multi-Purpose Vehicles (AMPVs) for the Army.⁴¹

Table 5 summarizes requested, proposed, and authorized funding for selected ground systems in the FY2025 NDAA.

Table 5. Funding Authorizations for Selected Ground Systems in the FY2025 NDAA
(in billions of dollars of discretionary budget authority and quantities, if available)

Ground System (Relevant CRS Product)	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Tactical Vehicles								
Joint Light Tactical Vehicle (IFI 1729)	\$1.18	672 ^a	\$0.86	672 ^a	\$0.96	672 ^a	\$1.04	672 ^a
Family of Medium Tactical Vehicles	\$0.15		\$0.15		\$0.15		\$0.14	
Family of Heavy Tactical Vehicles	\$0.15		\$0.15		\$0.15		\$0.15	
Tracked Combat Vehicles								
M-1 Abrams Tank Modification/Upgrades (IFI 2495)	\$1.02	30 ^b	\$1.10	30 ^b	\$1.02	30 ^b	\$1.10	30 ^b
Amphibious Combat Vehicle (IFI 1755)	\$0.87	104	\$0.58	104	\$0.87	104	\$0.87	104
Armored Multi-Purpose Vehicle (IFI 1741)	\$0.53	81	\$0.58	89	\$0.53	81	\$0.53	81
M10 Booker (IFI 1859)	\$0.51	33	\$0.51	33	\$0.51	33	\$0.51	33
XM30 Combat Vehicle (IFI 2094)	\$0.50		\$0.50		\$0.50		\$0.50	
Stryker Family of Armored Vehicles (R44229)	\$0.47	38	\$0.75	38	\$0.47	38	\$0.49	38
Paladin Integrated Management	\$0.46	20	\$0.46	25	\$0.46	20	\$0.47	20
Weapons								
Next Generation Squad Weapon	\$0.39		\$0.33		\$0.39		\$0.39	

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-1)* and *Research Development, Test & Evaluation Programs (R-1)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

- Reflects only the Marine Corps' quantity of the Joint Light Tactical Vehicle. The legislative funding tables did not include quantities for the Army or Air Force, which requested 1,808 and 122 vehicles, respectively.
- Amount reflects the quantity of vehicle upgrades.

Missile Defense Programs

In its FY2025 budget submission to Congress, DOD requested \$13.5 billion in procurement and RDT&E funding for ground- and sea-based tactical and ballistic missile defense systems.⁴² Of

³⁹ CRS analysis of H.Prt. 119-2, pp. 1217, 1236.

⁴⁰ H.Prt. 119-2, p. 1214.

⁴¹ H.Prt. 119-2, p. 1214.

⁴² DOD, *Program Acquisition Cost by Weapon System*, p. 4-1.

this amount, DOD requested \$6.4 billion for the selected missile defense systems detailed in **Table 6**.⁴³

In the enacted NDAA, Congress authorized \$6.9 billion for the selected missile defense systems, approximately \$485.9 million more than requested. The act authorized approximately \$405.4 million more than requested for the Sea-Based Weapons System (Aegis).⁴⁴ The act also authorized \$145.0 million more than requested for the Army Phased Array Tracking Radar to Intercept of Target (PATRIOT) missile defense program⁴⁵ and \$60.2 million less than requested for the Terminal High Altitude Area Defense (THAAD) program.⁴⁶

Table 6 summarizes requested, proposed, and authorized funding for selected missile defense programs in the FY2025 NDAA.

Table 6. Funding Authorizations for Selected Missile Defense Programs in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Missile Defense Program (Relevant CRS Product)	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Ground-based Midcourse Defense	\$2.53		\$2.53		\$2.53		\$2.52	
Sea-Based Weapons System (RL33745)	\$1.31	13 ^a	\$1.50	31 ^a	\$1.46 ^b	13 ^a	\$1.71	13 ^a
Patriot Advanced Capability (IFI2297)	\$1.01		\$1.01		\$1.17		\$1.15	
PAC-3 Missile Segment Enhancement	\$0.96	230	\$0.96	230	\$0.96	230	\$0.96	230
Terminal High Altitude Area Defense (IFI2645)	\$0.64	12	\$0.58	12	\$0.64	12	\$0.58	12

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-I)* and *Research Development, Test & Evaluation Programs (R-I)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

- a. This number reflects the combined quantity of both interceptors and hardware and software installations.
- b. This amount is derived from a CRS analysis of the funding tables in S.Rept. 118-188; a CRS analysis of the explanatory statement accompanying H.R. 5009 (H.Prt. 119-2) produced a different amount.

Missiles and Munitions

In its FY2025 budget submission to Congress, DOD requested \$29.8 billion in procurement and RDT&E funding for ground-, air-, and sea-launched missiles and munitions.⁴⁷ Of this amount, DOD requested \$22.0 billion for the selected missiles and munitions detailed in **Table 7**.⁴⁸

⁴³ CRS analysis of the military department budget justification books. This figure includes amounts requested for the missile defense programs identified in the annual *Program Acquisition Cost by Weapon System* document. See DOD, *Program Acquisition Cost by Weapon System*, p. xv.

⁴⁴ CRS analysis of H.Prt. 119-2, pp. 1247, 1286, 1288.

⁴⁵ CRS analysis of H.Prt. 119-2, pp. 1213, 1254.

⁴⁶ H.Prt. 119-2, p. 1286.

⁴⁷ DOD, *Program Acquisition Cost by Weapon System*, p. 5-1.

⁴⁸ CRS analysis of the military department budget justification books. This figure includes amounts requested for the missiles and munitions identified in the annual *Program Acquisition Cost by Weapon System* document, as well as for (continued...)

In the enacted NDAA, Congress authorized \$22.5 billion for the selected missiles and munitions, approximately \$466.3 million more than requested. The act authorized \$114.0 million more than requested for the Army Precision Strike Missile (PrSM), as well as 70 more missiles than requested.⁴⁹ The act also authorized \$252.0 million for the Navy Sea-Launched Cruise Missile-Nuclear (SLCM-N), a nuclear-armed version of the Tomahawk land-attack cruise missile, for which DOD did not request any funding.⁵⁰ The act did not include the House-passed proposal to authorize \$360.6 million less than DOD requested for the Army Guided Multiple Launch Rocket System (GMLRS),⁵¹ or the SASC-reported proposal to authorize \$336.4 more than DOD requested to increase production of the Air Force Joint Air-Surface Standoff Missile (JASSM).⁵²

Table 7 summarizes requested, proposed, and authorized funding for selected missiles and munitions in the FY2025 NDAA.

Table 7. Funding Authorizations for Selected Missiles and Munitions in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Missile or Munition (Relevant CRS Product) ^a	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Ground-Launched								
LGM-35A Sentinel ^b (IFI 1681)	\$3.73		\$3.73		\$3.73		\$3.93	
Guided Multiple Launch Rocket System	\$1.24	6 ^c	\$0.88	6 ^c	\$1.24	6 ^c	\$1.24	6 ^c
Precision Strike Missile	\$0.68	230	\$0.73	261	\$0.94	300	\$0.79	300
Javelin Advanced Anti-Tank Weapon System	\$0.40	1,053	\$0.33	1,053	\$0.43	1,053	\$0.35	1,053
Air-Launched								
Joint Air-to-Surface Standoff Missile	\$1.01	550	\$1.01	550	\$1.34	810	\$1.01	550
Long-Range Anti-Ship Missile	\$0.84	205	\$0.84	205	\$1.10	240	\$0.84	205
Long-Range Stand Off Weapon	\$0.83		\$0.83		\$0.83		\$0.83	
Advanced Anti-Radiation Guided Missile Extended Range	\$0.83	285	\$0.83	285	\$0.83	285	\$0.83	285
Advanced Medium Range Air-to-Air Missile	\$0.81	723	\$0.81	723	\$0.86	723	\$0.81	723
Small Diameter Bomb II	\$0.45	1,148	\$0.45	1,148	\$0.56	1,148	\$0.45	1,148
Air Intercept Missile	\$0.26	304	\$0.26	304	\$0.26	304	\$0.26	304
Joint Air-to-Ground Missile	\$0.15	205	\$0.15	205	\$0.26	665	\$0.15	205
Small Diameter Bomb I	\$0.04	604	\$0.04	604	\$0.10	604	\$0.04	604

other missiles and munitions that generated congressional interest. For the former, see DOD, *Program Acquisition Cost by Weapon System*, p. xvi.

⁴⁹ H.Prt. 119-2, p. 1212.

⁵⁰ H.Prt. 119-2, p. 1263.

⁵¹ H.Prt. 119-2, p. 1213.

⁵² H.Prt. 119-2, p. 1241.

Missile or Munition (Relevant CRS Product) ^a	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Sea-Launched								
Trident II Ballistic Missile Modifications ^b (IFI0519)	\$2.47		\$2.48		\$2.47		\$2.47	
Standard Missile-6	\$1.22	125	\$1.22	125	\$1.60	125	\$1.21	125
Tactical Tomahawk Cruise Missile	\$0.77	22	\$0.77	22	\$0.80	22	\$0.76	22
Naval Strike Missile	\$0.21	102	\$0.21	102	\$0.27	102	\$0.27	123
Sea-Launched Cruise Missile-Nuclear (IFI2084)			\$0.19		\$0.25		\$0.25	
Rolling Airframe Missile	\$0.16	148	\$0.16	148	\$0.16	148	0.16	148
Other								
Ammunition	\$5.16	2,960 ^d	\$4.93	2,960 ^d	\$5.34	2,960 ^d	\$5.07	2,960 ^d
Chemical Demilitarization	\$0.78		\$0.78		\$0.78		\$0.78	

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-1)* and *Research Development, Test & Evaluation Programs (R-1)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

- See CRS In Focus IFI1353, *Defense Primer: U.S. Precision-Guided Munitions*, by Daniel M. Gettinger.
- CRS analysis of amounts for certain programs is based on additional DOD data provided to CRS in response to requests for information on November 11, 2024, and November 18, 2024, and on file with the authors.
- Marine Corps quantities only. The legislative funding tables did not include quantities of the GMLRS for the Army, which requested 6,408 GMLRS rockets, according to Army budget justification documents.
- Air Force and Navy quantities of Joint Direct Attack Munition (JDAM) only. The legislative funding tables do not include quantities of other types of ammunition.

Shipbuilding and Maritime Systems

In its FY2025 budget submission to Congress, DOD requested \$48.1 billion in procurement and RDT&E funding for shipbuilding and maritime systems.⁵³ Of this amount, DOD requested \$33.1 billion for the selected shipbuilding and maritime systems detailed in **Table 8**.⁵⁴

In the enacted NDAA, Congress authorized \$33.9 billion for the selected shipbuilding and maritime systems, approximately \$175.0 million less than requested. The act authorized \$1.1 billion less than requested for the Constellation Class Guided Missile Frigate FFG(X) program⁵⁵ and \$330.0 million less than requested for the San Antonio Class Amphibious Ship.⁵⁶ The act authorized \$741.5 million more than requested for the Arleigh Burke Class Destroyer⁵⁷ and

⁵³ DOD, *Program Acquisition Cost by Weapon System*, p. 6-1.

⁵⁴ CRS analysis of the military department budget justification books. This figure includes amounts requested for the shipbuilding and maritime systems identified in the annual *Program Acquisition Cost by Weapon System* document. See DOD, *Program Acquisition Cost by Weapon System*, p. xvi.

⁵⁵ CRS analysis of H.Prt. 119-2, pp. 1227-1228, 1262.

⁵⁶ CRS analysis of H.Prt. 119-2, pp. 1228, 1262.

⁵⁷ H.Prt. 119-2, p. 1227.

\$499.9 million more than requested for the America Class Amphibious Assault Ship (LHA),⁵⁸ among other changes.

Table 8 summarizes requested, proposed, and authorized funding for selected shipbuilding and maritime systems in the FY2025 NDAA.

Table 8. Funding Authorizations for Selected Shipbuilding and Maritime Systems in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Shipbuilding or Maritime System (Relevant CRS Product) ^a	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Amphibious Craft								
San Antonio Class Amphibious Ship ^b (R43543)	\$1.65	1	\$1.65	1	\$2.65	1	\$1.32	1
Medium Landing Ship (R46374)	\$0.27	1	\$0.27	1	\$0.27	1	\$0.26	1
America Class Amphibious Assault Ship ^b (R43543)	\$0.23		\$0.23		\$0.23		\$0.73	
Aircraft Carriers								
Gerald R. Ford Class Nuclear Aircraft Carrier ^b (RS20643)	\$2.34		\$2.24		\$2.59		\$2.28	
Refueling Complex Overhaul ^b	\$1.73	1	\$1.53	1	\$1.48		\$1.48	1
Destroyers and Frigates								
Arleigh Burke Class Destroyer (RL32109)	\$7.07	2	\$7.12	2	\$8.31	3	\$7.81	3
Constellation Class Guided Missile Frigate (R44972)	\$1.28	1	\$0.14		\$1.33	1	\$0.16	
Other								
John Lewis Class Fleet Replenishment Oiler ^b (R43546)	\$0.26		\$0.26		\$0.26		\$0.26	
Medium and Large Unmanned Surface Vessels (R45757)	\$0.19		\$0.19		\$0.19		\$0.19	
Submarines								
Columbia Class Ballistic Missile Submarine ^b (R41129)	\$9.88		\$9.89		\$9.88		\$9.88	
Virginia Class Submarine ^b (RL32418)	\$8.21	1	\$8.92	2	\$9.34	1	\$8.57	1

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-I)* and *Research Development, Test & Evaluation Programs (R-I)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

- a. See CRS Report RL32665, *Navy Force Structure and Shipbuilding Plans: Background and Issues for Congress*, by Ronald O'Rourke.
- b. CRS analysis of amounts for certain programs is based on additional DOD data provided to CRS in response to a request for information on November 11, 2024, and on file with the authors.

⁵⁸ H.Prt. 119-2, p. 1228.

Space-Based Systems

In its FY2025 budget submission to Congress, DOD requested \$25.2 billion in procurement and RDT&E funding for space-based systems.⁵⁹ Of this amount, DOD requested \$8.5 billion for the selected space-based systems detailed in **Table 9**.⁶⁰

In the enacted NDAA, Congress authorized \$7.9 billion for the selected space-based systems, approximately \$571.4 million less than requested. The act authorized \$152.6 million less than requested for the Space-based Missile Warning System (OPIR),⁶¹ \$140.1 million less than requested for the Launch Enterprise (NSSL and RSLP),⁶² and \$278.7 million less than requested for the GPS Enterprise (GPS III and projects).⁶³

Table 9 summarizes requested, proposed, and authorized funding for selected space-based systems in the FY2025 NDAA.

Table 9. Funding Authorizations for Selected Space-Based Systems in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Space-Based System (Relevant CRS Product)	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Space-based Missile Warning System (IFI1697)	\$4.68		\$4.68		\$4.68		\$4.53	
Launch Enterprise (IFI2900)	\$2.25	11	\$2.25	11	\$2.25	11	\$2.11	11
Global Positioning System Enterprise	\$1.52	2	\$1.20	1	\$1.52	2	\$1.24	

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-1)* and *Research Development, Test & Evaluation Programs (R-1)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

Notes: Space-based Missile Warning System refers to Overhead Persistent Infrared (OPIR) system; Launch Enterprise includes National Security Space Launch (NSSL) and Rocket Systems Launch Program (RSLP); and Global Positioning System (GPS) Enterprise includes GPS III and related projects. CRS was unable to identify the relevant line items for the Satellite Communications (SATCOM) Projects, for which DOD requested \$4.2 billion, according to the annual DOD *Program Acquisition Cost by Weapon System* summary document.

Nuclear Modernization Programs (Subset of Programs in Previous Tables)

In its FY2025 budget submission to Congress, DOD requested approximately \$22.3 billion in procurement and RDT&E funding for programs to modernize the nuclear enterprise.⁶⁴ These

⁵⁹ DOD, *Program Acquisition Cost by Weapon System*, p. 7-1.

⁶⁰ CRS analysis of the military department budget justification books. This figure includes amounts requested for the space-based systems identified in the annual *Program Acquisition Cost by Weapon System* document. See DOD, *Program Acquisition Cost by Weapon System*, p. xvi.

⁶¹ CRS analysis of H.Prt. 119-2, p. 1280.

⁶² CRS analysis of H.Prt. 119-2, pp. 1280-1281.

⁶³ CRS analysis of H.Prt. 119-2, pp. 1280-1281.

⁶⁴ DOD, Office of the Under Secretary of Defense (Comptroller)/Chief Financial Officer, *Defense Budget Overview*, (continued...)

programs, funding for which is detailed in the above sections and in **Table 10**, are the Columbia-class ballistic missile submarine, B-21 long-range stealth bomber, Trident II submarine-launched ballistic missile, Sentinel/Ground Based Strategic Deterrent (GBSD) intercontinental ballistic missile (ICBM), F-35 Dual Capable Aircraft, and Long-Range Stand-Off Weapon (LRSO) cruise missile.

The enacted NDAA authorized \$200.0 million more than requested for the selected nuclear modernization programs, entirely for the LGM-35A Sentinel.⁶⁵ The act did not authorize the SASC-reported proposal to authorize \$201.5 million more than DOD requested for the B-21 Raider.⁶⁶

Table 10 summarizes requested, proposed, and authorized funding for selected nuclear modernization programs in the FY2025 NDAA.

Table 10. Funding Authorizations for Selected Nuclear Modernization Programs in the FY2025 NDAA

(in billions of dollars of discretionary budget authority and quantities, if available)

Nuclear Enterprise Programs ^a (Relevant CRS Products)	Request		H.R. 8070		S. 4638		P.L. 118-159	
	\$	#	\$	#	\$	#	\$	#
Columbia-Class Ballistic Missile Submarine ^b (R41129)	\$9.88		\$9.89		\$9.88		\$9.88	
B-21 Raider [stealth bomber]	\$5.34		\$5.34		\$5.54		\$5.34	
Trident II [submarine-launched] Ballistic Missile Modifications ^b (IF10519)	\$2.47		\$2.48		\$2.47		\$2.47	
LGM-35A Sentinel [intercontinental ballistic missile] ^b (IF11681)	\$3.73		\$3.73		\$3.73		\$3.93	
Long-Range Stand-Off Weapon [cruise missile] ^b (IF10519)	\$0.83		\$0.83		\$0.83		\$0.83	
F-35 Dual Capable Aircraft ^b (R48304)	\$0.02		\$0.02		\$0.02		\$0.02	

Source: CRS analysis of DOD, *Program Acquisition Cost by Weapon System*, March 2024; FY2025 *Procurement Programs (P-I)* and *Research Development, Test & Evaluation Programs (R-I)* spreadsheets; FY2025 military department budget justification books; H.Rept. 118-529; S.Rept. 118-188; and H.Prt. 119-2.

- Programs contained in this table are also listed in the preceding tables.
- CRS analysis of amounts for certain programs is based on additional DOD data provided to CRS in response to requests for information on November 11, 2024, and November 18, 2024, and on file with the authors.

Military Personnel End-Strengths⁶⁷

The FY2025 DOD budget requested a total military *end-strength* of 2,042,400 personnel, including 1,276,700 personnel in the services' active component (i.e., Army, Navy, Marine Corps,

March 2024, p. 2-2. For more information, see CRS Report R48194, *The U.S. Nuclear Security Enterprise: Background and Possible Issues for Congress*, by Anya L. Fink.

⁶⁵ H.Prt. 119-2, p. 1273.

⁶⁶ H.Prt. 119-2, p. 1237.

⁶⁷ Nicholas M. Munves, Analyst in U.S. Defense Policy, contributed to this section.

Air Force, and Space Force),⁶⁸ and 765,700 personnel in the reserve components (i.e., Army National Guard, Army Reserve, Navy Reserve, Marine Corps Reserve, Air National Guard, and Air Force Reserve).⁶⁹ The total requested end-strength was 5,700 personnel (0.3%) less than the levels enacted in the FY2024 NDAA.⁷⁰

The enacted FY2025 NDAA authorized a total military end-strength of 2,043,000 personnel, including 1,276,700 personnel in the active components and 766,300 personnel in the reserve components. The enacted bill authorized 600 more Air National Guard personnel end-strength than requested, a provision that was also in the SASC-reported version of the NDAA.⁷¹ See **Table 11**.

Table 11. Military Personnel End-Strength Authorizations in the FY2025 NDAA

Component	FY2024 NDAA	FY2025 Request	H.R. 8070	S.4638	P.L. 118-159
Army	445,000	442,300	442,300	442,300	442,300
Navy	337,800	332,300	332,300	332,300	332,300
Marine Corps	172,300	172,300	172,300	172,300	172,300
Air Force	320,000	320,000	320,000	320,000	320,000
Space Force	9,400	9,800	9,800	9,800	9,800
Subtotal, DOD Active Components	1,284,500	1,276,700	1,276,700	1,276,700	1,276,700
Army National Guard	325,000	325,000	325,000	325,000	325,000
Army Reserve	174,800	175,800	175,800	175,800	175,800
Navy Reserve	57,200	57,700	57,700	57,700	57,700
Marine Corps Reserve	32,000	32,500	32,500	32,500	32,500
Air National Guard	105,000	107,700	107,700	108,300	108,300
Air Force Reserve	69,600	67,000	67,000	67,000	67,000
Subtotal, DOD Reserve Components	763,600	765,700	765,700	766,300	766,300
Total, DOD Components	2,048,100	2,042,400	2,042,400	2,043,000	2,043,000

⁶⁸ End-strength refers to the number of personnel in a branch of military service on the last day of the fiscal year. For more information, see CRS Insight IN12449, *FY2025 NDAA: Active Component End-Strength*, by Nicholas M. Munves.

⁶⁹ For more information, see CRS Insight IN12448, *FY2025 NDAA: Reserve Component End-Strength*, by Nicholas M. Munves.

⁷⁰ See CRS Insight IN12449, *FY2025 NDAA: Active Component End-Strength*, by Nicholas M. Munves.

⁷¹ S.Rept. 118-188, p. 122.

Source: CRS analysis of DOD, Office of the Under Secretary of Defense (Comptroller)/Chief Financial Officer, *Defense Budget Overview*, March 2024, pp. A-4, A-5; P.L. 118-31, §§401, 411; H.R. 8070, §§401, 411; S. 4638, §§401, 411; and P.L. 118-159, §§401, 411.

Notes: Subtotal figures exclude 7,000 Coast Guard reservists, part of the Department of Homeland Security, authorized in the FY2025 NDAA.

Summary of Selected Provisions

Table 12 provides a summary of policy matters in the FY2025 NDAA that were the subject of debate between the House and Senate, or Congress and the Biden Administration.⁷²

Table 12. Selected FY2025 NDAA Provisions

Provision Description (Relevant CRS Product)	H.R. 8070	S. 4638	P.L. 118-159
Shipbuilding and Submarine Industrial Base Funding (RL32418)	Section 1018 would have authorized the Navy to use FY2025 funds to enter into an incrementally funded contract for a Virginia-class submarine	Section 129 would have authorized the Navy to use FY2025 funds to enter into an incrementally funded contract for a Virginia-class submarine, with certain conditions	Section 1028 adopted the House provision with amendments
Reduction for High-Speed Vertical Takeoff and Landing (HSVTOL)	Section 4201 of the RDT&E, Defense-Wide account, line 074 [Special Operations Forces (SOF) Advanced Technology Development] of the RDT&E, Defense-Wide account, would have authorized \$72.150 million less than requested for HSVTOL	Section 4201 (line 074) would have authorized the requested amount	Section 4201 (line 074) authorized \$47.15 million less than requested for HSVTOL

⁷² For statements of Biden Administration policy as it related to the proposed versions of the FY2025 NDAA, see White House, Office of Management and Budget, *Statement of Administration Policy: H.R. 8070 – Servicemember Quality of Life Improvement and National Defense Authorization Act for FY 2025*, June 11, 2024, <https://www.whitehouse.gov/wp-content/uploads/2024/06/SAP-HR8070.pdf>. See also Letter from Lloyd J. Austin III, Secretary of Defense, to Representative Mike Rogers, September 26, 2024, as published by *Inside Defense*, “Austin’s FY-25 ‘heartburn’ letter,” October 2, 2024, <https://insidedefense.com/document/austins-fy-25-heartburn-letter>.

Provision Description (Relevant CRS Product)	H.R. 8070	S. 4638	P.L. 118-159
Modification to Other Transaction Authority	No similar provision	Section 801 would have (1) amended 10 U.S.C. §4022 to designate the head of contracting activity as the approval authority for the use of OTA between \$100.0 million and \$500.0 million, and the service acquisition executive as the approval authority for OTAs in excess of \$500.0 million, and (2) extended the OTA pilot program for installation or facility prototyping to 2030	Section 816 adopted the SASC provision with an amendment that struck an extension of the OTA pilot
Price History Exception to Certified Pricing Data (IN12397)	Section 812 would have required DOD contracting officers to rely upon historical data of recent prices paid when determining whether the costs of a subcontract, a purchase order, or a modification to a subcontract or purchase order are fair and reasonable under certain circumstances	No similar provision	Section 815 adopted the House provision with a clarifying amendment
Support for Operations of Friendly Countries	No similar provision	Section 1213 would have amended Section 1205 of P.L. 117-263 to extend and modify the temporary increase in the limitation on the aggregate value of all logistic support, supplies, and services provided to friendly foreign countries for the conduct of operations under 10 U.S.C. §331 through FY2026	Section 1205 adopted the SASC provision with various technical and clarifying amendments. Additionally, conferees directed the Secretary of Defense to submit a report to the congressional defense and foreign affairs committees on the aspects of the Multinational Security Support (MSS) Mission in Haiti ^a
Additional Missile Defense Site for Protection of Homeland (IF10541)	Section 1633 would have expressed the sense of Congress regarding the deployment of an additional missile defense interceptor site in the continental United States, and required the establishment of such a site by December 31, 2030	No similar provision	Section 1642 adopted the House provision with an amendment

Provision Description (Relevant CRS Product)	H.R. 8070	S. 4638	P.L. 118-159
Junior Enlisted Basic Pay Increase (IN12367)	Section 1801 would have increased the basic pay for paygrades E-1 through E-4 by an average of 15%	Section 601 would have reformed basic pay rates by increasing monthly basic pay for junior enlisted servicemembers in the grades of E-1 through E-3	Section 601 adopted the House provision with an amendment adjusting pay tables for FY2025, effective April 1, 2025, to increase junior enlisted pay by 10%
Basic Needs Allowance (IN12380)	Section 1804 would have required the Secretary of Defense to increase the Basic Needs Allowance (BNA) for qualifying servicemembers to 200% of the federal poverty guidelines; Section 621 would have modified how gross household income is calculated for purposes of determining a servicemember's eligibility for a BNA	No similar provision	Section 621 adopted the House provisions
Minimum Investment for Facility Sustainment, Restoration, and Modernization (IN12411)	No similar provision	Section 2815 would have required the secretaries of the military departments to invest in the budget for FSRM for their respective military department at least 4% of the plant replacement value for the total inventory of all facilities owned and maintained by the military department by FY2029 and in each subsequent fiscal year	Section 2841 adopted the SASC provision with a clarifying amendment delaying the 4% threshold until 2030
Reprioritization of Military Construction Funding to Unrequested Projects (IN12411)	Division B would have incrementally funded 20 projects ^b	Division B would have incrementally funded 23 projects ^b	Division B incrementally funded 28 projects ^b

Source: CRS analysis of H.R. 8070 and H.Rept. 118-529; S. 4638 and S.Rept. 118-188; P.L. 118-159 and H.Prt. 119-2; White House, Office of Management and Budget, *Statement of Administration Policy: H.R. 8070 – Servicemember Quality of Life Improvement and National Defense Authorization Act for FY 2025*, June 11, 2024, <https://www.whitehouse.gov/wp-content/uploads/2024/06/SAP-HR8070.pdf>; and Letter from Lloyd J. Austin III, Secretary of Defense, to Representative Mike Rogers, September 26, 2024, as published by *Inside Defense*, “Austin’s FY-25 ‘heartburn’ letter,” October 2, 2024, <https://insidedefense.com/document/austins-fy-25-heartburn-letter>.

Notes: Descriptions based on Biden Administration documents and section summaries based on committee and explanatory reports accompanying the proposed and enacted versions of the legislation, respectively.

a. See §1205, H.Prt. 119-2.

b. Figure is derived from DOD data provided to CRS in response to a request for information on April 24, 2025, and on file with the authors.

Appendix. Related CRS Products

Summary

CRS Insight IN12404, *FY2025 NDAA: Summary of Funding Authorizations*, by Brendan W. McGarry

CRS Insight IN12405, *FY2025 NDAA: Status of Legislative Activity*, by Brendan W. McGarry and Valerie Heitshusen

Defense Technology

CRS Insight IN12435, *FY2025 NDAA: Accelerating Technology Transitions*, by Alexandra G. Neenan and Marcy E. Gallo

CRS Insight IN12418, *FY2025 NDAA: Countering Uncrewed Aircraft Systems*, by Daniel M. Gettinger

CRS Insight IN12382, *Proposal to Create a U.S. Army Drone Corps*, by Daniel M. Gettinger and Andrew Feickert

Military Personnel

CRS Insight IN12449, *FY2025 NDAA: Active Component End-Strength*, by Nicholas M. Munves

CRS Insight IN12448, *FY2025 NDAA: Reserve Component End-Strength*, by Nicholas M. Munves

CRS Insight IN12367, *FY2025 NDAA: Military Basic Pay Reform Proposal*, by Kristy N. Kamarck

CRS Insight IN12380, *FY2025 NDAA: Basic Needs Allowance for Military Families*, by Kristy N. Kamarck

CRS Insight IN12436, *FY2025 NDAA: Military Child Care Proposals*, by Kristy N. Kamarck

CRS Insight IN12450, *FY2025 NDAA: Selective Service Registration Proposals*, by Kristy N. Kamarck

Defense Management and Acquisition

CRS Insight IN12397, *FY2025 NDAA: Department of Defense Acquisition Policy*, by Alexandra G. Neenan

CRS Insight IN12416, *FY2025 NDAA: Department of Defense Small Business Contracting*, by R. Corinne Blackford and Alexandra G. Neenan

Security Cooperation

CRS Insight IN12430, *FY2025 NDAA: Security Cooperation*, by Christina L. Arabia

Defense Health Care

CRS Insight IN12400, *FY2025 NDAA: Reproductive Health Care Provisions*, by Bryce H. P. Mendez

CRS Insight IN12401, *FY2025 NDAA: TRICARE Coverage of Gender-Affirming Care*, by Bryce H. P. Mendez

CRS Insight IN12428, *FY2025 NDAA: Medical Standards to Join the Military*, by Bryce H. P. Mendez

Defense Infrastructure

CRS Insight IN12411, *FY2025 NDAA: Military Construction and Housing Authorizations*, by Andrew Tilghman

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