

Calendar No. 542

116TH CONGRESS 2D SESSION

S. 2950

To amend title 38, United States Code, to concede exposure to airborne hazards and toxins from burn pits under certain circumstances, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 21, 2019

Mr. Sullivan (for himself, Mr. Manchin, Mr. Tillis, Ms. Rosen, Mr. Young, Mr. Rounds, Mr. Boozman, Mrs. Blackburn, Ms. Sinema, Mr. Jones, Mrs. Shaheen, Mr. Cardin, Ms. Collins, Ms. Baldwin, Mr. Portman, Mr. Coons, Ms. Murkowski, Mr. Whitehouse, Mr. Crapo, Mr. Van Hollen, Mr. Cornyn, Mr. Wyden, Mr. Risch, Mr. King, Ms. Warren, Mr. Cruz, Ms. Hassan, and Mr. Cramer) introduced the following bill; which was read twice and referred to the Committee on Veterans' Affairs

September 15, 2020

Reported by Mr. MORAN, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To amend title 38, United States Code, to concede exposure to airborne hazards and toxins from burn pits under certain circumstances, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

2	This Act may be cited as the "Veterans Burn Pits
3	Exposure Recognition Act of 2019".
4	SEC. 2. FINDINGS; SENSE OF CONGRESS.
5	(a) FINDINGS.—Congress makes the following find-
6	ings:
7	(1) The health of some members of the Armed
8	Forces and veterans who served in certain locations,
9	often multiple times, may have been affected by
10	their service near burn pits.
11	(2) Determining the location of burn pits, and
12	the scope of health effects associated to exposure, re-
13	mains the subject of much investigation and re-
14	search by the Department of Veterans Affairs, the
15	Department of Defense, other government agencies,
16	and the National Academies of Sciences, Engineer-
17	ing, and Medicine.
18	(3) The locations of burn pits used by the De-
19	partment of Defense and partnered armed forces,
20	and the possible health effects associated by their
21	use, may never be completely known, as—
22	(A) some location and air and soil quality
23	data is fragmentary; and
24	(B) the research involved with establishing
25	links between burn pit exposure and health con-

1	ditions by necessity is complex, years in length,
2	and in the end, in some eases, inconclusive.

- (4) In the interim, though, some veterans have already been adversely affected by their exposure to burn pits, and their claims to certain benefits furnished by the Department of Veterans Affairs can be reviewed on a case-by-case basis.
- (5) When filing a claim for certain benefits furnished by the Department of Veterans Affairs, the application requires that each veteran show evidence of their exposure to burn pits, however if the evidence of exposure to burn pits is not provided, the claim is often denied.
- 14 (b) SENSE OF CONGRESS.—It is the sense of Con-15 gress that—
 - (1) if it is determined that a veteran was deployed to a covered location during a certain period, the Secretary of Veterans Affairs should concede that the member or veteran was exposed to certain toxins, chemicals, and hazards; and
 - (2) a concession of exposure as described in paragraph (1) should not alone be sufficient to entitle one to health care or disability compensation under laws administered by the Secretary of Veterans Affairs.

•S 2950 RS

1	SEC. 3. CONCESSION OF EXPOSURE TO AIRBORNE HAZ-
2	ARDS AND TOXINS FROM DEPARTMENT OF
3	DEFENSE AND PARTNERED ARMED FORCES
4	BURN PITS.
5	(a) In General.—Subchapter II of chapter 11 of
6	title 38, United States Code, is amended by adding at the
7	end the following new section:
8	"§1119. Concession of exposure to airborne hazards
9	and toxins from burn pits
10	"(a) In General.—For purposes of section 1110
11	and chapter 17 of this title, any veteran who, during active
12	military, naval, or air service, was deployed in support of
13	a contingency operation while so serving and as part of
14	such deployment served in a covered location during a cor-
15	responding period set forth under subsection (b), shall be
16	considered to have been exposed to the toxins, chemicals,
17	and hazards listed in subsection (e).
18	"(b) Covered Locations and Corresponding
19	Periods.—(1) The covered locations and corresponding
20	periods set forth under this subsection are as follows:
21	"(A) Iraq and the following periods:
22	"(i) The period beginning on August 2,
23	1990, and ending on February 28, 1991.
24	"(ii) The period beginning on March 19,
25	2003, and ending on such date as the Secretary
26	determines burn pits are no longer used in Iraq.

1 "(B) The Southwest Asia Theater of oper-2 ations, other than Iraq, and the period beginning on 3 August 2, 1990, and ending on such date as the 4 Secretary determines burn pits are no longer used in 5 such location, including the following: 6 "(i) Kuwait. 7 "(ii) Saudi Arabia. 8 "(iii) Bahrain. 9 "(iv) Oman. "(v) Qatar. 10 11 "(vi) United Arab Emirates. 12 "(C) Afghanistan and the period beginning on 13 September 11, 2001, and ending on such date as the Secretary determines burn pits are no longer used in 14 15 Afghanistan. 16 "(D) Djibouti and the period beginning on Sep-17 tember 11, 2001, and ending on such date as the 18 Secretary determines burn pits are no longer used in 19 Djibouti. 20 "(E) Such other locations as are set forth by 21 the Airborne Hazards and Open Burn Pit Registry 22 established under section 201 of the Dignified Bur-23 ial and Other Veterans' Benefits Improvement Act 24 of 2012 (Public Law 112–260; 38 U.S.C. 527 note) 25 and corresponding periods set forth in such registry.

1	"(F) Such other locations and corresponding
2	periods as the Secretary, in collaboration with the
3	Secretary of Defense, may determine appropriate in
4	a report the Secretary of Veterans Affairs shall sub-
5	mit to Congress not later than two years after the
6	date of the enactment of the Veterans Burn Pits Ex-
7	posure Recognition Act of 2019 and not less fre-
8	quently than once every two years thereafter.
9	"(2) A location set forth under this subsection shall
10	not include any body of water around or any airspace
11	above such location.
12	"(c) Toxins, Chemicals, Airborne Hazards.—
13	(1) Subject to paragraph (2), the toxins, chemicals, and
14	airborne hazards listed in this subsection are as follows:
15	"(A) Particulate matter, including the fol-
16	lowing:
17	"(i) PM-10.
18	"(ii) PM-2.5.
19	"(B) Polyeyelie aromatic hydrocarbons (PAHs),
20	including the following:
21	"(i) Acenaphthene.
22	"(ii) Acenaphthylene.
23	"(iii) Anthracene.
24	"(iv) Benzo(a)anthracene.
25	"(v) Benzo(a)pyrene.

1	"(vi) Benzo(b)fluoroanthene.
2	"(vii) Benzo(g,h,i)perylene.
3	"(viii) Benzo(k)fluoroanthene.
4	"(ix) Chrysene.
5	"(x) Dibenz(a,h)anthracene.
6	"(xi) Fluoranthene.
7	"(xii) Fluorene.
8	"(xiii) Indeno(1,2,3-cd)pyrene.
9	"(xiv) Naphthalene.
10	"(xv) Phenanthrene.
11	"(xvi) Pyrene.
12	"(C) Volatile organic compounds (VOCs), in-
13	cluding the following:
14	"(i) Acetone.
15	''(ii) Aerolein.
16	''(iii) Benzene.
17	"(iv) Carbon Disulfide.
18	"(v) Chlorodifluoromethane.
19	"(vi) Chloromethane.
20	"(vii) Ethylbenzene.
21	''(viii) Hexane.
22	"(ix) Hexachlorobutadiene.
23	"(x) m/p-Xylene.
24	"(xi) Methylene Chloride.
25	"(xii) Pentane.

1	"(xiii) Propylene.
2	"(xiv) Styrene.
3	"(xv) Toluene.
4	"(D) Toxic organic halogenated dioxins and
5	furans (dioxins), including the following:
6	"(i) 1,2,3,4,6,7,8 HPCDD.
7	"(ii) 1,2,3,4,6,7,8 HPCDF.
8	"(iii) 1,2,3,4,7,8,9 HPCDF.
9	"(iv) 1,2,3,4,7,8 HXCDD.
10	"(v) 1,2,3,4,7,8 HXCDF.
11	"(vi) 1,2,3,6,7,8 HXCDD.
12	"(vii) 1,2,3,6,7,8 HXCDF.
13	"(viii) 1,2,3,7,8,9 HXCDD.
14	"(ix) 1,2,3,7,8,9 HXCDF.
15	"(x) 1,2,3,7,8 PECDD.
16	"(xi) 1,2,3,7,8 PECDF.
17	"(xii) 2,3,4,6,7,8 HXCDF.
18	"(xiii) 2,3,4,7,8 PECDF.
19	"(xiv) 2,3,7,8 TCDD.
20	"(xv) 2,3,7,8 TCDF.
21	"(xvi) octachlorodibenzodioxin.
22	"(xvii) octachlorodibenzofuran.
23	"(E) Such other toxins, chemicals, and airborne
24	hazards as the Secretary, in collaboration with the
25	Secretary of Defense, may add under paragraph (2).

- 1 "(2) The Secretary may add to or remove from the
- 2 list under paragraph (1) as the Secretary determines ap-
- 3 propriate in a report the Secretary shall submit to Con-
- 4 gress not later than two years after the date of the enact-
- 5 ment of the Veterans Burn Pits Exposure Recognition Act
- 6 of 2019, and not less frequently than once every two years
- 7 thereafter.
- 8 "(d) Medical Examinations and Medical Opin-
- 9 ions.—(1) If a veteran described in subsection (a) sub-
- 10 mits to the Secretary a claim for compensation for a serv-
- 11 ice-connected disability with evidence of a disability and
- 12 service in a covered location and corresponding period set
- 13 forth under subsection (b) and such evidence is not suffi-
- 14 eient to establish a service connection for the disability,
- 15 the Secretary shall provide the veteran with a medical ex-
- 16 amination and the Secretary shall request a medical opin-
- 17 ion as to any causal link between the disability and a
- 18 toxin, chemical, or hazard set listed in subsection (c).
- 19 "(2) When providing the Secretary with a medical
- 20 opinion requested under paragraph (1), the provider shall
- 21 consider the total potential exposure through all applicable
- 22 military deployments, and the synergistic effect of all com-
- 23 bined toxins through inhalation, dermal exposure, and in-
- 24 gestion.

	10
1	"(e) DEFINITION OF BURN PIT.—In this section, the
2	term 'burn pit' means an area of land that is used for
3	disposal of solid waste by burning in the outdoor air."
4	(b) CLERICAL AMENDMENT.—The table of sections
5	at the beginning of chapter 11 of such title is amended
6	by inserting after the item relating to section 1118 the
7	following new item:
	"1119. Concession of exposure to airborne hazards and toxins from burn pits."
8	SECTION 1. SHORT TITLE.
9	This Act may be cited as the "Veterans Burn Pits Ex-
10	posure Recognition Act of 2020".
11	SEC. 2. FINDINGS; SENSE OF CONGRESS.
12	(a) Findings.—Congress makes the following findings.
13	(1) The health of some members of the Armed
14	Forces and veterans who served in certain locations,
15	often multiple times, may have been affected by their
16	service near burn pits.
17	(2) Determining the location of burn pits, and
18	the scope of health effects associated to exposure, re-
19	mains the subject of much investigation and research
20	by the Department of Veterans Affairs, the Depart-
21	ment of Defense, other government agencies, and the
22	National Academies of Sciences, Engineering, and
23	Medicine.

24 (3) The locations of burn pits used by the De-25 partment of Defense and partnered armed forces, and

1	the possible health effects associated by their use, may
2	never be completely known, as—
3	(A) some location and air and soil quality
4	data is fragmentary; and
5	(B) the research involved with establishing
6	links between burn pit exposure and health con-
7	ditions by necessity is complex, years in length,
8	and in the end, in some cases, inconclusive.
9	(4) In the interim, though, some veterans have
10	already been adversely affected by their exposure to
11	burn pits, and their claims to certain benefits fur-
12	nished by the Department of Veterans Affairs can be
13	reviewed on a case-by-case basis.
14	(5) When filing a claim for certain benefits fur-
15	nished by the Department of Veterans Affairs, the ap-
16	plication requires that each veteran show evidence of
17	their exposure to burn pits, however if the evidence of
18	exposure to burn pits is not provided, the claim is
19	often denied.
20	(b) Sense of Congress.—It is the sense of Congress
21	that—
22	(1) if it is determined that a veteran was de-
23	ployed to a covered location during a certain period,
24	the Secretary of Veterans Affairs should concede that

1	the member or veteran was exposed to certain toxic
2	substances, chemicals, and hazards;
3	(2) a concession of exposure as described in
4	paragraph (1) should not alone be sufficient to entitle
5	one to health care or disability compensation under
6	laws administered by the Secretary of Veterans Af-
7	fairs;
8	(3) the Department of Veterans Affairs, the De-
9	partment of Defense, and other relevant agencies
10	should make information regarding burn pit locations
11	immediately available to the public, with appropriate
12	caveats to its completeness and need for potential fu-
13	ture revision; and
14	(4) the earliest possible period for which the Sec-
15	retary of Veterans Affairs should make concessions as
16	described in paragraph (1) should begin on August 2,
17	1990.
18	SEC. 3. CONCESSION OF EXPOSURE TO AIRBORNE HAZ-
19	ARDS AND TOXIC SUBSTANCES FROM DE-
20	PARTMENT OF DEFENSE AND PARTNERED
21	ARMED FORCES BURN PITS.
22	(a) Concession Required.—
23	(1) In general.—Subchapter II of chapter 11 of
24	title 38, United States Code, is amended by adding
25	at the end the following new section:

1	"§ 1119. Concession of exposure to airborne hazards
2	and toxic substances from burn pits
3	"(a) In General.—For purposes of section 1110 and
4	chapter 17 of this title, any veteran who, during active
5	military, naval, or air service, was deployed in support of
6	a contingency operation while so serving and as part of
7	such deployment served in a covered location during a cor-
8	responding period set forth under subsection (b), shall be
9	considered to have been exposed to the toxic substances,
10	chemicals, and hazards listed in subsection (c).
11	"(b) Covered Locations and Corresponding Pe-
12	RIODS.—(1) The covered locations and corresponding peri-
13	ods set forth under this subsection are as follows:
14	"(A) Iraq and the following periods:
15	"(i) The period beginning on August 2,
16	1990, and ending on February 28, 1991.
17	"(ii) The period beginning on March 19,
18	2003, and ending on such date as the Secretary
19	determines burn pits are no longer used in Iraq.
20	"(B) The Southwest Asia Theater of operations,
21	other than Iraq, and the period beginning on August
22	2, 1990, and ending on such date as the Secretary de-
23	termines burn pits are no longer used in such loca-
24	tion, including the following:
25	"(i) Kuwait.
26	"(ii) Saudi Arabia.

1	$``(iii)\ Oman.$
2	"(iv) Qatar.
3	"(C) Afghanistan and the period beginning on
4	September 11, 2001, and ending on such date as the
5	Secretary determines burn pits are no longer used in
6	Afghan istan.
7	"(D) Djibouti and the period beginning on Sep-
8	tember 11, 2001, and ending on such date as the Sec-
9	retary determines burn pits are no longer used in
10	Djibouti.
11	"(E) Syria and the period beginning on Sep-
12	tember 11, 2001, and ending on such date as the Sec-
13	retary determines burn pits are no longer used in
14	Syria.
15	"(F) Jordan and the period beginning on Sep-
16	tember 11, 2001, and ending on such date as the Sec-
17	retary determines burn pits are no longer used in
18	Jordan.
19	"(G) Egypt and the period beginning on Sep-
20	tember 11, 2001, and ending on such date as the Sec-
21	retary determines burn pits are no longer used in
22	Egypt.
23	"(H) Lebanon and the period beginning on Sep-
24	tember 11, 2001, and ending on such date as the Sec-

- retary determines burn pits are no longer used in
 Lebanon.
- "(I) Yemen and the period beginning on September 11, 2001, and ending on such date as the Secretary determines burn pits are no longer used in Yemen.
- "(J) Such other locations as are set forth by the
 Airborne Hazards and Open Burn Pit Registry established under section 201 of the Dignified Burial and
 Other Veterans' Benefits Improvement Act of 2012
 (Public Law 112–260; 38 U.S.C. 527 note) and corresponding periods set forth in such registry.
 - "(K) Such other locations and corresponding periods as the Secretary, in collaboration with the Secretary of Defense, may determine appropriate in a report the Secretary of Veterans Affairs shall submit to Congress not later than two years after the date of the enactment of the Veterans Burn Pits Exposure Recognition Act of 2020 and not less frequently than once every two years thereafter.
- "(2) A location set forth under this subsection shall
 not include any body of water around or any airspace above
 such location.
- 24 "(c) Toxic Substances, Chemicals, Airborne 25 Hazards.—(1) Subject to paragraph (2), the toxic sub-

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stances, chemicals, and airborne hazards listed in this sub-
 2
    section are as follows:
 3
              "(A) Particulate matter, including the following:
                    "(i) PM-10.
 4
 5
                    "(ii) PM-2.5.
              "(B) Polycyclic aromatic hydrocarbons (PAHs),
 6
 7
         including the following:
                   "(i) Acenaphthene.
 8
                   "(ii) Acenaphthylene.
 9
                   "(iii) Anthracene.
10
11
                    "(iv) Benzo(a) anthracene.
12
                    "(v) Benzo(a)pyrene.
                   "(vi) Benzo(b)fluoroanthene.
13
                   "(vii) Benzo(g,h,i) perylene.
14
                   "(viii) Benzo(k)fluoroanthene.
15
                   "(ix) Chrysene.
16
17
                    "(x) Dibenz(a,h)anthracene.
18
                   "(xi) Fluoranthene.
                   "(xii) Fluorene.
19
                   "(xiii) Indeno(1,2,3-cd)pyrene.
20
                   "(xiv) Naphthalene.
21
22
                    "(xv) Phenanthrene.
                   "(xvi) Pyrene.
23
              "(C) Volatile organic compounds (VOCs), includ-
24
25
         ing the following:
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1
                   "(i) Acetone.
 2
                   "(ii) Acrolein.
 3
                   "(iii) Benzene.
                   "(iv) Carbon Disulfide.
 4
                   "(v) Chlorodifluoromethane.
 5
                   "(vi) Chloromethane.
 6
                   "(vii) Ethylbenzene.
 7
                   "(viii) Hexane.
 8
 9
                   "(ix) Hexachlorobutadiene.
                   "(x) m/p-Xylene.
10
                   "(xi) Methylene Chloride.
11
                   "(xii) Pentane.
12
13
                   "(xiii) Propylene.
                   "(xiv) Styrene.
14
15
                   "(xv) Toluene.
              "(D) Toxic organic halogenated dioxins and
16
17
        furans (dioxins), including the following:
18
                   "(i) 1,2,3,4,6,7,8 HPCDD.
19
                   "(ii) 1,2,3,4,6,7,8 HPCDF.
                   "(iii) 1,2,3,4,7,8,9 HPCDF.
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                   "(iv) 1,2,3,4,7,8 HXCDD.
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                   "(v) 1,2,3,4,7,8 HXCDF.
22
                   "(vi) 1,2,3,6,7,8 HXCDD.
23
                   "(vii) 1,2,3,6,7,8 HXCDF.
24
                   "(viii) 1,2,3,7,8,9 HXCDD.
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"(ix) 1,2,3,7,8,9 HXCDF.
 1
 2
                  "(x) 1,2,3,7,8 PECDD.
                  "(xi) 1,2,3,7,8 PECDF.
 3
 4
                  "(xii) 2,3,4,6,7,8 HXCDF.
                  "(xiii) 2,3,4,7,8 PECDF.
 5
 6
                  "(xiv) 2,3,7,8 TCDD.
                  "(xv) 2,3,7,8 TCDF.
 7
 8
                  "(xvi) octachlorodibenzodioxin.
 9
                  "(xvii) octachlorodibenzofuran.
10
              "(E) Such other toxic substances, chemicals, and
11
        airborne hazards as the Secretary, in collaboration
12
        with the Secretary of Defense, may add under para-
13
        graph (2).
14
         "(2) The Secretary may add to or remove from the list
15
    under paragraph (1) as the Secretary determines appro-
   priate in a report the Secretary shall submit to Congress
16
    not later than two years after the date of the enactment
    of the Veterans Burn Pits Exposure Recognition Act of
18
   2020, and not less frequently than once every two years
20
    thereafter.
21
         "(d) Medical Examinations and Medical Opin-
   IONS.—(1) If a veteran described in subsection (a) submits
    to the Secretary a claim for compensation for a service-con-
    nected disability with evidence of a disability and service
   in a covered location and corresponding period set forth
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- 1 under subsection (b) and such evidence is not sufficient to
- 2 establish a service connection for the disability, the Sec-
- 3 retary shall provide the veteran with a medical examina-
- 4 tion and the Secretary shall request a medical opinion as
- 5 to any causal link between the disability and a toxic sub-
- 6 stance, chemical, or hazard set listed in subsection (c).
- 7 "(2) When providing the Secretary with a medical
- 8 opinion requested under paragraph (1), the provider shall
- 9 consider the total potential exposure through all applicable
- 10 military deployments, and the synergistic effect of all com-
- 11 bined toxic substances through inhalation, dermal exposure,
- 12 and ingestion.
- 13 "(e) Definition of Burn Pit.—In this section, the
- 14 term 'burn pit' means an area of land that is used for dis-
- 15 posal of solid waste by burning in the outdoor air.".
- 16 (2) CLERICAL AMENDMENT.—The table of sec-
- 17 tions at the beginning of chapter 11 of such title is
- amended by inserting after the item relating to sec-
- 19 tion 1118 the following new item:

"1119. Concession of exposure to airborne hazards and toxic substances from burn pits.".

20 (b) Reports.—

- 21 (1) Reports required.—The Secretary shall
- 22 submit to the Committee on Veterans' Affairs of the
- 23 Senate and Committee on Veterans' Affairs of the
- 24 House of Representatives reports as follows:

1	(A) Not later than 60 days after the date of
2	the enactment of this Act, a report covering the
3	one-year period preceding the date of the enact-
4	ment of this Act.
5	(B) Not later than 425 days after the date
6	of the enactment of this Act, a report covering
7	the one-year period beginning on the date of the
8	enactment of this Act.
9	(C) Not later than 790 days after the date
10	of the enactment of this Act, a report covering
11	the one-year period beginning on the date that is
12	one year after the date of the enactment of this
13	Act.
14	(2) Contents.—Each report submitted under
15	paragraph (1) shall include, for the period covered by
16	the report and disaggregated by each of the categories
17	set forth under paragraph (3), the following:
18	(A) Total number of claims filed for com-
19	pensation under chapters 11 and 13 of title 38,
20	United States Code.
21	(B) Total number of such claims for which
22	the Secretary provided medical examinations.
23	(C) The current status of such claims,
24	disaggregated by the following:
25	(i) Total claims pending a decision.

1	(ii) Total claims granted.
2	(iii) Total claims denied for which the
3	claimant took no further action.
4	(iv) Total claims denied for which the
5	claimant filed a supplemental claim.
6	(v) Total claims denied for which the
7	claimant requested a higher level review.
8	(vi) Total claims denied for which the
9	claimant filed an appeal to the Board of
10	Veterans' Appeals.
11	(3) Categories.—The categories set forth under
12	this paragraph are as follows:
13	(A) Claims for compensation under chapters
14	11 and 13 of title 38, United States Code.
15	(B) Claims involving exposure to a toxic
16	substance, chemical, or hazard listed in sub-
17	section (c) of section 1119 of title 38, United
18	States Code, as added by subsection (a)(1), dur-
19	ing active military, naval, or air service in sup-
20	port of a contingency operation in a covered lo-
21	cation during a corresponding period set forth
22	under subsection (b) of such section.
23	(4) Public access to reports.—The Sec-
24	retary shall make each report required by paragraph
25	(1) available to the public, including by publishing

- 1 the reports on a publicly accessible page of the website
- 2 of the Department of Veterans Affairs.

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A BILL

To amend title 38, United States Code, to concede exposure to airborne hazards and toxins from burn pits under certain circumstances, and for other purposes.

September 15, 2020

Reported with an amendment