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# Congressional Record

PROCEEDINGS AND DEBATES OF THE 113<sup>th</sup> CONGRESS, FIRST SESSION

Vol. 159

WASHINGTON, THURSDAY, MARCH 7, 2013

No. 33

## House of Representatives

The House met at noon and was called to order by the Speaker pro tempore (Mr. FARENTHOLD).

### DESIGNATION OF THE SPEAKER PRO TEMPORE

The SPEAKER pro tempore laid before the House the following communication from the Speaker:

WASHINGTON, DC,  
March 7, 2013.

I hereby appoint the Honorable BLAKE FARENTHOLD to act as Speaker pro tempore on this day.

JOHN A. BOEHNER,  
*Speaker of the House of Representatives.*

### PRAYER

Reverend Gene Hemrick, Catholic University of America, Washington, D.C., offered the following prayer:

The philosopher Martin Buber states, "The primary aspiration of all history is a genuine community of human beings."

Lord, we know that You desire the best for us and that this consists in our being the genuine human beings You meant us to be. This is, and always has been, the heart of our Nation.

May You bless this Congress with the wisdom, prudence, and understanding needed for generating the laws, ideals, and creativity to fulfill Your heartfelt desires for us.

Amen.

### THE JOURNAL

The SPEAKER pro tempore. The Chair has examined the Journal of the last day's proceedings and announces to the House his approval thereof.

Pursuant to clause 1, rule I, the Journal stands approved.

### PLEDGE OF ALLEGIANCE

The SPEAKER pro tempore. The Chair will lead the House in the Pledge of Allegiance.

The SPEAKER pro tempore led the Pledge of Allegiance as follows:

I pledge allegiance to the Flag of the United States of America, and to the Republic for which it stands, one nation under God, indivisible, with liberty and justice for all.

### COMMUNICATION FROM THE CLERK OF THE HOUSE

The SPEAKER pro tempore laid before the House the following communication from the Clerk of the House of Representatives:

OFFICE OF THE CLERK,  
HOUSE OF REPRESENTATIVES,  
Washington, DC, March 6, 2013.

Hon. JOHN A. BOEHNER,  
*The Speaker, House of Representatives,*  
Washington, DC.

DEAR MR. SPEAKER: Pursuant to section 4(d) of House Resolution 5, One Hundred Thirteenth Congress, and section 1(k)(2) of House Resolution 895, One Hundred Tenth Congress, I transmit to you notification that Porter J. Goss, David Skaggs, Yvonne Burke, Jay Eagen, Karan English, Bill Frenzel, Allison Hayward, Mike Barnes, Omar Ashmawy, Kelly Brewington, William Cable, Mary K. Flanagan, Scott Gast, Kedric L. Payne, Paul Solis, and Nate Wright, each have signed an agreement not to be a candidate for the office of Senator or Representative in, or Delegate or Resident Commissioner to, the Congress for purpose of the Federal Election Campaign Act of 1971 until at least 3 years after he or she is no longer a member of the board or staff of the Office of Congressional Ethics.

Copies of the signed agreements shall be retained by the Office of the Clerk as part of the records of the House.

With best wishes, I am,

Sincerely,

KAREN L. HAAS.

### CORRECTING THE ENGROSSMENT OF HOUSE CONCURRENT RESOLUTION 20

The SPEAKER pro tempore. Without objection, the Clerk is directed to make the change in the engrossment of House Concurrent Resolution 20 that has been placed at the desk.

The Clerk read as follows:

Strike "Muhamad" each place it appears and insert (in each instance) "Muhammad".

There was no objection.

### PUBLICATION OF BUDGETARY MATERIAL

Mr. RYAN of Wisconsin. Mr. Speaker, at the beginning of this Congress, two additional requirements for the consideration of a concurrent resolution on the budget resolution were set forth in Section 3(e) of House Resolution 5 (113th Congress).

The first requires the concurrent resolution on the budget include a section related to means-tested and nonmeans-tested direct spending programs. The second requires a statement from the Chair of the Committee on the Budget defining those terms to be included in the Congressional Record prior to the consideration of such concurrent resolution on the budget. Amendments to, and conference reports on, the concurrent resolution must also fulfill these provisions.

Enclosed please find two tables prepared in order to fulfill the terms of section 3(e) referred to above. I have also included a communication and associated tables from the Director of the Congressional Budget Office, with whom I have consulted in the preparation of this material.

Attached is a description of programs considered to be means-tested direct spending and nonmeans-tested direct spending. While the nonmeans-tested list is not exhaustive, all programs not considered means-tested can be considered nonmeans-tested direct spending.

Attachment.

CONGRESSIONAL BUDGET OFFICE,  
U.S. CONGRESS,  
Washington, DC, March 5, 2013.

Hon. PAUL RYAN,  
*Chairman, Committee on the Budget, House of Representatives, Washington DC.*

DEAR MR. CHAIRMAN: As you requested, enclosed are two tables that show federal spending and average annual growth rates for the federal government's major mandatory spending programs that are primarily means-tested (that is, programs and tax credits that provide cash payments or assistance in obtaining health care, food, or education to people with relatively low income or few assets). Table 1 shows CBO's baseline

□ This symbol represents the time of day during the House proceedings, e.g., □ 1407 is 2:07 p.m.

Matter set in this typeface indicates words inserted or appended, rather than spoken, by a Member of the House on the floor.



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projections for the 2013–2023 period; Table 2 shows historical spending data from 2003 through 2012, along with CBO's estimates for 2013.

Those means-tested programs include all of the mandatory programs that were highlighted in CBO's recent report on means-tested spending, *Growth in Means-Tested Programs and Tax Credits for Low-Income Households* (February 2013). In addition we have included some smaller mandatory means-tested programs that were not discussed in that report: the Children's Health Insurance Program (CHIP), veterans' pensions, foster care payments, and additional programs in the family support category.

The tables do not include data on mandatory programs that are mostly not means-tested, but that have components that are means-tested (for example, student loans and some portions of Medicare, other than low-income subsidies for Part D.) They also do not include means-tested programs that are discretionary (for example, the Section 8 housing assistance programs and the Low Income Home Energy Assistance Program).

In CBO's latest baseline projections, published in *The Budget and Economic Outlook: Fiscal Years 2013 to 2023* (February 2013), total mandatory spending (excluding offsetting receipts) is projected to grow at an average annual rate of 5.6 percent over the 2014–2023 period. In those projections, the means-tested programs identified in the enclosed tables grow more rapidly than the programs that are not means-tested—by 6.2 percent, as compared with 5.3 percent (see Table 1).

Overall, the growth rates projected for the coming decade are slower than those experienced in the past 10 years—by about one-half percent per year, on average. Over the 2004–2013 period, CBO estimates that total mandatory outlays will have increased at an average annual rate of 6.1 percent—means-tested programs by an average of 6.7 percent per year and non-means-tested programs by 5.9 percent per year (see Table 2).

A number of programs shown in Tables 1 and 2 have been or are scheduled to be significantly affected by changes in law, the recent recession, and the continuing recovery. As a result, important aspects of the programs in the future may differ significantly from historical experience, and those dif-

ferences may be the source of some of the variation between the growth rates in the past 10 years and those in the coming decade. For example, spending for Medicaid, CHIP, health insurance subsidies, the Supplemental Nutrition Assistance Program (SNAP), and the refundable portions of the earned income and child tax credits has been or will be significantly affected by program changes that unfold over time:

The difference in growth rates for Medicaid in the two periods stems in part from policy changes that reduced those rates for the past decade (when they averaged 5.1 percent) but will increase them in the coming decade (when they are projected to average 8.0 percent). For example, in 2006, Medicaid spending contracted when spending for prescription drugs for certain people was shifted to the new Medicare Part D program. Projected rates of growth in Medicaid spending over the coming decade are elevated, reflecting the expansion of Medicaid coverage under the Affordable Care Act. CBO expects growth to average about 11 percent per year over the 2014–2017 period, as the expansion is phased in, and then to level off at a steady-state rate of about 6 percent per year from 2018 through 2023.

The difference in growth rates between the two periods for CHIP (8.1 percent over the 2004–2013 period vs. –5.0 percent over the 2014–2023 period) reflects the sunset of CHIP's existing authority at the end of fiscal year 2015. Consistent with statutory guidelines, CBO assumes in its baseline spending projections that funding for the program after 2015 will continue at \$5.7 billion, which is a significant reduction from the amount available at the start of the 2014–2023 period.

Payments of health insurance subsidies under the Affordable Care Act are scheduled to begin in 2014, and the high rates of growth beginning in that year reflect a startup period for the new program. In the current projection, the number of people gaining coverage through the exchanges rises from 7 million in 2014 to 24 million in 2016. CBO projects that, after the initial startup, annual growth will average about 5 percent from 2018 through 2023.

SNAP spending increased markedly during the recent recession—particularly in 2009 and 2010—as more people became eligible for

those benefits. In addition, provisions in the American Recovery and Reinvestment Act of 2009 (ARRA) raised the maximum benefit under that program; those provisions expire in October 2013. In addition, CBO expects that SNAP caseloads will eventually fall as the economy continues to improve.

The outlay portions of the earned income and child tax credits are expected to dip after 2018 because provisions expanding the refundability of those credits (which were originally enacted in ARRA and were recently extended) are scheduled to expire on December 31, 2017.

Finally, because of the unique budgetary treatment of the Pell Grant program—which has both mandatory and discretionary components—the growth rates for the mandatory portions of that program give incomplete information. The bulk of the funding for Pell grants is discretionary and is provided annually in appropriation acts. In recent years, spending for Pell grants also has included two mandatory components that have allowed the discretionary budget authority provided by the regular appropriation acts to remain well below the full cost of the program.

In keeping with procedures that govern CBO's baseline projections, the projection for the discretionary portion of the Pell Grant program is based on the budget authority appropriated for fiscal year 2013, adjusted for inflation. (Discretionary spending for the program is shown as a memorandum item in both tables.) Thus, the baseline projection for both discretionary and mandatory spending for Pell grants does not represent an estimate of the expected future costs of the program; such a projection also would take into account such factors as changes in eligibility and enrollment.

I hope that you find this information helpful. If you have any further questions, please contact me or my staff. The primary staff contact is Barry Blom, who can be reached at 226–2880.

Sincerely,

DOUGLAS W. ELMENDORF,  
Director.

Enclosure.

TABLE 1—MANDATORY OUTLAYS IN CBO'S FEBRUARY 2013 BASELINE

[Outlays by fiscal year, in billions of dollars]

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Average Annual Growth 2014–2023
<b>Means-Tested Outlays:</b>												
<b>Health Care Programs:</b>												
Medicaid .....	265	297	331	372	399	422	449	476	505	536	572	8.0%
Medicare Part D Low-Income Subsidies .....	23	25	28	33	34	34	41	45	49	58	60	10.0%
Health insurance subsidies, exchanges, and related spending .....	1	21	42	74	95	106	111	115	122	128	134	22.9% <sup>a</sup>
Children's Health Insurance Program .....	9	13	14	8	6	6	6	6	6	6	6	–5.0%
Subtotal .....	299	356	416	487	533	569	606	642	683	727	772	9.9%
<b>Income Security:</b>												
SNAP .....	82	80	79	79	78	76	75	74	73	73	73	–1.2%
Supplemental Security Income .....	53	55	56	63	59	56	63	64	66	74	70	2.8%
Earned income and child tax credits .....	80	83	84	83	83	84	73	74	75	77	78	–0.3%
Family support <sup>b</sup> .....	25	25	25	25	25	25	25	25	25	25	25	0.2%
Child nutrition .....	21	22	22	23	24	25	26	27	28	29	30	4.0%
Foster care .....	7	7	7	7	7	7	8	8	8	8	8	2.0%
Subtotal .....	268	271	273	280	277	273	269	272	276	286	285	0.6%
<b>Veterans' Pensions:</b>	5	6	6	7	7	7	7	7	8	8	8	3.9%
<b>Pell Grants:</b>	18	12	7	7	9	11	11	11	11	11	11	–4.9%
Subtotal, Means-Tested Programs .....	590	644	701	781	826	859	893	932	977	1,032	1,075	6.2%
<b>Non-Means-Tested Programs<sup>a</sup></b> .....	1,730	1,770	1,859	1,984	2,071	2,163	2,304	2,437	2,584	2,779	2,911	5.3%
<b>Total Mandatory Outlays</b> .....	2,321	2,414	2,560	2,765	2,897	3,022	3,197	3,369	3,561	3,812	3,986	5.6%
<b>Memorandum</b>												
Pell Grants (Discretionary) <sup>c</sup> .....	15	23	30	24	24	25	25	26	26	27	27	6.2%

Source: Congressional Budget Office.

Notes: The projections shown here are the same as those reported in Congressional Budget Office, *The Budget and Economic Outlook: Fiscal Years 2013 to 2023* (February 2013). Some of the projections differ from those reported in Congressional Budget Office, *Growth in Means-Tested Programs and Tax Credits for Low-Income Households* (February 2013). For an explanation of those differences, see the footnotes in Table A–2 of that report.

The average annual growth rate over the 2014–2023 period encompasses growth in outlays from the amount projected for 2013 to the amount projected for 2023.

Projections on spending for benefit programs in this table exclude administrative costs that are classified as discretionary but generally include administrative costs classified as mandatory.

SNAP = Supplemental Nutrition Assistance Program.

<sup>a</sup> Because payments of the health insurance subsidies do not begin until 2014, the average growth rate reported here reflects the average increase from the amount projected for 2014 to the amount projected for 2023.

<sup>b</sup> Includes Temporary Assistance for Needy Families and various programs that involve payments to states for child support enforcement and family support, child care entitlements, and research to benefit children.

<sup>c</sup> Includes mandatory spending designed to reduce the discretionary budget authority needed to support the maximum award level set in the appropriation act plus mandatory spending that, by formula, increases the total maximum award above the amount set in the appropriation act.

<sup>d</sup> Does not include offsetting receipts.

<sup>e</sup> The discretionary baseline does not represent projection of expected costs for the discretionary portion of the Pell Grant program. As with all other discretionary programs, the budget authority is calculated by inflating the budget authority appropriated for fiscal year 2013. Outlays for future years are based on those amounts of budget authority and also reflect a temporary surplus of budget authority provided in 2013.

TABLE 2—MANDATORY OUTLAYS SINCE 2003

[Outlays by fiscal year, in billions of dollars]

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Projected, 2013	Average Annual Growth 2004–2013
Means-Tested Programs:												
Health Care Programs:												
Medicaid .....	161	176	182	181	191	201	251	273	275	251	265	5.1%
Medicare Part D Low-Income Subsidies .....	0	0	0	11	17	17	19	21	26	20	23	10.9% <sup>a</sup>
Health insurance subsidies, exchanges, and related spending .....	0	0	0	0	0	0	0	*	*	*	1	n.a.
Children's Health Insurance Program .....	4	5	5	5	6	7	8	8	9	9	9	8.1%
Subtotal .....	165	181	187	197	213	225	277	302	310	280	299	6.1%
Income Security:												
SNAP .....	25	29	33	35	35	39	56	70	77	80	82	12.5%
Supplemental Security Income .....	33	34	38	37	36	41	45	47	53	47	53	5.0%
Earned income and child tax credits .....	38	42	49	52	54	75	67	77	78	77	80	7.7%
Family support <sup>b</sup> .....	26	24	24	24	24	25	26	28	26	24	25	–0.8%
Child nutrition .....	12	12	13	14	14	15	16	17	18	19	21	5.4%
Foster care .....	6	6	6	6	7	7	7	7	7	7	7	1.3%
Subtotal .....	141	147	164	168	170	202	217	247	260	254	268	6.6%
Veterans' Pensions:	3	3	4	4	3	4	4	4	5	5	5	5.1%
Pell Grants: <sup>c</sup> .....	0	0	0	0	0	1	2	4	14	12	18	n.a.
Subtotal, Means-Tested Programs .....	309	331	354	369	386	431	501	558	589	550	590	6.7%
Non-Means-Tested Programs <sup>d</sup> .....	974	1,015	1,095	1,187	1,242	1,349	1,783	1,539	1,631	1,690	1,730	5.9%
Total Mandatory Outlays .....	1,283	1,347	1,449	1,556	1,628	1,780	2,284	2,097	2,220	2,240	2,321	6.1%
Memorandum:												
Pell Grants (Discretionary) .....	12	13	13	13	13	15	13	20	21	21	15	2.2%

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SNAP = Supplemental Nutrition Assistance Program; n.a. = not applicable.

\* = between zero and \$500 million.

<sup>a</sup> The average annual growth rate reflects the program's growth from its inception in 2006 through 2013.

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Children's Health Insurance Program .....	9	13	14	8	6	6	6	6	6	6	6	–5.0%
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Social Security												
Medicare Eligible Retiree Health Care Fund												
Medicare (excluding Medicare Part D Subsidy)												
Federal Civilian and Military Retirement Pro- grams												
Veterans Programs (excluding Veterans' pen- sions)												
Agriculture programs												
Troubled Asset Relief Program												
Deposit Insurance												
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Child nutrition .....	12	12	13	14	14	15	16	17	18	19	21	5.4%
Foster care .....	6	6	6	6	7	7	7	7	7	7	7	1.3%
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Veterans' Pensions .....	3	3	4	4	3	4	4	4	5	5	5	5.1%
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Medicare (excluding Medicare Part D Subsidy)												
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Deposit Insurance												
All other mandatory programs not included in the means-tested list above												
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Notes: The average annual growth rate over the 2004–2013 period encompasses growth in outlays from the amount recorded in 2003 through the amount projected for 2013.

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<sup>a</sup> The average annual growth rate reflects the program's growth from its inception in 2006 through 2013.<sup>b</sup> Includes Temporary Assistance for Needy Families and various programs that involve payments to states for child support enforcement and family support, child care entitlements, and research to benefit children.<sup>c</sup> Includes mandatory spending designed to reduce the discretionary budget authority needed to support the maximum award level set in the appropriation act plus mandatory spending that, by formula, increases the total maximum award above the amount set in the appropriation act.<sup>d</sup> Does not include offsetting receipts. List provided by House Budget Committee based on CBO's most recent Budget and Economic Outlook

## BILL PRESENTED TO THE PRESIDENT

Karen L. Haas, Clerk of the House, reported that on March 5, 2013, she presented to the President of the United States, for his approval, the following bill:

H.R. 307. To reauthorize certain programs under the Public Health Service Act and the Federal Food, Drug, and Cosmetic Act with respect to public health security and all-hazards preparedness and response, and for other purposes.

## ADJOURNMENT

The SPEAKER pro tempore. Without objection, the House stands adjourned until 10 a.m. on Monday, March 11, 2013.

There was no objection.

Thereupon (at 12 o'clock and 4 minutes p.m.), the House adjourned until Monday, March 11, 2013, at 10 a.m.

## EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XIV, executive communications were taken from the Speaker's table and referred as follows:

616. A letter from the Director, Defense Procurement and Acquisition Policy, Department of Defense, transmitting the Department's final rule — Defense Federal Acquisition Regulation Supplement; Electronic Subcontracting Reporting System (DFARS Case 2009-D002) (RIN: 0750-AG40) received February 26, 2013, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Armed Services.

617. A letter from the Director, Defense Procurement and Acquisition Policy, De-

partment of Defense, transmitting the Department's final rule — Defense Federal Acquisition Regulation Supplement: Alleged Crimes By or Against Contractor Personnel (DFARS Case 2012-D006) (RIN: 0750-AH57) received February 26, 2013, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Armed Services.

618. A letter from the Director, Defense Procurement and Acquisition Policy, General Services Administration, transmitting the Department's final rule — Defense Federal Acquisition Regulation Supplement: Acquisition of Tents and Other Temporary Structures (DFARS Case 2012-D015) (RIN: 0750-AH73) received February 26, 2013, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Armed Services.

619. A letter from the Director, Occupational Safety and Health Administration, transmitting the Administration's final rule — Procedures for the Handling of Retaliation Complaints Under the Employee Protection Provision of the Seaman's Protection Act (SPA), as Amended [Docket Number: OSHA-2011-0841] (RIN: 1218-AC58) received February 15, 2013, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Education and the Workforce.

620. A letter from the Program Manager, Centers for Disease Control and Prevention, transmitting the Centers' final rule — Control of Communicable Diseases: Foreign; Scope and Definitions [Docket No.: CDC-2012-0017] (RIN: 0920-AA12) received February 25, 2013, pursuant to 5 U.S.C. 801(a)(1)(A); to the Committee on Energy and Commerce.

621. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-673, "Portable Electronics Insurance Amendment Act of 2012"; to the Committee on Oversight and Government Reform.

622. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-672, "Benefit

Corporation Act of 2012"; to the Committee on Oversight and Government Reform.

623. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-670, "Pharmacy Technician Amendment Act of 2012"; to the Committee on Oversight and Government Reform.

624. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-680, "Retirement of Public-School Teachers Omnibus Amendment Act of 2012"; to the Committee on Oversight and Government Reform.

625. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-679, "Fire and Emergency Medical Services Employee Presumptive Disability Amendment Act of 2012"; to the Committee on Oversight and Government Reform.

626. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-669, "Uniform Commercial Code Article 9 Amendments Act of 2012"; to the Committee on Oversight and Government Reform.

627. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-676, "Police Officers, Fire Fighters, and Teachers Retirement Benefit Replacement Act of 1998 Temporary Amendment Act of 2012"; to the Committee on Oversight and Government Reform.

628. A letter from the Chairman, Council of the District of Columbia, transmitting Transmittal of D.C. ACT 19-650, "Equity in Survivor Benefits Amendment Act of 2012"; to the Committee on Oversight and Government Reform.

629. A letter from the Chairman, Council of the District of Columbia, transmitting