110TH CONGRESS 2D SESSION

S. 2819

To preserve access to Medicaid and the State Children's Health Insurance Program during an economic downturn, and for other purposes.

IN THE SENATE OF THE UNITED STATES

APRIL 3, 2008

Mr. Rockefeller (for himself, Ms. Snowe, and Mr. Kennedy) introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

- To preserve access to Medicaid and the State Children's Health Insurance Program during an economic downturn, 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,
 - 3 SECTION 1. SHORT TITLE.
 - 4 This Act may be cited as the "Economic Recovery
 - 5 in Health Care Act of 2008".
 - 6 SEC. 2. FINDINGS.
 - 7 Congress makes the following findings:
 - 8 (1) State and local governments are an integral
 - 9 part of our national economic engine. They provide

- health care and a wealth of social services to millions
 of Americans, particularly when the economy is
 weak.
 - (2) During the last economic downturn, the number of uninsured Americans would have been millions more if Medicaid and the State Children's Health Insurance Program (CHIP) had not responded to the twin challenges of an economic downturn and a sharp drop-off in private health insurance coverage.
 - (3) In the last year, our unemployment rate has increased to 5.0 percent with nearly 900,000 more Americans without jobs. Because the majority of Americans get their health insurance through their jobs, the loss of a job often results in a simultaneous loss of health insurance coverage.
 - (4) Medicaid fills the gap for working families when they lose access to private coverage. For every 1 percent increase in the unemployment rate, Medicaid enrollment increases by 2,000,000 to 3,000,000 people.
 - (5) States experience enormous budget pressures when the economy slows. By law, 49 States are required to balance their budgets and, in times

- of economic downturn, this task becomes significantly more difficult.
 - (6) According to the National Governors Association, 18 States already face budget shortfalls totaling \$14,000,000,000 in 2008, and 21 States project shortfalls totaling more than \$32,000,000,000 in 2009. If the current downturn follows the path of most recessions, between 35 and 40 States will face severe budget shortfalls in 2009.
 - (7) A critical factor in helping States sustain Medicaid enrollment during the last economic downturn was the \$20,000,000,000 in State fiscal relief that Congress enacted in 2003.
 - (8) Not only should Congress enact a similar State fiscal relief provision in 2008, but Congress should also delay the implementation of administrative regulations that would reduce Federal Medicaid matching payments at a time when States need greater Federal resources.
 - (9) There is no question that health care is economic stimulus.
 - (10) Keeping Medicaid and CHIP whole shores up the safety net for vulnerable working families. People who are able to get the health services they

- need are more likely to be able to continue working and contribute to the economy as it recovers.
- (11) Leading economists have found that targeted State aid would generate increased economic activity of \$1.36 for each dollar of cost. The increase in Federal dollars to States generates business activity, jobs, and wages that States would not otherwise see.

9 SEC. 3. PRESERVING ACCESS TO MEDICAID AND CHIP DUR-

10 ING AN ECONOMIC DOWNTURN.

- 11 (a) Prohibition.—Effective on the date of enact-12 ment of this Act, notwithstanding any other provision of law, the Secretary of Health and Human Services shall not finalize, implement, enforce, or otherwise take any ac-14 15 tion to give effect to the following administrative actions (or to any administrative actions relating to the same sub-16 ject matters that are similar to the following administrative actions or that reflect the same or similar policies set forth in the following administrative actions) prior to April 19 20 1, 2009:
- 21 (1) The proposed and final rule entitled "Med-22 icaid Program; Health-Care Related Taxes", pub-23 lished, respectively, on March 23, 2007, on pages 24 13726 through 13734 of volume 72, Federal Reg-25 ister, and on February 22, 2008, on pages 9685

- through 9699 of volume 73, Federal Register, with the exception of the proposed amendments to sections 433.56(a)(8) and 433.68(f)(3)(i) of title 42, Code of Federal Relations.
 - (2) The proposed rule entitled "Medicaid Program; Graduate Medical Education", published on May 23, 2007, on pages 28930 through 28936 of volume 72, Federal Register.
 - (3) The State Health Official Letter 07–001, dated August 17, 2007, issued by the Director of the Center for Medicaid and State Operations in the Centers for Medicare & Medicaid Services regarding certain requirements under the State Children's Health Insurance Program (CHIP) relating to the prevention of the substitution of health benefits coverage for children (commonly referred to as "crowdout") and the enforcement of medical support orders. Any change made on or after August 17, 2007, to a Medicaid or CHIP State plan or waiver to implement, conform to, or otherwise adhere to the requirements or policies in such letter shall not apply prior to April 1, 2009.
 - (4) The proposed rule entitled "Medicaid Program; Clarification of Outpatient Clinic and Hospital Facility Services definition and Upper Payment

- 1 Limit", published on September 28, 2007, on pages
- 2 55158 through 55166 of volume 72, Federal Reg-
- 3 ister.
- 4 (5) The interim final rule entitled "Medicaid
- 5 Program; Optional State Plan Case Management
- 6 Services", published on December 4, 2007, on pages
- 7 68077 through 68093 of volume 72, Federal Reg-
- 8 ister.
- 9 (6) The proposed rule entitled "Revisions to
- 10 Procedures for the Departmental Appeals Board and
- 11 Other Departmental Hearings", published on De-
- 12 cember 28, 2007, on pages 73708 through 73720 of
- volume 72, Federal Register.
- 14 (b) Extension of Prior Moratoria.—
- 15 (1) Moratorium relating to the cost
- LIMIT FOR PROVIDERS OPERATED BY UNITS OF GOV-
- 17 ERNMENT AND PROVISIONS TO ENSURE THE INTEG-
- 18 RITY OF FEDERAL-STATE FINANCIAL PARTNER-
- 19 Ship.—Section 7002(a)(1) of the U.S. Troop Readi-
- 20 ness, Veterans' Care, Katrina Recovery, and Iraq
- Accountability Appropriations Act of 2007 (Public
- Law 110–28) is amended by striking "the date that
- is 1 year after the date of enactment of this Act"
- and inserting "April 1, 2009".

1	(2) Moratoria relating to rehabilitation
2	SERVICES, SCHOOL-BASED ADMINISTRATION AND
3	SCHOOL-BASED TRANSPORTATION.—Section 206 of
4	the Medicare, Medicaid, and SCHIP Extension Act
5	of 2007 (Public Law 110–173) is amended by strik-
6	ing "June 30, 2008" and inserting "April 1, 2009".
7	SEC. 4. TEMPORARY, TARGETED STATE FISCAL RELIEF.
8	(a) Definitions.—In this section:
9	(1) ROUND ONE QUALIFYING STATE.—
10	(A) In general.—Subject to subpara-
11	graph (B), the term "Round One Qualifying
12	State" means with respect to a State that is 1
13	of the 50 States or the District of Columbia, a
14	State that has 1 of 28 highest averages of the
15	State rankings for each of the following 3 quali-
16	fying criteria, based on the most recent data
17	available as of April 1, 2008:
18	(i) Reduction in employment.—
19	The year-to-year reduction in total employ-
20	ment, based on the average total employ-
21	ment for the State or District in the 3
22	most recent months compared to the aver-
23	age total employment for the State or Dis-
24	trict in the same months a year earlier, as

determined based on the most recent

monthly publications of the Current Employer Statistics Survey of the Bureau of Labor Statistics.

(ii) Increase in food stamps participation.—The year-to-year increase in food stamps participation, based on average monthly participation for the State or District in the 3 most recent months compared to the average monthly participation for the State or District in the same months a year earlier, as determined based on the most recent monthly publications of Food and Nutrition Service Data of the Department of Agriculture.

(iii) Increase in the foreclosure rate for the State or District, based on the foreclosure rate for the State or District for the most recent quarter compared to the same quarter a year earlier, as determined by the Mortgage Bankers Association's National Delinquency Survey, as published in most recent report entitled, "Recent Foreclosure Trends Report for all States".

1	(B) Commonwealths and territories
2	INCLUDED.—Such term includes a common-
3	wealth or territory specified in paragraph (4).
4	(2) ROUND TWO QUALIFYING STATE.—The
5	term "Round Two Qualifying State" means a State
6	that is 1 of the 50 States or the District of Colum-
7	bia and that—
8	(A) has 1 of 38 highest averages of the
9	State rankings for the 3 qualifying criteria
10	identified in clauses (i), (ii), and (iii) of para-
11	graph (1)(A), based on the most recent data
12	available as of October 1, 2008; and
13	(B) is not a Round One Qualifying State.
14	(3) FMAP.—The term "FMAP" means the
15	Federal medical assistance percentage, as defined in
16	section 1905(b) of the Social Security Act (42
17	U.S.C. 1396d(b)).
18	(4) State.—The term "State" means the 50
19	States, the District of Columbia, the Commonwealth
20	of Puerto Rico, the United States Virgin Islands,
21	Guam, the Commonwealth of the Northern Mariana
22	Islands, and American Samoa.
23	(b) Assistance for Round One Qualifying
24	STATES.—

1	(1)	TEMPORARY	INCREASE	\mathbf{OF}	MEDICAID
)	FMAP —				

(A) PERMITTING MAINTENANCE OF FISCAL YEAR 2007 FMAP FOR LAST 2 CALENDAR QUARTERS OF FISCAL YEAR 2008.—Subject to subparagraphs (E), (F), (G), and (H), if the FMAP determined without regard to this paragraph for a Round One Qualifying State for fiscal year 2008 is less than the FMAP as so determined for fiscal year 2007, the FMAP for the State for fiscal year 2007 shall be substituted for the State's FMAP for the third and fourth calendar quarters of fiscal year 2008, before the application of this paragraph.

(B) PERMITTING MAINTENANCE OF FISCAL YEAR 2008 FMAP FOR FIRST 3 QUARTERS OF FISCAL YEAR 2009.—Subject to subparagraphs (E), (F), (G), and (H), if the FMAP determined without regard to this paragraph for a Round One Qualifying State for fiscal year 2009 is less than the FMAP as so determined for fiscal year 2008, the FMAP for the State for fiscal year 2008 shall be substituted for the State's FMAP for the first, second, and third

calendar quarters of fiscal year 2009, before the application of this paragraph.

(C) GENERAL 1.667 PERCENTAGE POINTS INCREASE FOR LAST 2 CALENDAR QUARTERS OF FISCAL YEAR 2008 AND FIRST 3 CALENDAR QUARTERS OF FISCAL YEAR 2009.—Subject to subparagraphs (E), (F), (G), and (H), for each Round One Qualifying State for the third and fourth calendar quarters of fiscal year 2008 and for the first, second, and third calendar quarters of fiscal year 2009, the FMAP (taking into account the application of subparagraphs (A) and (B)) shall be increased by 1.667 percentage points.

(D) Increase in Cap on Medicaid Pay-Ments to territories.—Subject to subparagraphs (E), (F), (G), and (H), with respect to the third and fourth calendar quarters of fiscal year 2008 and the first, second, and third calendar quarters of fiscal year 2009, the amounts otherwise determined for the Commonwealth of Puerto Rico, the United States Virgin Islands, Guam, the Commonwealth of the Northern Mariana Islands, and American Samoa under subsections (f) and (g) of section 1108 of the

1	Social Security Act (42 U.S.C. 1308) shall each
2	be increased by an amount equal to 3.334 per-
3	cent of such amounts.
4	(E) Scope of application.—The in-
5	creases in the FMAP for a Round One Quali-
6	fying State and the increases in the cap
7	amounts under subparagraph (D) under this
8	paragraph shall apply only for purposes of title
9	XIX of the Social Security Act and shall not
10	apply with respect to—
11	(i) disproportionate share hospital
12	payments described in section 1923 of such
13	Act (42 U.S.C. 1396r-4);
14	(ii) payments under title IV or XXI of
15	such Act (42 U.S.C. 601 et seq. and
16	1397aa et seq.); or
17	(iii) any payments under XIX of such
18	Act that are based on the enhanced FMAP
19	described in section 2105(b) of such Act
20	(42 U.S.C. 1397ee(b)).
21	(F) STATE ELIGIBILITY.—
22	(i) In general.—Subject to clause
23	(ii), a Round One Qualifying State is eligi-
24	ble for an increase in its FMAP under sub-
25	paragraph (C) or an increase in a cap

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amount under subparagraph (D) only if the eligibility under its State plan under title XIX of the Social Security Act (including any waiver under such title or under section 1115 of such Act (42 U.S.C. 1315)) is no more restrictive than the eligibility under such plan (or waiver) as in effect on December 31, 2007.

> (ii) State reinstatement of eligi-BILITY PERMITTED.—A Round One Qualifying State that has restricted eligibility under its State plan under title XIX of the Social Security Act (including any waiver under such title or under section 1115 of such Act (42 U.S.C. 1315)) after December 31, 2007, is eligible for an increase in its FMAP under subparagraph (C) or an increase in a cap amount under subparagraph (D) in the first calendar quarter (and subsequent calendar quarters) in which the State has reinstated eligibility that is no more restrictive than the eligibility under such plan (or waiver) as in effect on December 31, 2007.

1 (iii) Rule of Construction.—Noth-2 ing in clause (i) or (ii) shall be construed 3 affecting a Round One Qualifying 4 State's flexibility with respect to benefits offered under the State medicaid program 6 under title XIX of the Social Security Act 7 (42 U.S.C. 1396 et seq.) (including any 8 waiver under such title or under section 9 1115 of such Act (42 U.S.C. 1315)).

> (G) REQUIREMENT FOR CERTAIN STATES.—In the case of a Round One Qualifying State that requires political subdivisions within the State to contribute toward the non-Federal share of expenditures under the State Medicaid plan required under section 1902(a)(2) of the Social Security Act (42) U.S.C. 1396a(a)(2)), the Round One Qualifying State shall not require that such political subdivisions pay a greater percentage of the non-Federal share of such expenditures for the third and fourth calendar quarters of fiscal year 2008 and the first, second, and third calendar quarters of fiscal year 2009, than the percentage that would have been required by the State under such plan on December 31, 2007.

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1	(H) REQUIREMENTS.—A Round One
2	Qualifying State—
3	(i) may not use the additional Federal
4	funds paid to the State as a result of this
5	paragraph for purposes of increasing any
6	reserve or rainy day fund maintained by
7	the State; and
8	(ii) shall expend the additional Fed-
9	eral funds paid to the State as a result of
10	this paragraph within 1 year of the date
11	on which the State receives such funds.
12	(2) Targeted grants to round one quali-
13	FYING STATES.—
14	(A) APPROPRIATION.—There is authorized
15	to be appropriated and is appropriated for mak-
16	ing payments to Round One Qualifying States
17	under this paragraph—
18	(i) \$2,500,000,000 for fiscal year
19	2008; and
20	(ii) \$2,500,000,000 for fiscal year
21	2009.
22	(B) Payments.—
23	(i) FISCAL YEAR 2008.—From the
24	amount appropriated under subparagraph
25	(A)(i) for fiscal year 2008, the Secretary of

the Treasury shall, not later than the later of the date that is 45 days after the date of enactment of this Act or the date that a Round One Qualifying State provides the certification required by subparagraph (E) for fiscal year 2008, pay each such State the amount determined for the State for fiscal year 2008 under subparagraph (C).

(ii) FISCAL YEAR 2009.—From the amount appropriated under subparagraph (A)(ii) for fiscal year 2009, the Secretary of the Treasury shall, not later than the later of October 1, 2008, or the date that a Round One Qualifying State provides the certification required by subparagraph (E) for fiscal year 2009, pay each such State the amount determined for the State for fiscal year 2009 under subparagraph (C).

(C) PAYMENTS BASED ON POPULATION.—

(i) IN GENERAL.—Subject to clause (ii), the amount appropriated under subparagraph (A) for each of fiscal years 2008 and 2009 shall be used to pay each Round One Qualifying State an amount equal to the relative population proportion

1	amount described in clause (iii) for such
2	fiscal year.
3	(ii) Minimum payment.—
4	(I) In General.—No Round
5	One Qualifying State shall receive a
6	payment under this paragraph for a
7	fiscal year that is less than—
8	(aa) in the case of a Round
9	One Qualifying State that is 1 of
10	the 50 States or the District of
11	Columbia, ½ of 1 percent of the
12	amount appropriated for such fis-
13	cal year under subsection (a);
14	and
15	(bb) in the case of the Com-
16	monwealth of Puerto Rico, the
17	United States Virgin Islands,
18	Guam, the Commonwealth of the
19	Northern Mariana Islands, or
20	American Samoa, ½10 of 1 per-
21	cent of the amount appropriated
22	for such fiscal year under sub-
23	section (a).
24	(II) Pro rata adjustments.—
25	The Secretary of the Treasury shall

1	adjust on a pro rata basis the amount
2	of the payments to Round One Quali-
3	fying States determined under this
4	paragraph without regard to this sub-
5	clause to the extent necessary to com-
6	ply with the requirements of subclause
7	(I).
8	(iii) Relative population propor-
9	TION AMOUNT.—The relative population
10	proportion amount described in this clause
11	is the product of—
12	(I) the amount described in sub-
13	paragraph (A) for a fiscal year; and
14	(II) the relative State population
15	proportion (as defined in clause (iv)).
16	(iv) Relative state population
17	PROPORTION DEFINED.—For purposes of
18	clause (iii)(II), the term "relative State
19	population proportion" means, with respect
20	to a Round One Qualifying State, the
21	amount equal to the quotient of—
22	(I) the population of the State
23	(as reported in the most recent decen-
24	nial census); and

1	(II) the total population of all
2	such States (as reported in the most
3	recent decennial census).
4	(D) USE OF PAYMENT.—
5	(i) In general.—Subject to clause
6	(ii), a Round One Qualifying State shall
7	use the funds provided under a payment
8	made under this paragraph for a fiscal
9	year to—
10	(I) provide essential government
11	services;
12	(II) cover the costs to the State
13	of complying with any Federal inter-
14	governmental mandate (as defined in
15	section 421(5) of the Congressional
16	Budget Act of 1974) to the extent
17	that the mandate applies to the State,
18	and the Federal Government has not
19	provided funds to cover the costs; or
20	(III) compensate for a decline in
21	Federal funding to the State.
22	(ii) Requirements.—A Round One
23	Qualifying State—
24	(I) may only use funds provided
25	under a payment made under this

1	paragraph for types of expenditures
2	permitted under the most recently ap-
3	proved budget for the State;
4	(II) may not use the additional
5	Federal funds paid to the State as a
6	result of this paragraph for purposes
7	of increasing any reserve or rainy day
8	fund maintained by the State; and
9	(III) shall expend the additional
10	Federal funds paid to the State as a
11	result of this paragraph within 1 year
12	of the date on which the State re-
13	ceives such funds.
14	(E) CERTIFICATION.—In order to receive a
15	payment under this section for a fiscal year, a
16	Round One Qualifying State shall provide the
17	Secretary of the Treasury with a certification
18	that the State's proposed uses of the funds are
19	consistent with subparagraph (D).
20	(c) Assistance for Round Two Qualifying
21	STATES.—
22	(1) Temporary increase of medicaid
23	FMAP.—
24	(A) PERMITTING MAINTENANCE OF FISCAL
25	YEAR 2008 FMAP FOR FIRST 3 QUARTERS OF

FISCAL YEAR 2009.—Subject to subparagraph (C), if the FMAP determined without regard to this paragraph for a Round Two Qualifying State for fiscal year 2009 is less than the FMAP as so determined for fiscal year 2008, the FMAP for the State for fiscal year 2008 shall be substituted for the State's FMAP for the first, second, and third calendar quarters of fiscal year 2009, before the application of this paragraph.

- (B) GENERAL 1.667 PERCENTAGE POINTS INCREASE FOR FIRST 3 CALENDAR QUARTERS OF FISCAL YEAR 2009.—Subject to subparagraph (C), for each Round Two Qualifying State for the first, second, and third calendar quarters of fiscal year 2009, the FMAP (taking into account the application of subparagraph (A)) shall be increased by 1.667 percentage points.
- (C) APPLICATION OF REQUIREMENTS FOR ROUND ONE QUALIFYING STATES.—Subparagraphs (E), (F), (G), and (H) of subsection (b)(1) apply to a Round Two Qualifying State receiving an increase in its FMAP under subparagraph (B) in the same manner as such sub-

1	paragraphs apply to a Round One Qualifying
2	State under such subsection.
3	(2) Targeted grants to round two quali-
4	FYING STATES.—
5	(A) APPROPRIATION.—There is authorized
6	to be appropriated and is appropriated for mak-
7	ing payments to Round Two Qualifying States
8	under this paragraph, \$1,000,000,000 for fiscal
9	year 2009.
10	(B) Payments.—From the amount appro-
11	priated under subparagraph (A) for fiscal year
12	2009, the Secretary of the Treasury shall, not
13	later than the later of October 1, 2008, or the
14	date that a Round Two Qualifying State pro-
15	vides the certification required by subparagraph
16	(E) of subsection $(b)(2)$ for fiscal year 2009,
17	pay each such State the amount determined for
18	the State for fiscal year 2009 under subpara-
19	graph (C).
20	(C) Payments based on population.—
21	(i) In general.—Subject to clause
22	(ii), the amount appropriated under sub-
23	paragraph (A) for fiscal year 2009 shall be
24	used to pay each Round Two Qualifying
25	State an amount equal to the relative pop-

1	ulation proportion amount described in
2	clause (iii) for such fiscal year.
3	(ii) Minimum payment.—
4	(I) In General.—No Round
5	Two Qualifying State shall receive a
6	payment under this paragraph for fis-
7	cal year 2009 that is less than $\frac{1}{2}$ of
8	1 percent of the amount appropriated
9	for such fiscal year under subsection
10	(a).
11	(II) Pro rata adjustments.—
12	The Secretary of the Treasury shall
13	adjust on a pro rata basis the amount
14	of the payments to Round Two Quali-
15	fying States determined under this
16	paragraph without regard to this sub-
17	clause to the extent necessary to com-
18	ply with the requirements of subclause
19	(I).
20	(iii) Relative population propor-
21	TION AMOUNT.—The relative population
22	proportion amount described in this clause
23	is the product of—
24	(I) the amount described in sub-
25	paragraph (A) for a fiscal year; and

1	(II) the relative State population
2	proportion (as defined in clause (iv)).
3	(iv) Relative state population
4	PROPORTION DEFINED.—For purposes of
5	clause (iii)(II), the term "relative State
6	population proportion" means, with respect
7	to a Round Two Qualifying State, the
8	amount equal to the quotient of—
9	(I) the population of the State
10	(as reported in the most recent decen-
11	nial census); and
12	(II) the total population of all
13	such States (as reported in the most
14	recent decennial census).
15	(D) Application of requirements for
16	ROUND ONE QUALIFYING STATES.—Subpara-
17	graphs (D) and (E) of subsection (b)(2) apply
18	to a Round Two Qualifying State receiving a
19	payment under subparagraph (B) in the same
20	manner as such subparagraphs apply to a
21	Round One Qualifying State under such sub-
22	section.
23	(d) Repeal.—Effective as of October 1, 2009, this
24	section is repealed.