118TH CONGRESS	\mathbf{C}	
1st Session	5.	

To establish a commission on fiscal stability and reform.

IN THE SENATE OF THE UNITED STATES

Mr. Manchin (for himself, Mr. Romney, Ms. Sinema, Mr. Young, Mr. Hickenlooper, Ms. Lummis, Mr. Warner, Mr. Cornyn, Mrs. Shaheen, and Mr. Tillis) introduced the following bill; which was read twice and referred to the Committee on ______

A BILL

To establish a commission on fiscal stability and reform.

- 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 "Fiscal Stability Act
- 5 of 2023".
- 6 SEC. 2. DEFINITIONS.
- 7 In this Act:
- 8 (1) Co-CHAIR.—The term "co-chair" means an
- 9 individual appointed to serve as a co-chair of the
- Fiscal Commission under section 3(a)(2)(C).

1	(2) DIRECT SPENDING.—The term "direct
2	spending" has the meaning given that term in sec-
3	tion 250(c) of the Balanced Budget and Emergency
4	Deficit Control Act of 1985 (2 U.S.C. 900(c)).
5	(3) DISCRETIONARY APPROPRIATIONS.—The
6	term "discretionary appropriations" has the mean-
7	ing given that term in section 250(c) of the Bal-
8	anced Budget and Emergency Deficit Control Act of
9	1985 (2 U.S.C. $900(c)$).
10	(4) FISCAL COMMISSION.—The term "Fiscal
11	Commission" means the commission established
12	under section $3(a)(1)$.
13	(5) Implementing Bill.—The term "imple-
14	menting bill" means a bill consisting solely of the
15	text of the implementing bill that the Fiscal Com-
16	mission approves and submits under subparagraphs
17	(A) and (D), respectively, of section 3(c)(2).
18	(6) Outside expert.—The term "outside ex-
19	pert" means an individual who is not an elected offi-
20	cial or an officer or employee of the Federal Govern-
21	ment or of any State.
22	SEC. 3. ESTABLISHMENT OF FISCAL COMMISSION.
23	(a) Establishment of Fiscal Commission.—
24	(1) Establishment.—There is established in
25	the legislative branch a Fiscal Commission.

I	(2) MEMBERSHIP.—
2	(A) IN GENERAL.—The Fiscal Commission
3	shall be composed of 16 members appointed in
4	accordance with subparagraph (B) and with
5	due consideration to chairs and ranking mem-
6	bers of the committees and subcommittees of
7	subject matter jurisdiction, if applicable.
8	(B) Appointment.—Not later than 14
9	days after the date of enactment of this Act—
10	(i) the majority leader of the Senate
11	shall appoint 3 individuals from among the
12	Members of the Senate, and 1 outside ex-
13	pert, who shall serve as members of the
14	Fiscal Commission;
15	(ii) the minority leader of the Senate
16	shall appoint 3 individuals from among the
17	Members of the Senate, and 1 outside ex-
18	pert who shall serve as members of the
19	Fiscal Commission;
20	(iii) the Speaker of the House of Rep-
21	resentatives shall appoint 3 individuals
22	from among the Members of the House of
23	Representatives, and 1 outside expert, who
24	shall serve as members of the Fiscal Com-
25	mission; and

1	(iv) the minority leader of the House
2	of Representatives shall appoint 3 individ-
3	uals from among the Members of the
4	House of Representatives, and 1 outside
5	expert, who shall serve as members of the
6	Fiscal Commission.
7	(C) Co-chairs.—Not later than 14 days
8	after the date of enactment of this Act—
9	(i) the leadership of the Senate and
10	House of Representatives who caucus with
11	the same political party as the President
12	shall appoint 1 individual from among the
13	members of the Fiscal Commission who
14	shall serve as a co-chair of the Fiscal Com-
15	mission; and
16	(ii) the leadership of the Senate and
17	House of Representatives who caucus with
18	the opposite political party as the Presi-
19	dent, shall appoint 1 individual from
20	among the members of the Fiscal Commis-
21	sion who shall serve as a co-chair of the
22	Fiscal Commission.
23	(D) PERIOD OF APPOINTMENT.—

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1	(1) IN GENERAL.—The members of
2	the Fiscal Commission shall be appointed
3	for the life of the Fiscal Commission.
4	(ii) Vacancy.—
5	(I) IN GENERAL.—Any vacancy
6	in the Fiscal Commission shall not af-
7	fect the powers of the Fiscal Commis-
8	sion, but shall be filled not later than
9	14 days after the date on which the
10	vacancy occurs, in the same manner
11	as the original appointment was
12	made.
13	(II) Ineligible members.—If a
14	member of the Fiscal Commission who
15	was appointed as a Member of the
16	Senate or the House Representatives
17	ceases to be a Member of the Senate
18	or the House of Representatives, as
19	applicable—
20	(aa) the member shall no
21	longer be a member of the Fiscal
22	Commission; and
23	(bb) a vacancy in the Fiscal
24	Commission exists.
25	(E) Member personnel issues.—

1	(i) Outside expert.—Any outside
2	expert appointed as a member of the Fis-
3	cal Commission—
4	(I) shall not be considered to be
5	a Federal employee for any purpose
6	by reason of service on the Fiscal
7	Commission;
8	(II) shall serve without com-
9	pensation; and
10	(III) shall be allowed travel ex-
11	penses, including per diem in lieu of
12	subsistence, at rates authorized for
13	employees of agencies under sub-
14	chapter I of chapter 57 of title 5,
15	United States Code, while away from
16	their homes or regular places of busi-
17	ness in the performance of services for
18	the Fiscal Commission.
19	(ii) Members of congress.—Each
20	member of the Fiscal Commission who is a
21	Member of the Senate or the House of
22	Representatives shall serve without com-
23	pensation in addition to the compensation
24	received for the services of the member as

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1	a Member of the Senate or the House of
2	Representatives.
3	(3) Administration.—
4	(A) In general.—To enable the Fiscal
5	Commission to exercise the powers, functions,
6	and duties of the Fiscal Commission, there are
7	authorized to be disbursed by the Senate the
8	actual and necessary expenses of the Fiscal
9	Commission approved by the staff director of
10	the Fiscal Commission, subject to the rules and
11	regulations of the Senate.
12	(B) Quorum.—A majority of the members
13	of the Fiscal Commission who are Members of
14	the Senate or the House of Representatives, not
15	fewer than 3 of whom were appointed to the
16	Fiscal Commission by a Member of the Senate
17	or the House of Representatives who caucuses
18	with same political party as the President and
19	not fewer than 3 of whom were appointed to the
20	Fiscal Commission by a Member of the Senate
21	or the House of Representatives who caucuses
22	with the opposite political party as the Presi-
23	dent, shall constitute a quorum.

(C) Voting.—

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1	(i) In general.—Only members of
2	the Fiscal Commission who are Members
3	of the Senate or the House of Representa-
4	tives may vote on any matter. An outside
5	expert serving as a member of the Fiscal
6	Commission shall be a nonvoting member.
7	(ii) Proxy voting.—No proxy voting
8	shall be allowed on behalf of any member
9	of the Fiscal Commission on any matter.
10	(iii) Congressional budget office
11	ESTIMATES.—
12	(I) In General.—The Director
13	of the Congressional Budget Office
14	shall, with respect to the imple-
15	menting bill of the Fiscal Commission
16	described in subsection
17	(c)(2)(A)(i)(II), provide to the Fiscal
18	Commission—
19	(aa) estimates of the imple-
20	menting bill in accordance with
21	sections 308(a) and 201(f) of the
22	Congressional Budget Act of
23	1974 (2 U.S.C. 639(a), 601(f));
24	and

1	(bb) information on the
2	budgetary effect of the imple-
3	menting bill on the long-term fis-
4	cal outlook.
5	(II) LIMITATION.—The Fiscal
6	Commission may not vote on any
7	version of the report, recommenda-
8	tions, or implementation bill of the
9	Fiscal Commission under subsection
10	(c)(2)(A) unless the estimates and in-
11	formation described in subclause (I)
12	of this clause are made available for
13	consideration by all members of the
14	Fiscal Commission not later than 48
15	hours before that vote, as certified by
16	the co-chairs of the Fiscal Commis-
17	sion.
18	(D) MEETINGS.—
19	(i) Initial meeting.—Not later than
20	45 days after the date of enactment of this
21	Act, the Fiscal Commission shall hold the
22	first meeting of the Fiscal Commission.
23	(ii) AGENDA.—The co-chairs of the
24	Fiscal Commission shall provide an agenda
25	to the members of the Fiscal Commission

1	not later than 48 hours before each meet-
2	ing of the Fiscal Commission.
3	(E) Hearings.—
4	(i) In General.—The Fiscal Com-
5	mission may, for the purpose of carrying
6	out this section, hold such hearings, sit
7	and act at such times and places, require
8	attendance of witnesses and production of
9	books, papers, and documents, take such
10	testimony, receive such evidence, and ad-
11	minister such oaths as the Fiscal Commis-
12	sion considers advisable.
13	(ii) Hearing procedures and re-
14	SPONSIBILITIES OF CO-CHAIRS.—
15	(I) Announcement.—The co-
16	chairs of the Fiscal Commission shall
17	make a public announcement of the
18	date, place, time, and subject matter
19	of any hearing to be conducted under
20	this subparagraph not later than 7
21	days before the date of the hearing,
22	unless the co-chairs determine that
23	there is good cause to begin such
24	hearing on an earlier date.

1	(II) Written statement.—A
2	witness appearing before the Fiscal
3	Commission shall file a written state-
4	ment of the proposed testimony of the
5	witness not later than 2 days before
6	the date of the appearance of the wit-
7	ness, unless the co-chairs of the Fiscal
8	Commission—
9	(aa) determine that there is
10	good cause for the witness to not
11	file the written statement; and
12	(bb) waive the requirement
13	that the witness file the written
14	statement.
15	(F) TECHNICAL ASSISTANCE.—Upon writ-
16	ten request of the co-chairs of the Fiscal Com-
17	mission, the head of a Federal agency shall pro-
18	vide technical assistance to the Fiscal Commis-
19	sion in order for the Fiscal Commission to
20	carry out the duties of the Fiscal Commission.
21	(b) STAFF OF FISCAL COMMISSION.—
22	(1) In General.—In accordance with the
23	guidelines, rules, and requirements relating to em-
24	ployees of the Senate—

1	(A) the co-chairs of the Fiscal Commission
2	may jointly appoint and fix the compensation of
3	a staff director for the Fiscal Commission; and
4	(B) the staff director may appoint and fix
5	the compensation of additional staff of the Fis-
6	cal Commission.
7	(2) Detail of other congressional
8	STAFF.—With the approval of the Member of Con-
9	gress employing an employee of a personal office of
10	a Member of Congress or a committee of the Senate
11	or the House of Representatives, such an employee
12	may be detailed to the Fiscal Commission on a reim-
13	bursable basis.
14	(3) Ethical standards.—
15	(A) Senate.—Members of the Fiscal
16	Commission appointed by Members of the Sen-
17	ate and the staff of the Fiscal Commission shall
18	adhere to the ethics rules of the Senate.
19	(B) House of representatives.—Mem-
20	bers of the Fiscal Commission appointed by
21	Members of the House of Representatives shall
22	be governed by the ethics rules and require-
23	ments of the House of Representatives.
24	(c) Duties.—
25	(1) Improve fiscal condition.—

1	(A) In General.—The Fiscal Commission
2	shall identify policies to—
3	(i) meaningfully improve the long-
4	term fiscal condition of the Federal Gov-
5	ernment;
6	(ii) achieve a sustainable ratio of the
7	public debt of the Federal Government to
8	the gross domestic product of the United
9	States, which shall be not more than 100
10	percent, by fiscal year 2039; and
11	(iii) improve the solvency of Federal
12	programs for which a Federal trust fund
13	exists for a period of at least 75 years.
14	(B) Requirements.—In carrying out sub-
15	paragraph (A), the Fiscal Commission shall
16	propose recommendations that meaningfully im-
17	prove the long-term fiscal condition of the Fed-
18	eral Government, including—
19	(i) changes to address the current lev-
20	els of discretionary appropriations, direct
21	spending, and revenues and the gap be-
22	tween current revenues and expenditures
23	of the Federal Government; and
24	(ii) changes to address the growth of
25	discretionary appropriations, direct spend-

1	ing, and revenues and the gap between the
2	projected revenues and expenditures of the
3	Federal Government.
4	(C) RECOMMENDATIONS OF COMMIT-
5	TEES.—Not later than 60 days after the date
6	of enactment of this Act, each committee of the
7	Senate and the House of Representatives may
8	transmit to the Fiscal Commission any rec-
9	ommendations of the committee relating to
10	changes in law to achieve the changes described
11	in subparagraph (B).
12	(2) Report, recommendations, and imple-
13	MENTING BILL.—
14	(A) Consideration and vote.—
15	(i) IN GENERAL.—Not later than May
16	1, 2025, the Fiscal Commission shall meet
17	to consider, and vote on—
18	(I) a report that contains—
19	(aa) a detailed statement of
20	the policies identified by, and the
21	findings, conclusions, and rec-
22	ommendations of, the Fiscal
23	Commission under paragraph
24	(1);

1	(bb) the estimate of the
2	Congressional Budget Office re-
3	quired under subsection
4	(a)(3)(C)(iii)(I); and
5	(cc) a statement of the eco-
6	nomic and budgetary effects of
7	the implementing bill described in
8	subclause (II); and
9	(II) an implementing bill to carry
10	out the recommendations of the Fiscal
11	Commission described in subclause
12	(I)(aa).
13	(ii) Approval of report and im-
14	PLEMENTING BILL.—A report and imple-
15	menting bill of the Fiscal Commission shall
16	only be approved under clause (i) upon an
17	affirmative vote of a majority of the mem-
18	bers of the Fiscal Commission who are
19	Members of the Senate or the House of
20	Representatives, not fewer than 3 of whom
21	were appointed to the Fiscal Commission
22	by a Member of the Senate or the House
23	of Representatives who caucuses with same
24	political party as the President and not
25	fewer than 3 of whom were appointed to

1	the Fiscal Commission by a Member of the
2	Senate or the House of Representatives
3	who caucuses with the opposite political
4	party as the President.
5	(iii) SINGLE REPORT AND IMPLE-
6	MENTING BILL.—It shall not be in order
7	for the Fiscal Commission to consider or
8	submit to Congress more than 1 report de-
9	scribed in clause (i)(I) or more than 1 im-
10	plementing bill described in clause (i)(II).
11	(B) Additional views.—
12	(i) IN GENERAL.—A member of the
13	Fiscal Commission who gives notice of an
14	intention to file supplemental, minority, or
15	additional views at the time of the final
16	Fiscal Commission vote on the approval of
17	the report and implementing bill of the
18	Fiscal Commission under subparagraph
19	(A) shall be entitled to 3 days to file those
20	views in writing with the staff director of
21	the Fiscal Commission.
22	(ii) Inclusion in report.—Views
23	filed under clause (i) shall be included in
24	the report of the Fiscal Commission under
25	subparagraph (A) and printed in the same

1 volume, or part thereof, and such inclusion 2 shall be noted on the cover of the report, 3 except that, in the absence of timely notice, 4 the report may be printed and transmitted 5 immediately without such views. 6 (C) REPORT AND IMPLEMENTING BILL TO 7 BE MADE PUBLIC.—Upon the approval or dis-8 approval of a report and implementing bill 9 under subparagraph (A) by the Fiscal Commis-10 sion, the Fiscal Commission shall promptly, and 11 not more than 24 hours after the approval or 12 disapproval or, if timely notice is given under 13 subparagraph (B), not more than 24 hours 14 after additional views are filed under such sub-15 paragraph, make the report, the implementing 16 bill, and a record of the vote on the report and 17 implementing bill available to the public. 18 (D) Submission of report and imple-19 MENTING BILL.—If a report and implementing 20 bill are approved by the Fiscal Commission 21 under subparagraph (A), not later than 3 days 22 after the date on which the report and imple-23 menting bill are made available to the public 24 under subparagraph (C), the Fiscal Commission

shall submit the report and implementing bill to

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1	the President, the Vice President, the Speaker
2	of the House of Representatives, and the major-
3	ity and minority leaders of each House of Con-
4	gress. The report shall be referred to all com-
5	mittees of jurisdiction in the respective Houses
6	(d) Termination.—The Fiscal Commission shall
7	terminate on the date that is 30 days after the date the
8	Fiscal Commission submits the report and implementing
9	bill under subsection $(c)(2)(D)$.
10	SEC. 4. EXPEDITED CONSIDERATION OF FISCAL COMMIS
11	SION IMPLEMENTING BILLS.
12	(a) Qualifying Legislation.—
13	(1) In General.—Only an implementing bil
14	shall be entitled to expedited consideration under
15	this section.
16	(2) Single Bill.—Except as provided in sub-
17	section (d), it shall not be in order in the Senate or
18	the House of Representatives to consider more than
19	1 implementing bill.
20	(b) Consideration in the House of Represent-
21	ATIVES.—
22	(1) Introduction.—If the Fiscal Commission
23	approves and submits an implementing bill under
24	subparagraphs (A) and (D), respectively, of section

1 3(c)(2), the implementing bill may be introduced in 2 the House of Representatives (by request)— 3 (A) by the majority leader of the House of Representatives, or by a Member of the House 4 5 of Representatives designated by the majority 6 leader of the House of Representatives, on the 7 third legislative day after the date the Fiscal 8 Commission approves and submits such imple-9 menting bill; or 10 (B) if the implementing bill is not intro-11 duced under subparagraph (A), by any Member 12 of the House of Representatives on any legisla-13 tive day beginning on the legislative day after 14 the legislative day described in subparagraph 15 (A). 16 (2) Referral and Reporting.—Any com-17 mittee of the House of Representatives to which an 18 implementing bill is referred shall report the imple-19 menting bill to the House of Representatives without 20 amendment not later than 5 legislative days after 21 the date on which the implementing bill was so re-22 ferred. If any committee of the House of Represent-23 atives to which an implementing bill is referred fails 24 to report the implementing bill within that period, 25 that committee shall be automatically discharged

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from consideration of the implementing bill, and the implementing bill shall be placed on the appropriate calendar.

- (3) Proceeding to consideration.—After the last committee authorized to consider an implementing bill reports it to the House of Representatives or has been discharged from its consideration, it shall be in order to move to proceed to consider implementing bill in the House of Representatives. Such a motion shall not be in order after the House of Representatives has disposed of a motion to proceed with respect to the implementing bill. The previous question shall be considered as ordered on the motion to its adoption without intervening motion.
- (4) Considered as read. All points of order against the implementing bill and against its consideration are waived. An amendment to the implementing bill is not in order. The previous question shall be considered as ordered on the implementing bill to its passage without intervening motion except 2 hours of debate equally divided and controlled by the proponent and an opponent.
- (5) Vote on Passage.—The vote on passage of the implementing bill shall occur pursuant to the

1 constraints under clause 8 of rule XX of the Rules 2 of the House of Representatives.

(c) Expedited Procedure in the Senate.—

(1) Introduction in the senate.—On the day on which an implementing bill is submitted to the Senate under section 3(c)(2)(D), the implementing bill shall be introduced, by request, by the Majority Leader of the Senate for himself or herself and the minority leader of the Senate, or by any Member so designated by them. If the Senate is not in session on the day on which such implementing bill is submitted, it shall be introduced as provided on the first day thereafter on which the Senate is in session. Such implementing bill shall be placed on the Calendar of Business under General Orders.

(2) PROCEEDING.—Notwithstanding rule XXII of the Standing Rules of the Senate, it is in order, not later than 2 days of session after the date on which an implementing bill is placed on the Calendar, for the majority leader of the Senate or the designee of the majority leader to move to proceed to the consideration of the implementing bill. It shall also be in order for any Member of the Senate to move to proceed to the consideration of the implementing bill at any time after the conclusion of such

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2-day period. A motion to proceed is in order even though a previous motion to the same effect has been disagreed to. All points of order against the motion to proceed to the implementing bill are waived. The motion to proceed is not debatable. The motion is not subject to a motion to postpone. A motion to reconsider the vote by which the motion is agreed to or disagreed to shall not be in order. If a motion to proceed to the consideration of the implementing bill is agreed to, it shall remain the unfinished business until disposed of. All points of order against the implementing bill and against its consideration are waived.

- (3) No amendments.—An amendment to the implementing bill, a motion to postpone, a motion to proceed to the consideration of other business, or a motion to commit the implementing bill is not in order.
- (4) RULINGS OF THE CHAIR ON PROCEDURE.—
 Appeals from the decisions of the Chair relating to
 the application of the rules of the Senate, as the
 case may be, to the procedure relating to an implementing bill shall be decided without debate.
- (d) Consideration by the Other House.—

1	(1) In general.—If, before passing an imple-
2	menting bill, one House receives from the other
3	House an implementing bill consisting solely of the
4	text of the implementing bill approved by the Fiscal
5	Commission—
6	(A) the implementing bill of the other
7	House shall not be referred to a committee; and
8	(B) the procedure in the receiving House
9	shall be the same as if no implementing bill had
10	been received from the other House until the
11	vote on passage, when the implementing bill re-
12	ceived from the other House shall supplant the
13	implementing bill of the receiving House.
14	(2) REVENUE MEASURES.—This subsection
15	shall not apply to the House of Representatives if an
16	implementing bill received from the Senate is a rev-
17	enue measure.
18	(3) No implementing bill in the senate.—
19	If an implementing bill is not introduced in the Sen-
20	ate or the Senate fails to consider an implementing
21	bill under this section, the implementing bill of the
22	House of Representatives shall be entitled to expe-
23	dited floor procedures under this section.
24	(4) Treatment of companion measure in
25	THE SENATE.—If, following passage of an imple-

1	menting bill in the Senate, the Senate then receives
2	from the House of Representatives an implementing
3	bill consisting of the same text as the Senate-passed
4	implementing bill, the House-passed implementing
5	bill shall not be debatable. The vote on passage of
6	the implementing bill in the Senate shall be consid-
7	ered to be the vote on passage of the implementing
8	bill received from the House of Representatives.
9	(e) Vetoes.—If the President vetoes an imple-
10	menting bill, consideration of a veto message in the Senate
11	shall be 10 hours equally divided between the majority and
12	minority leaders of the Senate or the designees of the ma-
13	jority and minority leaders of the Senate.
14	(f) Constructive Resubmission.—
15	(1) In general.—In addition to the expedited
16	procedures otherwise provided under this section, in
17	the case of any implementing bill submitted under
18	section $3(c)(2)(D)$ during the period beginning on
19	the date occurring—
20	(A) in the case of the Senate, 30 session
21	days; or
22	(B) in the case of the House of Represent-
23	atives, 30 legislative days,
24	before the date the Congress adjourns a session of
25	Congress and ending on the date on which the same

1 or succeeding Congress first convenes its next ses-2 sion, the expedited procedures under this section 3 shall apply to such implementing bill in the suc-4 ceeding session of Congress. 5 (2) APPLICATION.—In applying this section for 6 the purposes of constructive resubmission, an imple-7 menting bill described under paragraph (1) shall be 8 treated as though such implementing bill were sub-9 mitted by the Fiscal Commission on— 10 (A) in the case of the Senate, the 15th ses-11 sion day; or 12 (B) in the case of the House of Represent-13 atives, the 15th legislative day, 14 after the succeeding session of Congress first con-15 venes. 16 (3) Limitation.—The constructive resubmis-17 sion under this subsection shall not apply if a vote 18 with respect to the implementing bill was taken in 19 either House in a preceding session of Congress. 20 SEC. 5. FUNDING. 21 Funding for the Fiscal Commission shall be derived 22 from the contingent fund of the Senate from the appropriations account "Miscellaneous Items", subject to the rules and regulations of the Senate.

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2	The provisions of section 4 are enacted by Con-
3	gress—
4	(1) as an exercise of the rulemaking power of
5	the Senate and the House of Representatives, re-
6	spectively, and, as such, the provisions—
7	(A) shall be considered as part of the rules
8	of each House, respectively, or of that House to
9	which they specifically apply; and
10	(B) shall supersede other rules only to the
11	extent that they are inconsistent therewith; and
12	(2) with full recognition of the constitutional
13	right of either House to change such rules (so far
14	as relating to such House) at any time, in the same
15	manner, and to the same extent as in the case of
16	any other rule of such House.