



MEMORANDUM

January 10, 2023

Subject: The World Trade Center Health Program (WTCHP): Background, Selected Program Statistics, Funding History, and Section-by-Section Summary of Current Law

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This memorandum was prepared to enable distribution to more than one congressional office.

This memorandum provides information about the World Trade Center Health Program (WTCHP), administered by the National Institute for Occupational Safety and Health (NIOSH) of the Centers for Disease Control and Prevention (CDC), an agency of the Department of Health and Human Services (HHS). Specifically, this memorandum presents background information, selected program statistics, and a funding history. A section-by-section summary of current law is presented in the **Appendix**. All references to “the Secretary” in this memorandum refer to the Secretary of HHS. Please contact me if you have any questions.

Background

Original Program

The September 11, 2001, terrorist attacks claimed nearly 3,000 lives that day, at the World Trade Center (WTC) in New York City (NYC), the Pentagon, and a field in Shanksville, Pennsylvania. Rescue, recovery, and clean-up operations took more than a year and involved thousands of workers.

Eleven days after the attacks, Congress established the September 11th Victim Compensation Fund (VCF, P.L. 107-42, Title IV) to compensate families of those who died in the attacks, and survivors who suffered disabling injury during or in the immediate aftermath of the attacks.

Over time it became apparent that some people who worked at the WTC site, or who lived or worked near it, had become ill, possibly as a result of exposure to toxins and other hazards in the aftermath of the attack.¹ Congress provided appropriations to furnish health care services for rescue, recovery, and cleanup workers and others, through a program called the World Trade Center Medical Monitoring and Treatment Program (MMTP), administered by the National Institute for Occupational Safety and Health (NIOSH) of the Centers for Disease Control and Prevention (CDC). The MMTP was not explicitly authorized, but received discretionary appropriations to pay for medical screening, monitoring, and treatment services for eligible paid workers and volunteers who were involved in the rescue, recovery, and cleanup activities following the attack (referred to as “responders”), and more limited services for some residents and others in the vicinity of the WTC during and after the attack (referred to as “community members”). Services were furnished through a limited network of providers. From FY2001 through FY2010, approximately \$475 million in federal funds was made available for screening, monitoring, and treating WTC responders and community members for illnesses and conditions related to the WTC disaster.²

Figure 1. New York City Firefighters at WTC Site
September 14, 2001



Source: Federal Emergency Management Agency (FEMA) Multimedia Library, <http://www.fema.gov/media-library>.

¹ See for example, SM Levin, R Herbert, JM Moline, et al., “Physical Health Status of World Trade Center Rescue and Recovery Workers and Volunteers—New York City, July 2002–August 2004,” *Morbidity and Mortality Weekly Report*, vol. 53, no.35, pp. 807-812, September 10, 2004, <https://www.cdc.gov/mmwr/preview/mmwrhtml/mm5335a1.htm>.

² Calculated by CRS from information provided by the Centers for Disease Control and Prevention (CDC), Washington Office. Additional information on the WTC MMTP can be found in U.S. Government Accountability Office, *World Trade Center Health Program: Potential Effects of Implementation Options*, GAO-11-735R, August 4, 2011, <https://www.gao.gov/products/GAO-11-735R>.

Legislation

The James Zadroga 9/11 Health and Compensation Act (P.L. 111-347)

In January, 2011, Congress passed the James Zadroga 9/11 Health and Compensation Act (the “Zadroga Act,” P.L. 111-347). It replaced the MMTP with the World Trade Center Health Program (WTCHP), establishing it in a new Title XXXIII of the Public Health Service Act (PHSA). Through a mandatory funding mechanism—the WTCHP Fund—the WTCHP pays for health services for responders to any of the three crash sites, as well as for residents and others in the vicinity of the WTC site (called “survivors” in the Act), for health conditions related to exposures from the attacks and the response. The Zadroga Act also reopened the VCF to provide compensation for lost wages, other economic losses, and non-economic losses experienced by these responders and survivors.

The James Zadroga 9/11 Health and Compensation Reauthorization Act (Title III, P.L. 114-113)

Congress reauthorized the WTCHP in December, 2015, in P.L. 114-113, Title III, the James Zadroga 9/11 Health and Compensation Reauthorization Act (“the Zadroga Reauthorization Act”), extending the program’s authority through FY2090. Title IV of the Zadroga Reauthorization Act also reauthorized the VCF through FY2020. In addition, it exempted the WTCHP and VCF Funds from sequestration under the Balanced Budget and Emergency Deficit Control Act of 1985. This is discussed in the section of this memorandum titled “Funding History”.

Consolidated Appropriations Act, 2023 (Division FF, Title VII, P.L. 117-328)

In P.L. 117-328, Division FF, Title VII, section 7701, Congress established the World Trade Center Health Program Supplemental Fund, appropriating \$1 billion to the Fund for FY2023 to remain available through FY2032. This title, in section 7702, also expands the type of research conducted regarding certain health conditions related to the September 11 terrorist attack to include individuals who were exposed in a geographic area related to the attacks in a manner similar to WTC responders and survivors covered by the WTCHP (see PHSA Title XXXIII section 3311(a)(2) and 3321(a)(1)(B)). Further, section 7702 established a requirement to research the health and educational impacts of exposure to hazardous or adverse conditions resulting from the attacks on individuals who were exposed in their youth (21 years of age or younger).

Major Provisions

The WTCHP consists of the following major provisions:

- Medical services for responders and survivors, including (1) periodic medical monitoring for responders; (2) initial health evaluation for survivors and medical monitoring if indicated; and (3) medically necessary treatment for WTC-related health conditions, including mental health conditions, for responders and survivors.
 - Caps on new enrollments (responders and survivors) after enactment, and “grandfathering” of enrollees in the original MMTP.
 - A network of Clinical Centers of Excellence and Data Centers to provide medical services, develop treatment protocols, and conduct research (among other activities), and a nationwide program of providers for responders and survivors who live outside the NYC area.
 - A Scientific/Technical Advisory Committee, data analysis, research, outreach to eligible individuals, quality assurance, continued support for the WTC Health Registry (a roster of people exposed to the WTC site), and other specified activities.
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- Lists of health conditions (one for responders and one for survivors, with most conditions in common) that may be presumed to be related to exposures after the attacks (depending on individual circumstances), and procedures for the WTC Program Administrator to list new conditions by regulation. (This is discussed further in the next section.)
- Payment for medical services provided to enrollees, less any payments available from workers' compensation, private health insurance, Medicaid, and the Children's Health Insurance Program (CHIP). The WTCHP assumes all applicable costs for Medicare beneficiaries. As of 2014, all enrollees must have health insurance coverage pursuant to the Patient Protection and Affordable Care Act (P.L. 111-148, as amended).
- Mandatory funding, with annual federal spending caps. Caps for FY2016 through FY2025 are in amounts specified in law and caps for FYs 2026 through FY2090 are based on the prior FY's cap increased to account for growth in the cost of living, from FY2016 through FY2025, with federal spending caps increasing based on cost of living through FY2030, and a 10% matching requirement for NYC. If spending caps are not met, unexpended funds may be carried forward.
- Administration of most program functions by the Director of NIOSH, called the WTCHP Administrator, or "Administrator." The HHS Centers for Medicare & Medicaid Services (CMS) disburses payments to providers.³

Covered Health Conditions

Current law and regulations⁴ for the WTCHP require that certain criteria be met to authorize federal payment for health monitoring, diagnosis, and treatment services. In general, these criteria are as follows:

1. A determination that an individual is eligible for the program, based on presence and/or activities at specified times, in specified places (referred to as *enrollment*);
2. For diagnosis and treatment, a determination that a given health condition is, in general, considered to be caused by or related to exposure resulting from the September 11th terrorist attacks (i.e., WTC-related). The law includes a list of presumed conditions, to which additions have been made by regulation;
3. A determination that the WTC-related health condition is likely to be caused by or related to exposure resulting from the September 11th terrorist attacks *in that eligible individual*. (At this point, the enrolled individual is *certified* to receive health services for the determined condition(s)); and
4. A determination that the diagnostic and/or treatment services that are proposed are medically necessary for that individual with that condition.

Congress has taken a particular interest in the lists of health conditions that may be presumed to be caused by or related to exposures resulting from the September 11th terrorist attacks, called *WTC-related health conditions*. Initial lists of these conditions were provided in statute in the Zadroga Act. The list for responders, in PHSA Section 3312 (42 U.S.C. 300mm-22(a)(3)), included specified conditions in three categories:

1. *Aerodigestive disorders*, including sinusitis, gastroesophageal reflux disease (GERD), and chronic obstructive pulmonary disease (COPD).

³ This process is described in "Claims Processing and Billing," *World Trade Center Health Program Administrative Manual*, Ch. 5, August, 2014, <https://www.cdc.gov/wtc/ppm.html#claims>.

⁴ 42 CFR Part 88, <https://www.govinfo.gov/content/pkg/CFR-2018-title42-vol1/xml/CFR-2018-title42-vol1-part88.xml>.

2. *Mental health disorders*, including post-traumatic stress disorder (PTSD), depression, and anxiety disorder.
3. *Musculoskeletal disorders*, including carpal tunnel syndrome (CTS) and low back pain.

The list for survivors, in PHS Section 3322 (42 U.S.C. 300mm-32(b)), included the same aerodigestive and mental health conditions as the responder list, but not the category for musculoskeletal disorders. The initial lists were drawn from working lists of conditions for which payment was provided under the predecessor MMTP.

The Zadroga Act did not include any forms of cancer on either list, but directed the Administrator to monitor the development of cancers among program registrants and periodically consider the addition of one or more types of cancer to the lists, based on a possible causal relationship with WTC exposures. In September, 2012, NIOSH finalized a rule to add a number of types of cancer to the lists, specifying the method used to make the determinations.⁵ The Administrator noted that the strongest evidence for associating WTC exposures with specific health effects (e.g., specific types of cancer) is epidemiological evidence of illness among the exposed WTC responders and survivors. However, he stated:

Due to the long latency period between exposure and cancer diagnosis for most types of cancer, many epidemiological studies of cancer associated with particular exposures are produced years after a given exposure event. Waiting for definitive, scientifically-unassailable epidemiologic results before adding types of cancer to the List would prevent treatment of currently-enrolled WTC responders and survivors.⁶

Several additional types of cancer and some non-cancer health conditions, such as traumatic injuries (including burns and fractures), have been added to the lists subsequently, through the required rulemaking.⁷ At this time, the list for responders includes specified aerodigestive, mental health, and musculoskeletal conditions, as well as acute traumatic injuries and a number of types of cancer. The list for survivors includes all of the conditions listed for responders except for the musculoskeletal conditions.⁸

Selected Program Statistics

NIOSH publishes WTCHP statistics quarterly on a public website.⁹ Selected statistics, all derived from that website, are presented below, beginning with program enrollment in **Table 1**.

Table 1. WTCHP Enrollment

Date	Responders: Number and % of Total				Survivors: Number and % of Total	Total Enrollees
	General	FDNY	Pentagon and Shanksville, PA	Total		
As of September 30, 2022	66,029 (55%)	17,044 (14%)	1,216 (1%)	84,289 (70%)	35,958 (30%)	120,247

Source: Prepared by CRS from CDC NIOSH, "Program Statistics," <https://www.cdc.gov/wtc/ataglance.html>.

⁵ Department of Health and Human Services, "World Trade Center Health Program; Addition of Certain Types of Cancer to the List of WTC-Related Health Conditions," 77 *Federal Register* 56138, September 12, 2012.

⁶ *Ibid.*, p. 56145.

⁷ See CDC, "World Trade Center Health Program, Regulations," <https://www.cdc.gov/wtc/regulations2.html>.

⁸ The current list is at CDC, "World Trade Center Health Program, Covered Conditions," <https://www.cdc.gov/wtc/conditions.html>.

⁹ CDC NIOSH, "Program Statistics," <https://www.cdc.gov/wtc/ataglance.html>.

Notes: The WTCHP started on July 1, 2011. At that time, 56,119 Responders were “grandfathered” from previous federal activities. On September 29, 2011, 4,745 Survivors were likewise “grandfathered.” New enrollments in both the Responder and Survivor programs are ongoing and include “grandfathered” enrollees.

In addition, as of September 30, 2022:

- 5,472 enrollees—4,180 Responders and 1,292 Survivors—had died.
- 65% of all enrollees were between 45 and 64 years of age; 6% were younger, and 29% were older. (These data do not include deceased enrollees.)
- 77% of all enrollees were male, and 23% were female. (These data do not include 4,671 deceased males and 801 deceased females.)
- Among living enrollees, the top four health condition certification categories were: (1) aerodigestive disorders; (2) cancer; (3) mental health disorders; and (4) musculoskeletal and acute traumatic injuries. Among deceased enrollees, aerodigestive disorders and cancer were the most common certification categories.¹⁰
- The top 15 certified cancers among enrollees were (1) non-melanoma of skin; (2) prostate (3) breast (female); (4) melanoma of the skin; (5) lymphoma; (6) thyroid; (7) lung/bronchus; (8) kidney; (9) leukemia; (10) colon; (11) bladder; (12) myeloma; (13) rectum; (14) oropharynx; and (15) neuroendocrine.

Funding History

Prior to enactment of the Zadroga Act in 2010, the World Trade Center Medical Management and Treatment Program was administered by NIOSH using intermittent discretionary appropriations. The Zadroga Act established the WTCHP Fund as mandatory spending.¹¹ In 2015, in the Zadroga Reauthorization Act, Congress added the WTCHP Fund and the VCF Fund to the lists of programs that are exempt from sequestration under Section 255(g) of the Balanced Budget and Emergency Deficit Control Act of 1985.¹²

WTCHP budget information is provided in the annual budget justifications of the Centers for Disease Control and Prevention (CDC), in the NIOSH section.¹³

Table 2. World Trade Center Health Program: Federal Share Spending

Nominal dollars in millions

									FY2020	FY2021	FY2022 Error! Referenc e source not found.	FY2023 Error! Referenc e source not found.
FY2011 ^a	FY2012	FY2013 ^b	FY2014 ^b	FY2015 ^b	FY2016	FY2017	FY2018	FY2019				
93.0	187.6	230.7	235.7	260.7	302.0	350.8	470.1	51636	491.4	550.5	641.5	709.8

Source: Prepared by CRS using CDC congressional budget justifications, <https://www.cdc.gov/budget/index.html>. Amounts are based on trend analysis and are the best estimates at the time of publication, but are subject to change. Amounts may exceed funding amounts in statute due to carry over from previous years.

¹⁰ Individual program members may have certifications in more than one disease category.

¹¹ Public Health Service Act, Sec. 3351, as summarized in the Appendix.

¹² Sec. 403 of P.L. 114-113, 129 Stat. 3007, December 18, 2015. For more information, see “Impact of Budget Caps and Sequestration” in CRS Report R44916, *Public Health Service Agencies: Overview and Funding (FY2016-FY2018)*.

¹³ CDC Justifications of Estimates for Congressional Committees are available at <https://www.cdc.gov/budget/congressional-justification.html>.

- a. Amount comprises \$71.0 million in mandatory funding, and \$22.0 million in budget authority. FY2011 is the last fiscal year for which WTC health activities used annual appropriated funds.
 - b. Amount reflects sequestration of mandatory funds. WTCHP funds for FY2016 and subsequent years were exempted from sequestration by the Zadroga Reauthorization Act.
 - c. FY2022 Annualized Continuing Resolution; FY2023 President's Budget.
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Appendix. Current WTCHP Authority: Section-by-Section Summary

Public Health Service Act (PHSA) Sec. 3301

This section [42 USC 300mm] establishes the World Trade Center Health Program (WTCHP) within HHS to provide: (1) medical monitoring and treatment benefits to eligible emergency responders and recovery and clean-up workers (including federal employees) who responded to the terrorist attacks on September 11, 2001 (9/11); and (2) initial health evaluation, monitoring, and treatment benefits to eligible residents and other building occupants and area workers in New York City (NYC) who were directly affected by such attacks. WTCHP components include:

- Medical monitoring, without cost-sharing, for responders (PHSA Sec. 3311);
- Initial health evaluation, without cost-sharing, for survivors (generally non-responders or members of the community, PHSA Sec. 3321);
- Follow-up monitoring and treatment, without cost-sharing, and payment for responders and survivors with a WTC-related health condition (PHSA Secs. 3312, 3322, and 3323);
- Outreach to potentially eligible individuals concerning benefits to which they are entitled (PHSA Sec. 3303);
- Clinical data collection and analysis (PHSA Secs. 3304 and 3342); and
- Research on WTC-related health conditions (PHSA Secs. 3341 and 3342).

The HHS Inspector General must implement fraud prevention measures and track administrative costs for the WTCHP. The WTCHP is considered a federal health care program and a health plan for the purposes of applying Secs. 1128 through 1128E of the Social Security Act (which exclude certain persons, such as convicted criminals, from the program, and addresses fraud, waste, and abuse).

The WTCHP Program Administrator (the Administrator) must work with Clinical Centers of Excellence to establish a quality assurance program for medical monitoring and treatment services provided by the WTCHP.

The Administrator must annually, not more than six months after the end of each fiscal year in which the WTCHP is in operation, report to Congress on program operations, including specified types of information regarding numbers of eligible program participants, WTC-related health conditions, health services provided, administrative costs, and other matters.

The Secretary must promptly notify Congress if the number of enrollments of eligible WTC responders or the number of certifications for certified-eligible WTC survivors reaches 80% of the limits for either group, as established under PHSA Secs. 3311 or 3321, respectively.

The Administrator must engage in ongoing outreach efforts regarding program implementation and improvements with relevant stakeholders, including the WTCHP Steering Committees and the Advisory Committee established under PHSA Sec. 3302.

Government Accountability Office (GAO) reports on specified WTCHP topics are required in FY2022 and every five years thereafter through FY2042. (An earlier required report was published in 2017.¹⁴)

¹⁴ U.S. Government Accountability Office, *World Trade Center Health Program: Improved Oversight Needed to Ensure Clinics Fully Address Mandated Quality Assurance Elements*, GAO-17-676, August 10, 2017, <https://www.gao.gov/assets/690/687348.pdf>.

The Administrator may promulgate such regulations as necessary to administer this title.

The WTCHP shall terminate on October 1, 2090.

PHSA Sec. 3302

This section [42 USC 300mm–1] requires the Administrator to establish the WTCHP Scientific/Technical Advisory Committee (the Advisory Committee), subject to the Federal Advisory Committee Act, to review scientific and medical evidence and make recommendations to the Administrator on additional WTCHP eligibility criteria and additional WTC-related health conditions. This section also establishes committee membership, and requirements for meetings and public reporting. The Advisory Committee shall continue in operation during the period in which the WTCHP is in operation.

The Administrator also is required to establish and consult with two WTCHP steering committees—the WTC Responders Steering Committee and the WTC Survivors Steering Committee—to facilitate the coordination of initial health evaluation, medical monitoring, and treatment programs for eligible WTC responders and survivors. For each committee, requirements and procedures are established for membership, and management of vacancies.

PHSA Sec. 3303

This section [42 USC 300mm–2] requires the Administrator to establish a program to provide education and outreach regarding services available under the WTCHP. The program shall include the development of a public website and phone information services, meetings with potentially eligible populations, and outreach materials. The education and outreach program must be conducted in a manner intended to reach all affected populations and include materials for culturally and linguistically diverse populations.

PHSA Sec. 3304

This section [42 USC 300mm–3] requires the Administrator to provide for the collection, analysis, and reporting of data (including claims data) on the prevalence of WTC-related health conditions and the identification of new WTC-related health conditions. Data must be collected for all persons receiving monitoring or treatment services regardless of residence or the location at which services are provided. Clinical Centers of Excellence must collect and report such data to the corresponding Data Center. The Administrator must provide for collaboration between the Data Centers and the WTC Health Registry described in PHSA Sec. 3342. Data collection and analysis must comply with applicable privacy laws and regulations, including those established in the Health Insurance Portability and Accountability Act (HIPAA).

PHSA Sec. 3305

This section [42 USC 300mm–4] requires the Administrator to contract with Clinical Centers of Excellence and Data Centers. Specific Clinical Centers of Excellence and Data Centers are termed corresponding if they serve the same population. Contracts with Clinical Centers of Excellence and Data Centers may be specific with respect to one or more classes of enrolled WTC responders, screening-eligible WTC survivors, or certified-eligible WTC survivors.

Clinical Centers of Excellence shall provide: monitoring, initial health evaluation, and treatment benefits; outreach activities and benefits counseling to eligible individuals; translational and interpretive services for eligible individuals, if needed; and collection and reporting of data (including claims data) pursuant to PHSA Sec. 3304. This section also specifies requirements the Clinical Centers of Excellence must meet, including requirements for contracts awarded by the Administrator.

The Administrator must, to the maximum extent feasible, ensure continuity of care during transitions between services provided through a Clinical Center of Excellence and through the nationwide network.

Clinical Centers of Excellence shall be reimbursed by the Administrator for fixed infrastructure costs at negotiated rates. Such costs are defined as costs incurred by the Center that are not reimbursable as health care services under PHSA Sec. 3312(c) for patient evaluation, monitoring, or treatment. Such costs include those for outreach or recruiting of participants, data collection and analysis, social services for counseling patients about assistance outside the WTCHP, and the development of treatment protocols. Infrastructure costs do not include costs for new construction or other capital costs.

Data Centers shall provide: data analysis and reporting to the Administrator; development of initial health evaluation, medical monitoring, and treatment protocols for WTC-related conditions; coordination of outreach activities; criteria for the credentialing of providers in the nationwide clinical network established under PHSA Sec. 3313; coordination and administration of the activities of the steering committees; and meeting periodically with the corresponding Clinical Centers of Excellence to obtain input on the analysis and reporting of data and the development of monitoring and treatment protocols.

Credentialed medical providers in the national clinical network shall be selected by the Administrator based on their expertise diagnosing or treating medical conditions included in the list of identified WTC-related health conditions for responders and identified conditions for survivors.

In developing evaluation, monitoring, and treatment protocols, Data Centers shall engage in discussions across the program to guide treatment approaches for individuals with WTC-related health and mental health conditions. Data Centers also must make any data collected and reported available to health researchers and others as per the CDC/ATSDR Policy on Releasing and Sharing Data.

PHSA Sec. 3306

This section [42 USC 300mm–5] provides definitions. Among them:

The term “NYC disaster area” is defined as the area within NYC that is in Manhattan south of Houston St.; and any block in Brooklyn that is wholly or partially contained within a 1.5-mile radius of the former WTC site.

The term “WTC Program Administrator” is defined as follows:

- an HHS official designated by the Secretary for the purposes of enrollment of WTC responders; the payment for initial health evaluation, monitoring, and treatment; the determination or certification of screening-eligible or certified-eligible WTC responders; and the payor provisions of Part 3 of Subtitle B. However, the Secretary may not designate the Director of the National Institute for Occupational Safety and Health (NIOSH) or a designee of such director for the purposes of payment for initial health evaluation, monitoring, and treatment; and
- the Director of NIOSH or a designee of such director for the purposes of all other provisions of Title I.

The term “September 11, 2001 terrorist attacks” is defined as the terrorist attacks that occurred on September 11, 2001 in NYC; Shanksville, Pennsylvania; and the Pentagon, and the aftermath of such attacks.

PHSA Sec. 3311

This section [42 USC 300mm–21] defines eligibility criteria for WTC responders, provides an application and certification process, sets limits on the number of eligible participants, and describes available monitoring benefits.

No person on a terrorist watch list maintained by the Department of Homeland Security (DHS) may qualify as a WTC responder.

A currently identified responder is an individual who has been identified as eligible for medical monitoring under the arrangements between NIOSH and the consortium coordinated by Mt. Sinai hospital, or between NIOSH and the Fire Department of New York City (FDNY).

The section establishes eligibility criteria for WTC responders, generally based on specified time ranges and specified locations, for the following groups:

- FDNY personnel, and, under specified conditions, their surviving immediate family members;
- Law enforcement, rescue, recovery, and clean-up workers; and
- Responders to the Pentagon and Shanksville, Pennsylvania aircraft crash sites.

The section also establishes modified eligibility criteria for individuals who performed rescue, recovery, or clean-up services in the NYC disaster area in response to the September 11, 2001 attacks on the WTC, regardless of whether such services were performed by a state or federal employee or member of the National Guard; and who meets eligibility criteria established by the Administrator in consultation with the Advisory Committee. No modifications of eligibility criteria may be made after the number of certifications for eligible responders has reached 80% of the limit established in PHSA Sec. 3311(a)(4) or after the number of certifications for certified-eligible survivors has reached 80% of the limit established in PHSA Sec. 3321(a)(3).

The Administrator shall establish an application process for new enrollments of WTC responders. There will be no fee for this application; a decision on each application shall be made within 60 days of the date it was filed; and persons denied will have the right to appeal in a manner established by the Administrator.

There is a numerical limit of 25,000 enrolled WTC responders at any one time, of which no more than 2,500 may be certified based on modified eligibility criteria. (This limit excludes responders enrolled as of enactment.) The Administrator must limit certifications to ensure sufficient funds are available to provide treatment and monitoring for all enrolled individuals; and must provide priority in certifications based on the order in which a person applies.

Monitoring benefits (which are available to eligible responders, but not to family members) are defined as initial health evaluation, clinical examinations, and long-term health monitoring and analysis, to be provided by the FDNY, the appropriate Clinical Center of Excellence, or other providers designated under PHSA Sec. 3313 for eligible individuals outside New York.

PHSA Sec. 3312

This section [42 USC 300mm–22] provides procedures to determine (1) whether an eligible individual has a WTC-related health condition, (2) whether the condition is WTC-related for that individual, and (3) whether proposed treatments are medically necessary.

This section defines WTC-related health conditions for which eligible responders may receive treatment, and how such determinations are to be made. These include conditions (including mental health conditions) that are substantially likely to have resulted or been aggravated from exposure to airborne toxins or other hazards arising from the 2001 terrorist attacks, including the conditions listed in PHSA

Sec. 3312(a)(3). Eligible responders may receive treatment benefits for these conditions. Immediate family members of firefighters killed as a result of the attacks may only receive treatment benefits for mental health conditions.

This section also describes the process to determine whether the 2001 terrorist attacks were substantially likely to have aggravated, contributed to, or caused an illness or health condition in an individual.

The Administrator shall periodically determine if types of cancer should be included on the list of WTC-related conditions, based on review of published evidence. Additions to the list must be made by regulation. If it is determined that a type of cancer should not be added to the list, the Administrator shall publish an explanation in the *Federal Register*.

This section specifies procedures for rulemaking to add, or decline to add, a condition to the list of WTC-related conditions, including consultation with the Advisory Committee, response to petitions from interested parties, use of independent peer review of evidence, publication in the *Federal Register*, and pertinent deadlines. This section also specifies procedures for the Administrator to certify that an individual has a WTC-related health condition, or is otherwise eligible for benefits due to a health condition not on the list of WTC-related health conditions; or to provide a basis for denial of such certification and a means for appeal.

The Administrator shall determine whether a specific treatment for a WTC-related health condition is medically necessary, in accordance with regulations he or she establishes. Payment shall be withheld if the Administrator determines that a treatment is not medically necessary. The determination that a treatment or service is not medically necessary may be appealed through a process established by regulation. This section describes the types of health services that may be covered, including limited travel and transportation costs.

This section establishes processes to set the costs for reimbursement of health benefits. In general, except for pharmaceuticals, the Administrator shall reimburse costs for medically necessary treatment for WTC-related health conditions according to the payment rates that would apply under the Federal Employees Compensation Act (FECA). The Administrator shall establish a program to pay for medically necessary outpatient prescription pharmaceuticals prescribed for WTC-related conditions through a specified competitive bidding process to award contracts to outside vendors. The Administrator may modify the amounts and methods for making payments for initial health evaluations, treatment, and monitoring if, taking into account utilization and quality data from the Clinical Centers, he or she determines that bundling, capitation, pay for performance, or other payment methodologies would better ensure high-quality and efficient delivery of services.

The Data Centers shall develop medical treatment protocols for the treatment of WTC-related health conditions, and the Administrator shall review and approve the treatment protocols.

PHSA Sec. 3313

This section [42 USC 300mm–23] requires the Administrator to establish a nationwide network of health providers to provide benefits to persons outside of the New York metropolitan area. To be included in this network, a provider must meet the criteria for credentialing established by the Data Centers, follow medical protocols established under PHSA Sec. 3305(a)(2)(A)(ii), collect and report data in accordance with PHSA Sec. 3304, and meet fraud and other requirements established by the Administrator. The Administrator may provide training and technical assistance to nationwide network providers.

The Administrator may enter into an agreement with the Department of Veterans Affairs (VA) to provide services through VA facilities.

PHSA Sec. 3321

This section [42 USC 300mm–31] defines eligibility criteria for eligible WTC survivors (generally non-responders or members of the community), provides an application and certification process, sets limits on the number of eligible participants, and describes available monitoring benefits.

No person on a terrorist watch list maintained by DHS may qualify as an eligible WTC survivor.

The section establishes eligibility criteria for WTC survivors, generally based on specified time ranges and specified locations.

No modifications of eligibility criteria may be made after the number of certifications for eligible survivors has reached 80% of the limit established in PHSA Sec. 3321(a)(3) (noted below), or after the number of certifications for eligible responders has reached 80% of the limit established in PHSA Sec. 3311(a)(4).

The Administrator shall establish an application process for new enrollments of WTC survivors. There will be no fee for this application; a decision on each application shall be made within 60 days of the date it was filed; and persons denied will have the right to appeal in a manner established by the Administrator.

There is a numerical limit of 25,000 certified-eligible WTC survivors. (This limit excludes survivors enrolled as of enactment.) The Administrator must limit certifications to ensure sufficient funds are available to provide treatment and monitoring for all enrolled individuals, and must prioritize certifications based on the order in which a person applies.

PHSA Sec. 3322

This section [42 USC 300mm–32] states that the provisions of PHSA Secs. 3311 and 3312 shall apply to monitoring and treatment of WTC-related health conditions for certified-eligible WTC survivors in the same manner as such provisions apply to WTC responders.

The list of WTC-related health conditions for survivors is the same as the list of WTC-related health conditions for responders provided in PHSA Sec 3312, except that musculoskeletal conditions are not included on the list for survivors. Conditions, including cancer, that are added to the list of WTC-related health conditions for responders are also added to the list of WTC-related health conditions for survivors.

PHSA Sec. 3323

This section [42 USC 300mm–33] establishes that treatment services shall be provided to individuals who are not certified as WTC responders or survivors if any such individual is diagnosed at a Clinical Center of Excellence with an identified WTC-related condition for WTC survivors. The Administrator shall limit the total amount of benefits provided to such individuals in a given fiscal year so that program payments for that year do not exceed \$5 million for the last calendar quarter of FY2011; \$20 million for FY2012; and, for subsequent fiscal years, the previous fiscal year's amount increased by the annual percentage increase in the medical care component of the Consumer Price Index for all urban consumers.

PHSA Sec. 3331

This section [42 USC 300mm–41] provides that all costs of covered initial health evaluation, medical monitoring, and treatment benefits for eligible individuals shall be paid from the WTCHP Fund, except for any costs that are paid by a workers' compensation program or health insurance plan.

Payment for treatment of a WTC-related health condition that is work-related (as defined) shall be reduced or recouped by any amounts paid under a workers' compensation law or plan for such treatment. This provision does not apply to any workers' compensation or similar plan in which NYC is required to

make payments if, in accordance with the terms of the contract specified in PHSA Sec. 3331(d), NYC has made full payment required for that quarter.

For eligible beneficiaries who have health insurance coverage and have been diagnosed with a WTC-related condition that is not work-related, the WTC Program shall be a secondary payor of all uninsured costs (such as co-pays and deductibles) related to services covered by the WTC program, according to the authority used when Medicare is a secondary payor. This provision does not require an entity that provides monitoring and treatment under this title to seek reimbursement from a health plan with which it does not have a contract for reimbursement.

No payment for monitoring or treatment may be made for any individual for any month, beginning with July 2014, in which he or she does not have the applicable minimum essential health coverage required under Sec. 5000A(a) of the Internal Revenue Code, as established by the Patient Protection and Affordable Care Act (ACA, P.L. 111-148, as amended).

There is a required contribution (“match”) by NYC (Sec. 3331(d)). No funds may be disbursed from the WTCHP Fund under PHSA Sec. 3351 unless NYC has entered into a contract with the Administrator to pay the full contribution on a timely basis. The full contribution amount for each calendar quarter of FY2016 and of each subsequent FY through FY2090 shall be equal to 10% of the expenditures in carrying out the WTCHP for the respective quarter. The NYC contribution may not be satisfied through any amount derived from federal sources, any amount paid before enactment, or any amount paid to satisfy a judgment as part of a settlement related to injuries or illnesses arising out of the September 11, 2001 attacks on the WTC. Payment deadlines and procedures for recovery of unpaid amounts are specified.

PHSA Sec. 3332

This section [42 USC 300mm–42] authorizes the Administrator to enter into arrangements with other government agencies, insurance companies, or other third-party administrators to provide for timely and accurate processing of claims.

PHSA Sec. 3341

This section [42 USC 300mm–51] requires the Administrator, in consultation with the Advisory Committee, to conduct or support research on conditions that may be related to the WTC terrorist attacks; diagnoses of WTC-related health conditions for which there has been diagnostic uncertainty; and treatment of WTC-related health conditions for which there has been treatment uncertainty.

The research on conditions that may be related to the September 11, 2001 terrorist attacks on the WTC must include epidemiologic or other research studies on WTC-related health conditions or emerging conditions among enrolled WTC responders and certified-eligible WTC survivors under treatment and among individuals who were exposed within a geographic area related to the September 11, 2001 attacks, as specified. Control groups must be used. This research must have privacy and human subject protections at least as strong as those applicable to research conducted or funded by HHS.

Further, this section requires the Administrator to establish a research cohort to conduct studies on the health and educational impacts of exposure to hazardous or adverse conditions resulting from the attacks, including among individuals who were aged 21 years or younger at the time of exposure.

PHSA Sec. 3342

[42 USC 300mm–52], the World Trade Center Health Registry, requires the Administrator to ensure the operation of a registry of victims of the WTC attacks that is at least as comprehensive as the World Trade

Center Health Registry in effect as of January 1, 2015 with the NYC Department of Health and Mental Hygiene (DHMH).

PHSA Sec. 3351

This section [42 USC 300mm–61] establishes a WTCHP Fund (the Fund) and deposits into the Fund from the Treasury for each of fiscal years 2016 through 2090 the following amounts for the federal share—

- \$330.00 million for FY2016;
- \$345.61 million for FY2017;
- \$380.00 million for FY2018;
- \$440.00 million for FY2019;
- \$485.00 million for FY2020;
- \$501.00 million for FY2021;
- \$518.00 million for FY2022;
- \$535.00 million for FY2023;
- \$552.00 million for FY2024;
- \$570.00 million for FY2025; and
- for each subsequent fiscal year through FY2090, the amount for the previous FY increased by the percentage increase in the Consumer Price Index for all Urban Consumers (all items, United States city average, hereinafter CPI-U), as estimated by the Secretary for the 12-month period ending with March of the previous year;

—plus the NYC share, consisting of the amount contributed under the contract under section 3331(d). No funds may be disbursed from the Fund unless NYC has entered into contract with the Administrator to pay its contribution. If NYC fails to pay its full contribution, the amount not paid is recoverable by the federal government. Such failure shall not affect the disbursement of amounts from the Fund, and the federal share shall not be increased by the amount not paid by NYC.

All amounts deposited into the Fund remain available until expended.

Amounts in the Fund are available, without further appropriation, to carry out the following activities:

- Monitoring and treatment for WTC responders and survivors (PHSA Title XXXIII, Subtitle B);
 - Quality assurance for monitoring and treatment delivered by the Centers of Excellence and other participating health care providers (PHSA Sec. 3301(e));
 - The WTCHP annual report (PHSA Sec. 3301(f));
 - The Advisory Committee (PHSA Sec. 3302(a));
 - The WTCHP steering committees (PHSA Sec. 3302(b));
 - Education and outreach (PHSA Sec. 3303);
 - Uniform data collection and analysis (PHSA Sec. 3304);
 - Contracts with the Clinical Centers of Excellence (PHSA Sec. 3305(a)(1)).
 - Contracts with Data Centers (PHSA 3305(a)(2));
 - Research regarding WTC-related health conditions (PHSA Sec. 3341); and
 - The WTC Health Registry (PHS Sec. 3342).
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There is no federal obligation for payment of amounts in excess of amounts available from the Fund for such purpose and no authorization for appropriation of amounts in excess of amounts available from the Fund.

There are specified spending limits for certain activities. With the exception of Education and Outreach, these limits are adjusted for inflation for each fiscal year, based on specified starting amounts; the amount for the prior fiscal year is increased by the percentage increase in CPI-U as estimated by the Secretary for the 12-month period ending with March of the previous year. The specified activities and their spending limits are as follows:

- Services to FDNY family members, the inflation-adjusted amount that began with \$400,000 for FY2012;
- The Advisory Committee, the inflation-adjusted amount that began with \$200,000 for FY2016;
- Education and Outreach, \$750,000 for FY2016 and each subsequent fiscal year, without adjustment;
- Uniform Data Collection, the inflation-adjusted amount that began with \$15 million for FY2017;
- Research regarding WTC-related health conditions, the inflation-adjusted amount that began with \$15 million for FY2012; and

The WTC Health Registry, the inflation-adjusted amount that began with \$7 million for FY2012.

PHSA Sec. 3352

This section establishes a World Trade Center Health Program Supplemental Fund (the Supplemental Fund), and deposits into the Supplemental Fund \$1 billion in funds from the Treasury for fiscal year 2023 to remain available through fiscal year 2032.

Funds are available, without further appropriation and without regard to any spending limitation under section 3351(c), for carrying out any provision of this title.

Any funds remaining in the Supplemental Fund on September 30, 2032 will be deposited into the Treasury as miscellaneous receipts.