

DISPOSITION OF UNCLAIMED MONEY AND CLOTHING
RECOVERED AT AIRPORT SECURITY CHECKPOINTS

MAY 8, 2012.—Committed to the Committee of the Whole House on the State of the
Union and ordered to be printed

Mr. KING of New York, from the Committee on Homeland Security,
submitted the following

R E P O R T

together with

ADDITIONAL VIEWS

[To accompany H.R. 2179]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security, to whom was referred the bill (H.R. 2179) to amend title 49, United States Code, to direct the Assistant Secretary of Homeland Security (Transportation Security Administration) to transfer unclaimed money recovered at airport security checkpoints to United Service Organizations, Incorporated, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

CONTENTS

	Page
Purpose and Summary	2
Background and Need for Legislation	2
Hearings	3
Committee Consideration	3
Committee Votes	3
Committee Oversight Findings	3
New Budget Authority, Entitlement Authority, and Tax Expenditures	4
Congressional Budget Office Estimate	4
Statement of General Performance Goals and Objectives	6
Congressional Earmarks, Limited Tax Benefits, and Limited Tariff Benefits ...	6
Federal Mandates Statement	6
Preemption Clarification	6
Advisory Committee Statement	6

Applicability to Legislative Branch	6
Section-by-Section Analysis of the Legislation	7
Changes in Existing Law Made by the Bill, as Reported	7
Additional Views	10

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. DISPOSITION OF UNCLAIMED MONEY AND CLOTHING RECOVERED AT AIRPORT SECURITY CHECKPOINTS.

(a) IN GENERAL.—Section 44945 of title 49, United States Code, is amended to read as follows:

“§ 44945. Disposition of unclaimed money and clothing

“(a) UNCLAIMED MONEY.—Notwithstanding section 3302 of title 31, unclaimed money recovered at any airport security checkpoint shall be annually transferred, without further appropriation, by the Assistant Secretary of Homeland Security (Transportation Security Administration) to United Service Organizations, Incorporated, to provide funding for the activities of United Service Organizations, Incorporated, in support of USO airport centers.

“(b) UNCLAIMED CLOTHING.—

“(1) IN GENERAL.—In disposing of unclaimed clothing recovered at any airport security checkpoint, the Assistant Secretary shall make every reasonable effort, in consultation with the Secretary of Veterans Affairs, to transfer the clothing to local veterans organizations or other local charitable organizations for distribution to homeless or needy veterans and veteran families.

“(2) AGREEMENTS.—In implementing paragraph (1), the Assistant Secretary may enter into agreements with airport authorities.

“(3) OTHER CHARITABLE ARRANGEMENTS.—Nothing in this subsection shall prevent an airport or the Transportation Security Administration from donating unclaimed clothing to a charitable organization of their choosing.

“(4) LIMITATION.—Nothing in this subsection shall create a cost to the Government.

“(c) ANNUAL REPORT.—The Assistant Secretary shall submit, on an annual basis, to the Committee on Homeland Security and the Committee on Appropriations of the House of Representatives and the Committee on Commerce, Science, and Transportation and the Committee on Appropriations of the Senate a report that contains a detailed description of—

“(1) the amount of unclaimed money described in subsection (a) recovered in total and at each individual airport; and

“(2) the amount of unclaimed money described in subsection (a) transferred to United Service Organizations, Incorporated, under this section and the dates of such transfers.”.

(b) CLERICAL AMENDMENT.—The item relating to such section in the table of sections at the beginning of chapter 449 of such title is amended to read as follows: “44945. Disposition of unclaimed money and clothing.”.

(c) REPEAL.—Section 515(b) of the Department of Homeland Security Appropriations Act, 2005 (118 Stat. 1318; 49 U.S.C. 44945 note) is repealed.

PURPOSE AND SUMMARY

The purpose of H.R. 2179 is to amend title 49, United States Code, to direct the Assistant Secretary of Homeland Security (Transportation Security Administration) to transfer unclaimed money recovered at airport security checkpoints to United Service Organizations, Incorporated, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

This bill directs the Transportation Security Administration (TSA) to transfer unclaimed money recovered at airport security checkpoints to United Service Organizations, Inc. (USO) for use in support of its airport centers. The legislation will support the continued efforts of the USO by providing funds to create a welcoming and comfortable atmosphere at airports for our dedicated military personnel and their families. In addition, this bill also directs TSA

to provide clothing assistance to homeless or needy veterans with unclaimed clothing recovered at airport security checkpoints.

The Committee recognizes that TSA is currently responsible for collecting the monies left at checkpoints and that there is an expense associated with the collection and processing of those monies. The Committee encourages TSA and the USO to work out a process that works best for both entities for such collection and processing.

The requirement to transfer unclaimed monies recovered at airport checkpoints to the USO applies to existing balances of such monies. At the time of the Committee's filing of this report, the Congressional Budget Office estimates that \$1.2 million currently remains unspent at TSA from unclaimed money recovered at airport security checkpoints. The total existing balance upon the date of enactment of this Act should be transferred to the USO.

HEARINGS

No hearings were held on H.R. 2179.

COMMITTEE CONSIDERATION

The Subcommittee on Transportation Security met on March 7, 2012, to consider H.R. 2179, and ordered the measure reported to the Full Committee with a favorable recommendation, without amendment, by voice vote.

The Committee met on March 28, 2012, to consider H.R. 2179, and ordered the measure to be reported to the House with a favorable recommendation, amended, by voice vote.

The Committee adopted H.R. 2179, as amended, by voice vote.

The following amendments were offered:

An Amendment in the Nature of a Substitute was offered by Mr. Rogers (#1); was AGREED TO, by voice vote.

An amendment to the Amendment in the Nature of a Substitute offered by Ms. Hochul (#1A); was AGREED TO, by voice vote.

Page 1, line 1, insert after "Unclaimed Money" the following: "And Clothing".

Page 1, line 5, insert after "unclaimed money" the following: "and clothing".

Page 1, line 6, strike "In General.—" and insert "Unclaimed Money.—".

Page 1, after line 13, insert a new subparagraph entitled "(b) Unclaimed Clothing.

Page 1, line 14, strike "(b)" and insert "(c)".

Page 2, after line 9, insert a new subsection entitled "(b) Clerical Amendment."

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires the Committee to list the recorded votes on the motion to report legislation and amendments thereto.

No recorded votes were requested during consideration of H.R. 2179.

COMMITTEE OVERSIGHT FINDINGS

Pursuant to clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee has held oversight hearings and made findings that are reflected in this report.

NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX
EXPENDITURES

In compliance with clause 3(c)(2) of rule XIII of the Rules of the House of Representatives, the Committee finds that H.R. 2179 would result in no new or increased budget authority, entitlement authority, or tax expenditures or revenues.

CONGRESSIONAL BUDGET OFFICE ESTIMATE

The Committee adopts as its own the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, April 12, 2012.

Hon. PETER T. KING,
*Chairman, Committee on Homeland Security,
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 2179, a bill to amend title 49, United States Code, to direct the Assistant Secretary of Homeland Security (Transportation Security Administration) to transfer unclaimed money recovered at airport security checkpoints to United Service Organizations, Incorporated, and for other purposes.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Megan Carroll.

Sincerely,

DOUGLAS W. ELMENDORF.

Enclosure.

H.R. 2179—A bill to amend title 49, United States Code, to direct the Assistant Secretary of Homeland Security (Transportation Security Administration) to transfer unclaimed money recovered at airport security checkpoints to United Service Organizations, Incorporated, and for other purposes

Summary: According to the Transportation Security Administration (TSA), airline passengers have left behind roughly \$400,000 in unclaimed money at airport security checkpoints in each of the past two fiscal years. H.R. 2179 would amend current law to require TSA to transfer such unclaimed funds to a nonprofit organization that provides assistance to military personnel.

CBO estimates that enacting H.R. 2179 would increase net direct spending by about \$1 million in 2013; therefore, pay-as-you-go procedures apply. We also estimate that that near-term increase in direct spending would be fully offset by a corresponding reduction in direct spending in later years, resulting in no significant net change over time. Enacting H.R. 2179 would not affect revenues or spending subject to appropriation.

H.R. 2179 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

Estimated cost to the Federal Government: The estimated budgetary impact of H.R. 2179 is shown in the following table. The costs of this legislation fall within budget function 400 (transportation).

	By fiscal year, in millions of dollars—												2013– 2017	2013– 2022
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022				
CHANGES IN DIRECT SPENDING														
Estimated Budget Authority ..	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Estimated Outlays	1	*	*	*	*	*	*	*	*	*	*	*	*	*

Note: * = between \$500,000 and –\$500,000.

Basis of estimate: Under current law, TSA has authority to retain and spend unclaimed money left at security checkpoints by air passengers, without appropriation, for activities related to aviation security. H.R. 2179 would amend current law to require TSA to transfer such unclaimed funds to United Service Organizations, Incorporated (USO), a nonprofit organization that provides assistance to military personnel.

Based on historical spending patterns, CBO expects that, under current law, TSA would spend unclaimed checkpoint money gradually over the next several years. Therefore, requiring the agency to transfer amounts to USO would accelerate outlays. Because the amount of money involved is modest, CBO does not expect this change would have a significant net impact on the budget with regard to checkpoint money collected in future years.

For purposes of this estimate, however, CBO assumes that the requirement to transfer unclaimed checkpoint money would apply to existing balances of such funds, which totaled approximately \$1.2 million at the start of fiscal year 2012. Relative to current law, we estimate that transferring those funds to USO would increase net direct spending by about \$1 million in 2013. We also estimate that the near-term increase would be fully offset over the next several years by lower outlays for aviation security, resulting in no significant net change in direct spending over the next 10 years.

Pay-As-You-Go Considerations: The Statutory Pay-As-You-Go Act of 2010 establishes budget-reporting and enforcement procedures for legislation affecting direct spending or revenues. The net changes in outlays that are subject to those pay-as-you-go procedures are shown in the following table.

CBO ESTIMATE OF PAY-AS-YOU-GO EFFECTS FOR H.R. 2179, AS ORDERED REPORTED BY THE
HOUSE COMMITTEE ON HOMELAND SECURITY ON MARCH 28, 2012

	By fiscal year, in millions of dollars—												2012– 2017	2012– 2022
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022			
NET INCREASE OR DECREASE (–) IN THE DEFICIT														
Statutory Pay-As-You- Go Impact	0	1	0	0	0	0	0	0	0	0	0	0	0	0

Intergovernmental and Private-sector impact: H.R. 2179 contains no intergovernmental or private-sector mandates as defined in UMRA and would impose no costs on state, local, or tribal governments.

Estimate prepared by: Federal Costs: Megan Carroll; Impact on State, Local, and Tribal Governments: J'nell L. Blanco; Impact on the Private Sector: Paige Piper/Bach.

Estimate approved by: Theresa Gullo, Deputy Assistant Director for Budget Analysis.

STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, H.R. 2179 contains the following general performance goals, and objectives, including outcome related goals and objectives authorized.

H.R. 2179 provides additional funds to the USO for its activities in support of USO airport centers by requiring the TSA to transfer unclaimed money recovered at airport checkpoints to the USO. The TSA is also required to consult with the Department of Veterans Affairs to transfer unclaimed clothing to local veterans organizations or other local charitable organizations for distribution to homeless or needy veterans and their families.

The Committee acknowledges that many airports throughout the country have existing agreements with local organizations to donate clothing and other items left behind at security checkpoints. H.R. 2179 preserves the ability of airports to donate clothing to any organizations.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of the rule XXI.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act.

PREEMPTION CLARIFICATION

In compliance with section 423 of the Congressional Budget Act of 1974, requiring the report of any Committee on a bill or joint resolution to include a statement on the extent to which the bill or joint resolution is intended to preempt State, local, or Tribal law, the Committee finds that H.R. 2179 does not preempt any State, local, or Tribal law.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Disposition of unclaimed money and clothing recovered at airport security checkpoints

Section 44945 of title 49, U.S. Code is amended as follows:

Unclaimed Money

The Transportation Security Administration (TSA) Assistant Secretary is directed to annually transfer unclaimed money recovered at any airport security checkpoint to United Service Organizations (USO), Incorporated, to provide funding for its activities in support of USO airport centers.

Unclaimed Clothing

The Assistant Secretary, in consultation with the Secretary of Veterans Affairs, is required to transfer unclaimed clothing recovered at any airport checkpoint to local veterans organizations or other local charitable organizations for distribution to homeless or needy veterans and their families. This section does not preclude the TSA from donating unclaimed clothing to additional charitable organizations. Nothing in this subsection will create a cost to the Government.

Annual Report

The Assistant Secretary is required to submit to the Committee on Homeland Security and the Committee on Appropriations of the House and the Committee on Commerce, Science, and Transportation and the Committee on Appropriations of the Senate an annual report that includes a detailed description of the amount of unclaimed money recovered at each individual airport and the amount of unclaimed money transferred to the USO and the dates of the transfers.

Clerical Amendment

The table of sections at the beginning of chapter 449 is amended to read as follows: “44954. Disposition of unclaimed money and clothing.”.

Repeal

Section 515(b) of the Department of Homeland Security Appropriations Act, 2005 is repealed.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

TITLE 49, UNITED STATES CODE

* * * * *

SUBTITLE VII—AVIATION PROGRAMS

* * * * *

PART A—AIR COMMERCE AND SAFETY

* * * * *

SUBPART III—SAFETY

* * * * *

CHAPTER 449—SECURITY

SUBCHAPTER I—REQUIREMENTS

Sec.

44901. Screening passengers and property.

* * * * *

SUBCHAPTER II—ADMINISTRATION AND PERSONNEL

* * * * *

[44945. Disposition of unclaimed money.]

44945. Disposition of unclaimed money and clothing.

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SUBCHAPTER II—ADMINISTRATION AND PERSONNEL

* * * * *

[§ 44945. Disposition of unclaimed money

] Notwithstanding section 3302 of title 31, unclaimed money recovered at any airport security checkpoint shall be retained by the Transportation Security Administration and shall remain available until expended for the purpose of providing civil aviation security as required in this chapter. **]**

§ 44945. Disposition of unclaimed money and clothing

(a) **UNCLAIMED MONEY.**—Notwithstanding section 3302 of title 31, unclaimed money recovered at any airport security checkpoint shall be annually transferred, without further appropriation, by the Assistant Secretary of Homeland Security (Transportation Security Administration) to United Service Organizations, Incorporated, to provide funding for the activities of United Service Organizations, Incorporated, in support of USO airport centers.

(b) **UNCLAIMED CLOTHING.**—

(1) **IN GENERAL.**—In disposing of unclaimed clothing recovered at any airport security checkpoint, the Assistant Secretary shall make every reasonable effort, in consultation with the Secretary of Veterans Affairs, to transfer the clothing to local veterans organizations or other local charitable organizations for distribution to homeless or needy veterans and veteran families.

(2) **AGREEMENTS.**—In implementing paragraph (1), the Assistant Secretary may enter into agreements with airport authorities.

(3) **OTHER CHARITABLE ARRANGEMENTS.**—Nothing in this subsection shall prevent an airport or the Transportation Security Administration from donating unclaimed clothing to a charitable organization of their choosing.

(4) **LIMITATION.**—Nothing in this subsection shall create a cost to the Government.

(c) *ANNUAL REPORT.*—*The Assistant Secretary shall submit, on an annual basis, to the Committee on Homeland Security and the Committee on Appropriations of the House of Representatives and the Committee on Commerce, Science, and Transportation and the Committee on Appropriations of the Senate a report that contains a detailed description of—*

- (1) *the amount of unclaimed money described in subsection (a) recovered in total and at each individual airport; and*
- (2) *the amount of unclaimed money described in subsection (a) transferred to United Service Organizations, Incorporated, under this section and the dates of such transfers.*

* * * * *

**DEPARTMENT OF HOMELAND SECURITY
APPROPRIATIONS ACT, 2005**

* * * * *

TITLE V—GENERAL PROVISIONS

* * * * *

SEC. 515. (a) * * *

[(b) **ANNUAL REPORT.**—Not later than 180 days after the date of enactment of this Act and annually thereafter, the Administrator of the Transportation Security Administration shall transmit to the Committee on Transportation and Infrastructure of the House of Representatives; the Committee on Appropriations of the House of Representatives; the Committee on Commerce, Science and Transportation of the Senate; and the Committee on Appropriations of the Senate, a report that contains a detailed description of the amount of unclaimed money recovered in total and at each individual airport, and specifically how the unclaimed money is being used to provide civil aviation security.]

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ADDITIONAL VIEWS

As a Member of Congress, there is no greater honor than serving those who serve our country in uniform. In that spirit, I was honored earlier this year when I had the privilege of seeing off nearly 75 soldiers from the New York Army National Guard Special Troops Battalion as they mobilized for a possible overseas deployment.

We ask so much of our brave men and women who leave their homes and families behind to defend our freedom. That is why I joined this Committee in advancing H.R. 2179. The unclaimed currency directed to the United Service Organizations by this legislation will help ensure that every service member and military family member travelling through an American airport is treated with the respect they deserve.

I was also proud to work with this Committee to amend this bill to cover clothing left at airport security checkpoints. My amendment, which was drafted with bipartisan cooperation, would require the TSA to make every reasonable effort to transfer unclaimed clothing to local veterans organizations and other local charitable organizations for distribution to homeless or needy veterans and their families. This would be done in consultation with the Department of Veterans Affairs, which already hosts “Stand Down” events across the country that provide clothing and other goods and services to homeless veterans.

According to the Department of Veterans Affairs, approximately 75,000 veterans are homeless on any given night, and over 20,000 veterans of the wars in Iraq and Afghanistan have been homeless within the last five years. This is a national tragedy. We must end veteran homelessness and, until we do, we must do everything we can to provide for homeless veterans and their families.

I thank Chairman King, Ranking Member Thompson, Chairman Rogers, Ranking Member Jackson Lee, and the Chairman of the Committee on Veterans’ Affairs, Jeff Miller, for their leadership on this issue and look forward to working with them and this Committee to advance this important legislation and pass it into law.

KATHLEEN C. HOCHUL.

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