#### 103D CONGRESS 2D SESSION H. R. 5248

#### IN THE SENATE OF THE UNITED STATES

OCTOBER 8 (legislative day, SEPTEMBER 12), 1994 Received; read twice and referred to the Committee on Commerce, Science, and Transportation

#### AN ACT

- To require States to consider adopting mandatory, comprehensive, Statewide one-call notification systems to protect natural gas and hazardous liquid pipelines and all other underground facilities from being damaged by any excavations, and for other purposes.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,

TITLE I—ONE-CALL

#### 4 SEC. 101. SHORT TITLE.

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5 This title may be cited as the "Comprehensive One-

6 Call Notification Act of 1994".

1 SEC. 102. DEFINITIONS.

2 For purposes of this title, the following definitions3 apply:

4 (1) DAMAGE.—The term "damage" means any
5 impact or contact with an underground facility, its
6 appurtenances, or its protective coating, or weaken7 ing of the support for the facility or protective hous8 ing, which requires repair.

9 (2) EXCAVATION.—The term "excavation" 10 means any operation in which earth, rock, or other 11 material in the ground is moved, removed, or other-12 wise displaced by means of any mechanized tools or 13 equipment, or any explosive, but shall not include—

(A) any generally accepted normal agricultural practices and activities taken in support
thereof, as determined by each State, including
tilling of the soil for agricultural purposes to a
depth of 18 inches or less;

(B) generally accepted normal lawn and
garden activities, as determined by each State;
(C) the excavation of a gravesite in a cem-

etery; and

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(D) routine railroad maintenance as long
as such maintenance would disturb the ground
to a depth of no more than 18 inches as measured from the surface of the ground and the

railroad has rules requiring underground facili-1 2 ties other than its own to be buried 3 feet or lower on its property or along its right-of-way. 3 4 When a facility operator believes that its underground facility is not buried 3 feet or lower on rail-5 6 road property or right-of-way, the facility operator 7 may request permission to enter the railroad property or right-of-way for the purpose of assessing the 8 9 depth of such underground facility and report its finding to the railroad. 10 11 (3) EXCAVATOR.—The term "excavator" means a person who conducts excavation. 12 (4) FACILITY OPERATOR.—The term "facility 13 operator" means any person who operates an under-14 15 ground facility. (5) HAZARDOUS LIQUID.—The term "hazard-16 17 ous liquid" has the meaning given such term in sec-18 tion 60101(a)(4) of title 49, United States Code. 19 (6) NATURAL GAS.—The term "natural gas" has the meaning given the term "gas" in section 20 21 60101(a)(2) of title 49, United States Code. 22 (7) PERSON.—The term "person" includes any agency of Federal, State, or local government. 23 (8) ROUTINE RAILROAD MAINTENANCE.—The 24 term "routine railroad maintenance" includes such 25

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activities as ballast cleaning, general ballast work,
 track lining and surfacing, signal maintenance, and
 the replacement of crossties.

4 (9) SECRETARY.—The term "Secretary" means
5 the Secretary of Transportation.

6 (10) STATE.—The term "State" has the mean7 ing given such term in section 60101(a)(20) of title
8 49, United States Code.

9 (11) STATE PROGRAM.—The term "State pro10 gram" means the program of a State to establish or
11 maintain a one-call notification system.

12 (12)FACILITY.—The Underground term "underground facility" means any underground line, 13 14 system, or structure used for gathering, storing, 15 transmitting, or distributing oil, petroleum products, 16 other hazardous liquids, natural gas, communication, 17 electricity, water, steam, sewerage, or any other 18 commodities the Secretary determines should be in-19 cluded under the requirements of this title, but such 20 term does not include a portion of a line, system, or structure if the person who owns or leases, or holds 21 22 an oil or gas mineral leasehold interest in, the real 23 property in which such portion is located also oper-24 ates, or has authorized the operation of, the line, 25 system, or structure only for the purpose of furnishing services or materials to such person, except to
 the extent that such portion contains predominantly
 natural gas or hazardous liquids and—

4 (A) is located within an easement for a
5 public road (as defined under section 101(a) of
6 title 23, United States Code), or a toll highway,
7 bridge, or tunnel (as described in section
8 129(a)(2) of such title); or

9 (B) is located on a mineral lease and is 10 within the boundaries of a city, town, or village.

#### 11 SEC. 103. NATIONWIDE TOLL-FREE NUMBER SYSTEM.

Within 1 year after the date of enactment of this Act, the Secretary shall, in consultation with the Federal Communications Commission, facility operators, excavators, and one-call notification system operators, provide for the establishment of a nationwide toll-free telephone number system to be used by State one-call notification systems. **SEC. 104. STATE PROGRAMS.** 

(a) CONSIDERATION.—Each State shall consider
whether to adopt a comprehensive statewide one-call notification program with each element described in section
105, to protect all underground facilities from damage due
to any excavation. Such State program may be provided
for through the establishment of a new program, or
through modification or improvement of an existing pro-

gram, and may be implemented by a nongovernmental or ganization.

3 (b) PROCEDURES.—State consideration under sub-4 section (a) shall be undertaken after public notice and 5 hearing, and shall be completed within 3 years after the 6 date of enactment of this Act. Such consideration may be 7 undertaken as part of any proceeding of a State with re-8 spect to the safety of pipelines or other underground 9 facilities.

10 (c) COMPLIANCE.—If a State fails to comply with the 11 requirements of subsection (a), the Secretary or any per-12 son aggrieved by such failure may in a civil action obtain 13 appropriate relief against any appropriate officer or entity 14 of the State, including the State itself, to compel such 15 compliance.

16 (d) APPROPRIATENESS.—Nothing in this title pro-17 hibits a State from making a determination that it is not 18 appropriate to adopt a State program described in section 19 105, pursuant to its authority under otherwise applicable 20 State law.

#### 21 SEC. 105. ELEMENTS OF STATE PROGRAM.

(a) IN GENERAL.—Each State's consideration under
 section 104(a) shall include consideration of program ele ments that—

1	(1) provide for a one-call notification system or
2	systems which shall—
3	(A) apply to all excavators and to all facil-
4	ity operators;
5	(B) operate in all areas of the State and
6	not duplicate the geographical coverage of other
7	one-call notification systems;
8	(C) receive and record appropriate infor-
9	mation from excavators about intended exca-
10	vations;
11	(D) inform facility operators of any in-
12	tended excavations that may be in the vicinity
13	of their underground facilities; and
14	(E) inform excavators of the identity of fa-
15	cility operators who will be notified of the in-
16	tended excavation;
17	(2) provide for 24-hour coverage for emergency
18	excavation, with the manner and scope of coverage
19	determined by the State;
20	(3) employ mechanisms to ensure that the gen-
21	eral public, and in particular all excavators, are
22	aware of the one-call telephone number and the re-
23	quirements, penalties, and benefits of the State pro-
24	gram relating to excavations;

1 (4) inform excavators of any procedures that 2 the State has determined must be followed when ex-3 cavating;

4 (5) require that any excavator must contact the 5 one-call notification system in accordance with State 6 specifications, which may vary depending on whether 7 the excavation is short term, long term, routine, con-8 tinuous, or emergency;

9 (6) require facility operators to provide for lo-10 cating and marking or otherwise identifying their fa-11 cilities at an excavation site, in accordance with 12 State specifications, which may vary depending on 13 whether the excavation is short term, long term, rou-14 tine, continuous, or emergency;

15 (7) provide effective mechanisms for penaltiesand enforcement as described in section 106;

(8) provide for a fair and appropriate schedule
of fees to cover the costs of providing for, maintaining, and operating the State program;

20 (9) provide an opportunity for citizen suits to21 enforce the State program; and

(10) require railroads to report any accidents
that occur during or as a result of routine railroad
maintenance to the Secretary and the appropriate
local officials.

(b) EXCEPTION.—Where excavation is undertaken by 1 or for a person, on real property owned or leased, or in 2 which an oil or gas mineral leasehold interest is held, by 3 that person, and the same person operates all under-4 ground facilities located at the site of the excavation, a 5 State program may elect not to require that such person 6 7 contact the one-call notification system before excavating. 8 SEC. 106. PENALTIES AND ENFORCEMENT.

9 (a) GENERAL PENALTIES.—Each State's consideration under section 104(a) shall include consideration of 10 a requirement that any excavator or facility operator who 11 violates the requirements of the State program shall be 12 liable for an appropriate administrative or civil penalty. 13 14 (b) INCREASED PENALTIES.—If a violation results in damage to an underground facility resulting in death, seri-15 ous bodily harm, or actual damage to property exceeding 16 \$50,000, or damage to a hazardous liquid underground 17 facility resulting in the release of more than 50 barrels 18 of product, the penalties shall be increased, and an addi-19 tional penalty of imprisonment may be assessed for a 20 21 knowing and willful violation.

(c) DECREASED PENALTIES.—Each State's consideration under section 104(a) shall include consideration of
reduced penalties for a violation, that results in or could

result in damage, that is promptly reported by the viola tor.

3 (d) EQUITABLE RELIEF AND MANDAMUS AC4 TIONS.—Each State's consideration under section 104(a)
5 shall include consideration of provisions for appropriate
6 equitable relief and mandamus actions.

7 (e) IMMEDIATE CITATION OF VIOLATIONS.—Each
8 State's consideration under section 104(a) shall include
9 consideration of procedures for issuing a citation of viola10 tion at the site and time of the violation.

#### 11 SEC. 107. GRANTS TO STATES.

12 (a) AUTHORITY.—Using \$4,000,000 of the amounts previously collected under section 7005 of the Consoli-13 dated Omnibus Budget Reconciliation Act of 1985 (pre-14 viously codified as 49 U.S.C. App. 1682a) or section 15 60301 of title 49, United States Code, for each of the fis-16 cal years 1996, 1997, and 1998, to the extent provided 17 in advance in appropriations Acts, the Secretary shall 18 make grants to States, or to operators of one-call notifica-19 tion systems in such States, which have elected to adopt 20 a State program described in section 105, or to establish 21 and maintain a State program pursuant to subsection (b) 22 of this section. Such grants may be used in establishing 23 24 one-call notification systems, modifying existing systems to conform to standards established under this title, and 25

improving systems to exceed such standards. Such grants
 may be used to—

3 (1) improve communications systems linking
4 one-call notification systems;

5 (2) improve location capabilities, including
6 training personnel and developing and using location
7 technology;

8 (3) improve record retention and recording ca-9 pabilities;

10 (4) enhance public information and education11 campaigns;

12 (5) increase and improve enforcement mecha13 nisms, including administrative processing of viola14 tions; and

(6) otherwise further the purposes of this title. 15 (b) ALTERNATE FORM OF STATE PROGRAM.—The 16 Secretary may make a grant under subsection (a) to a 17 State that establishes or maintains a State program that 18 differs from a State program described in section 105 if 19 20 such State program is at least as protective of the public 21 health and safety and the environment as a State program 22 described in section 105.

#### 23 SEC. 108. DEPARTMENT OF TRANSPORTATION.

24 (a) COORDINATION WITH OTHER RESPONSIBIL-25 ITIES.—

1 (1) COORDINATION.—The Secretary shall co-2 ordinate the implementation of this title with the im-3 plementation of chapter 601 of title 49, United 4 States Code.

5 (2) REVIEW OF PROGRAMS.—Within 18 months 6 after the date of enactment of this Act, the Sec-7 retary shall review, and report to Congress on, the 8 extent to which any policies, programs, and proce-9 dures of the Department of Transportation could be 10 used to achieve the purposes of this title.

11 (b) MODEL PROGRAM.—

12 (1) DEVELOPMENT.—Within 1 year after the 13 date of enactment of this Act, the Secretary, in con-14 sultation with facility operators, excavators, one-call 15 notification system operators, and State and local 16 governments, shall develop and make available to 17 States a model State program, including a model en-18 forcement program. Such model program may be 19 amended by the Secretary on the Secretary's initiative or in response to reports submitted by the 20 States pursuant to section 109, or as a result of 21 22 workshops conducted under paragraph (3) of this 23 subsection.

24 (2) SUGGESTED ELEMENTS.—The model pro-25 gram developed under paragraph (1) shall include all

1	elements of a State program described in section
2	105. The Secretary shall consider incorporating the
3	following elements into the model program:
4	(A) The one-call notification system or sys-
5	tems shall—
6	(i) receive and record appropriate in-
7	formation from excavators about intended
8	excavations, including—
9	(I) the name of the person con-
10	tacting the one-call notification sys-
11	tem;
12	(II) the name, address, and tele-
13	phone number of the excavator;
14	(III) the specific location of the
15	intended excavation, along with the
16	starting date thereof and a description
17	of the intended excavation activity;
18	and
19	(IV) the name, address, and tele-
20	phone number of the person for whom
21	the work is being performed; and
22	(ii) maintain records on each notice of
23	intent to excavate for the period of time
24	necessary to ensure that such records re-

1	main available for use in the adjudication
2	of any claims relating to the excavation.
3	(B) The provision of information on exca-
4	vation requirements at the time of issuance of
5	excavation or building permits, or other specific
6	mechanisms for ensuring excavator awareness.
7	(C) A requirement that any excavator
8	must contact the one-call notification system at
9	least 2 business days, and not more than 10
10	business days, before excavation begins.
11	(D) Alternative notification procedures for
12	excavation activities conducted as a normal part
13	of ongoing operations within specific geographic
14	locations over an extended period of time.
15	(E) A requirement that facility opera-
16	tors—
17	(i) provide for locating and marking,
18	in accordance with the American Public
19	Works Association Uniform Color Code for
20	Utilities, or otherwise identifying, in ac-
21	cordance with standards established by the
22	State or the American National Standards
23	Institute, their underground facilities at
24	the site of an intended excavation within

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1	no more than 2 business days after notifi-
2	cation of such intended excavation; and
3	(ii) monitor such excavation as appro-
4	priate.
5	(F) Provision for notification of excavators
6	if no underground facilities are located at the
7	excavation site.
8	(G) Provision for the approval of a State
9	program under this title with time limitations
10	longer than those required under subpara-
11	graphs (C) and (E) of this paragraph where
12	special circumstances, such as severe weather
13	conditions or remoteness of location, pertain.
14	(H) Procedures for excavators and facility
15	operators to follow when the location of under-
16	ground facilities is unknown.
17	(I) Procedures to improve underground fa-
18	cility location capabilities, including compiling
19	and notifying excavators, facility operators, and
20	one-call centers of any information about pre-
21	viously unknown underground facility locations
22	when such information is discovered.
23	(J) Alternative rules for timely compliance
24	with State program requirements in emergency
25	circumstances.

1 (K) If a State has procedures for licensing 2 or permitting entities to do business, procedures 3 for the revocation of the license or permit to do 4 business of any excavator determined to be a 5 habitual violator of the requirements of the 6 State program.

7 (3) WORKSHOPS.—Within 6 months after the date of enactment of this Act, and annually there-8 9 after, the Secretary shall conduct workshops with fa-10 cility operators, excavators, one-call notification sys-11 tem operators, and State and local governments in 12 order to develop, amend, and promote the model 13 program, and to provide an opportunity to share in-14 formation among such parties and to recognize State programs that exemplify the goals of this title. 15

16 (c) PUBLIC EDUCATION.—The Secretary shall de-17 velop, in conjunction with facility operators, excavators, 18 one-call notification system operators, and State and local 19 governments, public service announcements and other edu-20 cational materials and programs to be broadcast or pub-21 lished to educate the public about one-call notification sys-22 tems, including the national phone number.

**23 SEC. 109. STATE REPORTS.** 

24 (a) REQUIREMENT.—

1 (1) INITIAL REPORT.—Within 3 years after the 2 date of enactment of this Act, each State shall sub-3 mit to the Secretary a report on progress made in 4 implementing this title.

5 (2) STATUS REPORTS.—Within 4½ years after 6 the date of enactment of this Act, and annually 7 thereafter, each State shall report to the Secretary 8 on the status of its State program, if any, and its 9 requirements, and any other information the Sec-10 retary requires.

(b) SIMPLIFIED REPORTING FORM.—Within 3 years
after the date of enactment of this Act, the Secretary shall
develop and distribute to the States a simplified form for
complying with the reporting requirements of subsection
(a) (2).

#### 16 SEC. 110. FEDERAL REPORT.

17 The Secretary shall report annually to Congress on 18 the number and circumstances surrounding accidents 19 caused by routine railroad maintenance.

#### 20 SEC. 111. MORE PROTECTIVE SYSTEMS.

Nothing in this title prohibits a State from implementing a one-call notification system that provides greater protection for underground facilities from damage due to excavation than a system established pursuant to this title.

### 1SEC. 112. USE OF TECHNOLOGIES FOR REMOTE AND2ABOVE-GROUND PIPELINE LOCATION.

The Secretary shall consult with other agencies as to the availability and affordability of technologies which will help relocate pipelines from above-ground and remote locations.

#### 7 SEC. 113. VISION WAIVER STUDY PROGRAM.

8 In order to further substantiate research carried out 9 by the Secretary in fiscal year 1992 under the vision waiver study program, the Secretary shall carry out a follow-10 up study to such program to include drivers who otherwise 11 would have qualified to participate in the initial vision 12 waiver study but for the time limits on applications and 13 the failure to learn of the program in a timely manner. 14 Any study issued under this section shall comply with the 15 requirements of section 31136(e) of title 49, United States 16 Code, and applicable case law. 17

#### 18 SEC. 114. SENSE OF CONGRESS; REQUIREMENT REGARD-

#### 19 ING NOTICE.

(a) PURCHASE OF AMERICAN-MADE EQUIPMENT
AND PRODUCTS.—It is the sense of Congress that, to the
greatest extent practicable, all equipment and products
purchased with funds made available under this title
should be American-made.

25 (b) NOTICE TO RECIPIENTS OF ASSISTANCE.—In
26 providing financial assistance under this title, the Admin•HR 5248 RFS

istrator of the Research and Special Programs Adminis tration of the Department of Transportation, to the great est extent practicable, shall provide to each recipient of
 the assistance a notice describing the statement made in
 subsection (a).

# 6 TITLE II—HIGH RISK DRIVERS 7 PROGRAM 8 Subtitle A—High-Risk and Alcohol 9 Impaired Drivers

#### 10 **SEC. 211. FINDINGS.**

11 The Congress makes the following findings:

12 (1) The Nation's traffic fatality rate has declined from 5.5 deaths per 100 million vehicle miles 13 traveled in 1966 to an historic low of an estimated 14 15 1.8 deaths per 100 million vehicle miles traveled 16 during 1992. In order to further this desired trend, 17 the safety programs and policies implemented by the 18 Department of Transportation must be continued, 19 and at the same time, the focus of these efforts as 20 they pertain to high risk drivers of all ages must be 21 strengthened.

(2) Motor vehicle crashes are the leading cause
of death among teenagers, and teenage drivers tend
to be at fault for their fatal crashes more often than
older drivers. Drivers who are 16 to 20 years old

comprised 7.4 percent of the United States popu lation in 1991 but were involved in 15.4 percent of
 fatal motor vehicle crashes. Also, on the basis of
 crashes per 100,000 licensed drivers, young drivers
 are the highest risk group of drivers.

6 (3) During 1991, 6,630 teenagers from age 15 7 through 20 died in motor vehicle crashes. This trag-8 ic loss demands that the Federal Government inten-9 sify its efforts to promote highway safety among 10 members of this high risk group.

11 (4) The consumption of alcohol, speeding over allowable limits or too fast for road conditions, inad-12 13 equate use of occupant restraints, and other high 14 risk behaviors are several of the key causes for this 15 tragic loss of young drivers and passengers. The De-16 partment of Transportation, working cooperatively 17 with the States, student groups, and other organiza-18 tions, must reinvigorate its current programs and 19 policies to address more effectively these pressing 20 problems of teenage drivers.

(5) In 1991 individuals aged 70 years and
older, who are particularly susceptible to injury,
were involved in 12 percent of all motor vehicle traffic crash fatalities. These deaths accounted for 4,828
fatalities out of 41,462 total traffic fatalities.

(6) The number of older Americans who drive 1 2 is expected to increase dramatically during the next 3 30 years. Unfortunately, during the last 15 years, 4 the Department of Transportation has supported an extremely limited program concerning older drivers. 5 Research on older driver behavior and licensing has 6 suffered from intermittent funding at amounts that 7 were insufficient to address the scope and nature of 8 9 the challenges ahead.

(7) A major objective of United States trans-10 11 portation policy must be to promote the mobility of 12 older Americans while at the same time ensuring public safety on our Nation's highways. In order to 13 14 accomplish these two objectives simultaneously, the 15 Department of Transportation must support a vigor-16 ous and sustained program of research, technical as-17 sistance, evaluation, and other appropriate activities 18 that are designed to reduce the fatality and crash 19 rate of older drivers who have identifiable risk char-20 acteristics.

#### 21 SEC. 212. DEFINITIONS.

22 For purposes of this subtitle—

(1) The term "high risk driver" means a motor
vehicle driver who belongs to a class of drivers that,
based on vehicle crash rates, fatality rates, traffic

safety violation rates, and other factors specified by
 the Secretary, presents a risk of injury to the driver
 and other individuals that is higher than the risk
 presented by the average driver.

5 (2) The term "Secretary" means the Secretary6 of Transportation.

#### 7 SEC. 213. POLICY AND PROGRAM DIRECTION.

8 (a) GENERAL RESPONSIBILITY OF SECRETARY.— 9 The Secretary shall develop and implement effective and 10 comprehensive policies and programs to promote safe driv-11 ing behavior by young drivers, older drivers, and repeat 12 violators of traffic safety regulations and laws.

(b) SAFETY PROMOTION ACTIVITIES.—The Secretary
shall promote or engage in activities that seek to ensure
that—

(1) cost effective and scientifically-based guidelines and technologies for the nondiscriminatory
evaluation and licensing of high risk drivers are advanced;

20 (2) model driver training, screening, licensing,21 control, and evaluation programs are improved;

(3) uniform or compatible State driver point
systems and other licensing and driver record information systems are advanced as a means of identifying and initially evaluating high risk drivers; and

(4) driver training programs and the delivery of
 such programs are advanced.

3 (c) DRIVER TRAINING RESEARCH.—The Secretary shall explore the feasibility and advisability of using cost 4 5 efficient simulation and other technologies as a means of enhancing driver training; shall advance knowledge re-6 7 garding the perceptual, cognitive, and decision making 8 skills needed for safe driving and to improve driver train-9 ing; and shall investigate the most effective means of integrating licensing, training, and other techniques for pre-10 paring novice drivers for the safe use of highway systems. 11

## Subtitle B—Young Driver Programs

14 SEC. 221. STATE GRANTS FOR YOUNG DRIVER PROGRAMS.

(a) ESTABLISHMENT OF GRANT PROGRAM.—Chapter
4 of title 23, United States Code, is amended by adding
at the end the following new section:

#### 18 "§411. Programs for young drivers

19 "(a) GENERAL AUTHORITY.—Subject to the provi-20 sions of this section, the Secretary shall make basic and 21 supplemental grants to those States which adopt and im-22 plement programs for young drivers which include meas-23 ures, described in this section, to reduce traffic safety 24 problems resulting from the driving performance of young drivers. Such grants may only be used by recipient States
 to implement and enforce such measures.

3 "(b) MAINTENANCE OF EFFORT.—No grant may be 4 made to a State under this section in any fiscal year unless 5 such State enters into such agreements with the Secretary as the Secretary may require to ensure that such State 6 7 will maintain its aggregate estimated expenditures from all other sources for programs for young drivers at or 8 9 above the average level of such expenditures in its 2 fiscal years preceding the fiscal year in which the High Risk 10 Drivers Act of 1994 is enacted. 11

''(c) FEDERAL SHARE.—No State may receive grants
under this section in more than 5 fiscal years. The Federal
share payable for any grant under this section shall not
exceed—

"(1) in the first fiscal year a State receives a
grant under this section, 75 percent of the cost of
implementing and enforcing in such fiscal year the
young driver program adopted by the State pursuant
to subsection (a);

"(2) in the second fiscal year the State receives
a grant under this section, 50 percent of the cost of
implementing and enforcing in such fiscal year such
program; and

"(3) in the third, fourth, and fifth fiscal years
the State receives a grant under this section, 25 percent of the cost of implementing and enforcing in
such fiscal year such program.

"(d) Maximum Amount of Basic Grants.—Sub-5 ject to subsection (c), the amount of a basic grant made 6 7 under this section for any fiscal year to any State which is eligible for such a grant under subsection (e) shall equal 8 9 30 percent of the amount apportioned to such State for fiscal year 1989 under section 402 of this title. A grant 10 to a State under this section shall be in addition to the 11 State's apportionment under section 402, and basic grants 12 during any fiscal year may be proportionately reduced to 13 accommodate an applicable statutory obligation limitation 14 15 for that fiscal year.

16 "(e) ELIGIBILITY FOR BASIC GRANTS.—

17 "(1) GENERAL.—For purposes of this section, a
18 State is eligible for a basic grant if such State—

"(A) establishes and maintains a graduated licensing program for drivers under 18
years of age that meets the requirements of
paragraph (2); and

23 "(B)(i) in the first year of receiving grants
24 under this section, meets 3 of the 7 criteria
25 specified in paragraph (3);

1	"(ii) in the second year of receiving such
2	grants, meets 4 of such criteria;
3	"(iii) in the third year of receiving such
4	grants, meets 5 of such criteria;
5	"(iv) in the fourth year of receiving such
6	grants, meets 6 of such criteria; and
7	"(v) in the fifth year of receiving such
8	grants, meets 6 of such criteria.
9	For purposes of subparagraph (B), a State shall be
10	treated as having met one of the requirements of
11	paragraph (3) for any year if the State demonstrates
12	to the satisfaction of the Secretary that, for the 3
13	preceding years, the alcohol fatal crash involvement
14	rate for individuals under the age of 21 has declined
15	in that State and the alcohol fatal crash involvement
16	rate for such individuals has been lower in that
17	State than the average such rate for all States.
18	"(2) GRADUATED LICENSING PROGRAM.—
19	"(A) A State receiving a grant under this
20	section shall establish and maintain a grad-
21	uated licensing program consisting of the fol-
22	lowing licensing stages for any driver under 18
23	years of age:
24	"(i) An instructional license, valid for
25	a minimum period determined by the Sec-

- retary, under which the licensee shall not 1 2 operate a motor vehicle unless accompanied in the front passenger seat by the 3 holder of a full driver's license. 4 "(ii) A provisional driver's license 5 which shall not be issued unless the driver 6 7 has passed a written examination on traffic safety and has passed a roadtest adminis-8 tered by the driver licensing agency of the 9 State. 10 "(iii) A full driver's license which shall 11 12 not be issued until the driver has held a provisional license for at least 1 year with 13 14 a clean driving record. "(B) purposes of subparagraph 15 For subsection (f)(1),16 (A)(iii), and subsection 17 (f)(6)(B), a provisional licensee has a clean 18 driving record if the licensee— 19 "(i) has not been found, by civil or 20 criminal process, to have committed a moving traffic violation during the applicable 21 22 period; 23 "(ii) has not been assessed points against the license because of safety viola-24
- 25 tions during such period; and

1	"(iii) has satisfied such other require-
2	ments as the Secretary may prescribe by
3	regulation.

"(C) The Secretary shall determine the 4 conditions under which a State shall suspend 5 provisional driver's licenses in order to be eligi-6 7 ble for a basic grant. At a minimum, the holder of a provisional license shall be subject to driver 8 9 control actions that are stricter than those applicable to the holder of a full driver's license, 10 11 including warning letters and suspension at a lower point threshold. 12

"(D) For a State's first 2 years of receiving a grant under this section, the Secretary
may waive the clean driving record requirement
of subparagraph (A)(iii) if the State submits
satisfactory evidence of its efforts to establish
such a requirement.

19 "(3) CRITERIA FOR BASIC GRANT.—The 7 cri20 teria referred to in paragraph (1)(B) are as follows:

"(A) The State requires that any driver
under 21 years of age with a blood alcohol concentration of 0.02 percent or greater when driving a motor vehicle shall be deemed to be driving while intoxicated for the purpose of (i) ad-

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ministrative or judicial sanctions or (ii) a law or regulation that prohibits any individual under 21 years of age with a blood alcohol concentration of 0.02 percent or greater from driving a motor vehicle.

"(B) The State has a law or regulation that provides a mandatory minimum penalty of at least \$500 for anyone who in violation of State law or regulation knowingly, or without checking for proper identification, provides or sells alcohol to any individual under 21 years of age.

"(C) The State requires that the license of 13 14 a driver under 21 years of age be suspended for 15 a period specified by the State if such driver is convicted of the unlawful purchase or public 16 17 possession of alcohol. The period of suspension 18 shall be at least 6 months for a first conviction 19 and at least 12 months for a subsequent convic-20 tion; except that specific license restrictions may be imposed as an alternative to such mini-21 22 mum periods of suspension where necessary to avoid undue hardship on any individual. 23

1 "(D) The State conducts youth-oriented 2 traffic safety enforcement activities, and edu-3 cation and training programs—

"(i) with the participation of judges 4 and prosecutors, that are designed to en-5 sure enforcement of traffic safety laws and 6 7 regulations, including those that prohibit drivers under 21 years of age from driving 8 while intoxicated, restrict the unauthorized 9 use of a motor vehicle, and establish other 10 11 moving violations; and

12 "(ii) with the participation of student
13 and youth groups, that are designed to en14 sure compliance with such traffic safety
15 laws and regulations.

"(E) The State prohibits the possession of 16 17 any open alcoholic beverage container, or the 18 consumption of any alcoholic beverage, in the 19 passenger area of any motor vehicle located on 20 a public highway or the right-of-way of a public highway; except as allowed in the passenger 21 22 area, by persons (other than the driver), of a motor vehicle designed to transport more than 23 24 10 passengers (including the driver) while being used to provide charter transportation of passengers.

"(F) The State provides, to a parent or
legal guardian of any provisional licensee, general information prepared with the assistance of
the insurance industry on the effect of traffic
safety convictions and at-fault accidents on insurance rates for young drivers.

"(G) The State requires that a provisional 9 driver's license may be issued only to a driver 10 11 who has satisfactorily completed a State-accept-12 ed driver education and training program that meets Department of Transportation guidelines 13 and includes information on the interaction of 14 alcohol and controlled substances and the effect 15 of such interaction on driver performance, and 16 17 information on the importance of motorcycle 18 helmet use and safety belt use.

19 "(f) SUPPLEMENTAL GRANT PROGRAM.—

20 "(1) EXTENDED APPLICATION OF PROVISIONAL
21 LICENSE REQUIREMENT.—For purposes of this sec22 tion, a State is eligible for a supplemental grant for
23 a fiscal year in an amount, subject to subsection (c),
24 not to exceed 10 percent of the amount apportioned
25 to such State for fiscal year 1989 under section 402

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of this title if such State is eligible for a basic grant and in addition such State requires that a driver under 21 years of age shall not be issued a full driver's license until the driver has held a provisional license for at least 1 year with a clean driving record

as described in subsection (e)(2)(B).

7 "(2) REMEDIAL DRIVER EDUCATION.—For purposes of this section, a State is eligible for a supple-8 9 mental grant for a fiscal year in an amount, subject 10 to subsection (c), not to exceed 5 percent of the 11 amount apportioned to such State for fiscal year 12 1989 under section 402 of this title if such State is eligible for a basic grant and in addition such State 13 14 requires, at a lower point threshold than for other 15 drivers, remedial driver improvement instruction for 16 drivers under 21 years of age and requires such re-17 medial instruction for any driver under 21 years of age who is convicted of reckless driving, excessive 18 19 speeding, driving under the influence of alcohol, or 20 driving while intoxicated.

"(3) RECORD OF SERIOUS CONVICTIONS; HABITUAL OR REPEAT OFFENDER SANCTIONS.—For
purposes of this section, a State is eligible for a supplemental grant for a fiscal year in an amount, subject to subsection (c), not to exceed 5 percent of the

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amount apportioned to such State for fiscal year
 1989 under section 402 of this title if such State is
 eligible for a basic grant and in addition such
 State—

5 "(A) requires that a notation of any seri-6 ous traffic safety conviction of a driver be main-7 tained on the driver's permanent traffic record 8 for at least 10 years after the date of the con-9 viction; and

"(B) provides additional sanctions for any
driver who, following conviction of a serious
traffic safety violation, is convicted during the
next 10 years of one or more subsequent serious traffic safety violations.

15 "(4) INTERSTATE DRIVER LICENSE COMPACT.— 16 The State is a member of and substantially complies 17 with the interstate agreement known as the Driver 18 License Compact, promptly and reliably transmits 19 and receives through electronic means interstate 20 driver record information (including information on commercial drivers) in cooperation with the Sec-21 22 retary and other States, and develops and achieves demonstrable annual progress in implementing a 23 24 plan to ensure that (i) each court of the State report 25 expeditiously to the State driver licensing agency all

1	traffic safety convictions, license suspensions, license
2	revocations, or other license restrictions, and driver
3	improvement efforts sanctioned or ordered by the
4	court, and that (ii) such records be available elec-
5	tronically to appropriate government officials (in-
6	cluding enforcement, officers, judges, and prosecu-
7	tors) upon request at all times.
8	"(5) The State has a law or regulation
9	that provides a minimum penalty of at least
10	\$100 for anyone who in violation of State law
11	or regulation drives any vehicle through,
12	around, or under any crossing, gate, or barrier
13	at a railroad crossing while such gate or barrier
14	is closed or being opened or closed.
15	"(6) VEHICLE SEIZURE PROGRAM.—The State
16	has a law or regulation that—
17	"(A) mandates seizure by the State or any
18	political subdivision thereof of any vehicle driv-
19	en by an individual in violation of an alcohol-
20	related traffic safety law, if such violator has
21	been convicted on more than one occasion of an
22	alcohol-related traffic offense within any 5-year
23	period beginning after the date of enactment of
24	this section, or has been convicted of driving
25	while his or her driver's license is suspended or

1	revoked by reason of a conviction for such an
2	offense;
3	"(B) mandates that the vehicle be forfeited
4	to the State or a political subdivision thereof if
5	the vehicle was solely owned by such violator at
6	the time of the violation;
7	''(C) requires that the vehicle be returned
8	to the owner if the vehicle was a stolen vehicle
9	at the time of the violation; and
10	''(D) authorizes the vehicle to be released
11	to a member of such violator's family, the co-
12	owner, or the owner, if the vehicle was not a
13	stolen vehicle and was not solely owned by such
14	violator at the time of the violation, and if the
15	family member, co-owner, or owner, prior to
16	such release, executes a binding agreement that
17	the family member, co-owner, or owner will not
18	permit such violator to drive the vehicle and
19	that the vehicle shall be forfeited to the State
20	or a political subdivision thereof in the event
21	such violator drives the vehicle with the permis-
22	sion of the family member, co-owner, or owner.
23	"(g) Authorization of Appropriations.—There
24	are authorized to be appropriated to carry out this section,
25	\$9,000,000 for the fiscal year ending September 30, 1996,

\$12,000,000 for the fiscal year ending September 30,
 1997, \$14,000,000 for the fiscal year ending September
 30, 1998, \$16,000,000 for the fiscal year ending Septem ber 30, 1999, and \$18,000,000 for the fiscal year ending
 September 30, 2000.".

6 (b) CONFORMING AMENDMENT.—The analysis of
7 chapter 4 of title 23, United States Code, is amended by
8 inserting immediately after the item relating to section
9 410 the following new item:

#### 10 §"411. Programs for young drivers.".

11 (c) DEADLINES FOR ISSUANCE OF REGULATIONS.— The Secretary shall issue and publish in the Federal Reg-12 ister proposed regulations to implement section 411 of 13 title 23, United States Code (as added by this section), 14 not later than 6 months after the date of enactment of 15 this Act. The final regulations for such implementation 16 shall be issued, published in the Federal Register, and 17 transmitted to Congress not later than 12 months after 18 such date of enactment. 19

#### 20 SEC. 222. PROGRAM EVALUATION.

(a) EVALUATION BY SECRETARY.—The Secretary
shall, under section 403 of title 23, United States Code,
conduct an evaluation of the effectiveness of State provisional driver's licensing programs and the grant program

authorized by section 411 of title 23, United States Code
 (as added by section 101 of this Act).

3 (b) REPORT TO CONGRESS.—By January 1, 1997, the Secretary shall transmit a report on the results of the 4 evaluation conducted under subsection (a) and any related 5 research to the Committee on Commerce, Science, and 6 7 Transportation of the Senate and the Committee on Public Works and Transportation of the House of Representa-8 9 tives. The report shall include any related recommendations by the Secretary for legislative changes. 10

#### 11 Subtitle C—Older Driver Programs

#### 12 SEC. 231. OLDER DRIVER SAFETY RESEARCH.

13 (a) RESEARCH ON PREDICTABILITY OF HIGH RISK14 DRIVING.—

(1) The Secretary shall conduct a program that 15 16 funds, within budgetary limitations, the research 17 challenges presented in the Transportation Research 18 Board's report entitled "Research and Development 19 Needs for Maintaining the Safety and Mobility of 20 Older Drivers" and the research challenges pertaining to older drivers presented in a report to Con-21 22 gress by the National Highway Traffic Safety Administration entitled "Addressing the Safety Issues 23 24 Related to Younger and Older Drivers".

1 (2) To the extent technically feasible, the Sec-2 retary shall consider the feasibility and further the 3 development of cost efficient, reliable tests capable of 4 predicting increased risk of accident involvement or 5 hazardous driving by older high risk drivers.

6 (b) Specialized Training for License Examin-7 ERS.—The Secretary shall encourage and conduct re-8 search and demonstration activities to support the special-9 ized training of license examiners or other certified exam-10 iners to increase their knowledge and sensitivity to the transportation needs and physical limitations of older driv-11 ers, including knowledge of functional disabilities related 12 to driving, and to be cognizant of possible counter-13 measures to deal with the challenges to safe driving that 14 15 may be associated with increasing age.

16 (c) Counseling Procedures and Consultation METHODS.—The Secretary shall encourage and conduct 17 research and disseminate information to support and en-18 courage the development of appropriate counseling proce-19 dures and consultation methods with relatives, physicians, 20 the traffic safety enforcement and the motor vehicle licens-21 ing communities, and other concerned parties. Such proce-22 dures and methods shall include the promotion of vol-23 24 untary action by older high risk drivers to restrict or limit 25 their driving when medical or other conditions indicate

such action is advisable. The Secretary shall consult exten-1 sively with the American Association of Retired Persons, 2 the American Association of Motor Vehicle Administra-3 tors, the American Occupational Therapy Association, the 4 5 American Automobile Association, the Department of Health and Human Services, the American Public Health 6 7 Association, and other interested parties in developing 8 educational materials on the interrelationship of the aging 9 process, driver safety, and the driver licensing process.

10 (d) ALTERNATIVE TRANSPORTATION MEANS.—The Secretary shall ensure that the agencies of the Depart-11 ment of Transportation overseeing the various modes of 12 surface transportation coordinate their policies and pro-13 grams to ensure that funds authorized under the Inter-14 modal Surface Transportation Efficiency Act of 1991 15 (Public Law 102–240; 105 Stat. 1914) and implementing 16 17 Department of Transportation and Related Agencies Ap-18 propriation Acts take into account the transportation 19 needs of older Americans by promoting alternative transportation means whenever practical and feasible. 20

(e) STATE LICENSING PRACTICES.—The Secretary
shall encourage State licensing agencies to use restricted
licenses instead of canceling a license whenever such action is appropriate and if the interests of public safety
would be served, and to closely monitor the driving per-

formance of older drivers with such licenses. The Sec-1 retary shall encourage States to provide educational mate-2 rials of benefit to older drivers and concerned family mem-3 bers and physicians. The Secretary shall promote licensing 4 5 and relicensing programs in which the applicant appears in person and shall promote the development and use of 6 7 cost effective screening processes and testing of physio-8 logical, cognitive, and perception factors as appropriate 9 and necessary. Not less than one model State program 10 shall be evaluated in light of this subsection during each of the fiscal years 1996 through 1998. Of the sums au-11 thorized under subsection (i), \$250,000 is authorized for 12 each such fiscal year for such evaluation. 13

14 (f) IMPROVEMENT OF MEDICAL SCREENING.—The Secretary shall conduct research and other activities de-15 signed to support and encourage the States to establish 16 17 and maintain medical review or advisory groups to work with State licensing agencies to improve and provide cur-18 19 rent information on the screening and licensing of older drivers. The Secretary shall encourage the participation 20 of the public in these groups to ensure fairness and con-21 22 cern for the safety and mobility needs of older drivers. (g) INTELLIGENT VEHICLE-HIGHWAY SYSTEMS.—In 23 24 implementing the Intelligent Vehicle-Highway Systems Act of 1991 (23 U.S.C. 307 note), the Secretary shall en-25

sure that the National Intelligent Vehicle-Highway Sys-1 tems Program devotes sufficient attention to the use of 2 intelligent vehicle-highway systems to aid older drivers in 3 safely performing driver functions. Federally-sponsored 4 research, development, and operational testing shall en-5 sure the advancement of night vision improvement sys-6 7 tems, technology to reduce the involvement of older drivers in accidents occurring at intersections, and other tech-8 9 nologies of particular benefit to older drivers.

10 (h) TECHNICAL EVALUATIONS UNDER INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT.—In con-11 ducting the technical evaluations required under section 12 6055 of the Intermodal Surface Transportation Efficiency 13 Act of 1991 (Public Law 102–240; 105 Stat. 2192), the 14 Secretary shall ensure that the safety impacts on older 15 drivers are considered, with special attention being de-16 voted to ensuring adequate and effective exchange of infor-17 mation between the Department of Transportation and 18 older drivers or their representatives. 19

(i) AUTHORIZATION OF APPROPRIATIONS.—Of the
funds authorized under section 403 of title 23, United
States Code, \$1,250,000 is authorized for each of the fiscal years 1995 through 1997 to support older driver programs described in subsections (a), (b), (c), (e), and (f).

## Subtitle D—High Risk Drivers sec. 241. STUDY ON WAYS TO IMPROVE TRAFFIC RECORDS OF ALL HIGH RISK DRIVERS.

4 (a) IN GENERAL.—Within 1 year after the date of enactment of this Act, the Secretary shall complete a 5 study to determine whether additional or strengthened 6 Federal activities, authority, or regulatory actions are de-7 8 sirable or necessary to improve or strengthen the driver 9 record and control systems of the States to identify high 10 risk drivers more rapidly and ensure prompt intervention 11 in the licensing of high risk drivers. The study, which shall be based in part on analysis obtained from a request for 12 information published in the Federal Register, shall con-13 sider steps necessary to ensure that State traffic record 14 systems are unambiguous, accurate, current, accessible, 15 complete, and (to the extent useful) uniform among the 16 States. 17

18 (b) SPECIFIC MATTERS FOR CONSIDERATION.—Such19 study shall at a minimum consider—

20 (1) whether specific legislative action is nec21 essary to improve State traffic record systems;

(2) the feasibility and practicality of further encouraging and establishing a uniform traffic ticket
citation and control system;

(3) the need for a uniform driver violation point
 system to be adopted by the States;

3 (4) the need for all the States to participate in
4 the Driver License Reciprocity Program conducted
5 by the American Association of Motor Vehicle Ad6 ministrators;

(5) ways to encourage the States to cross-reference driver license files and motor vehicle files to
facilitate the identification of individuals who may
not be in compliance with driver licensing laws; and
(6) the feasibility of establishing a national program that would limit each driver to one driver's license from only one State at any time.

(c) EVALUATION OF NATIONAL INFORMATION SYS-14 TEMS.—As part of the study required by this section, the 15 Secretary shall consider and evaluate the future of the na-16 tional information systems that support driver licensing. 17 In particular, the Secretary shall examine whether the 18 Commercial Driver's License Information System, the Na-19 tional Driver Register, and the Driver License Reciprocity 20 program should be more closely linked or continue to exist 21 as separate information systems and which entities are 22 23 best suited to operate such systems effectively at the least 24 cost. The Secretary shall cooperate with the American Association of Motor Vehicle Administrators in carrying out
 this evaluation.

3 SEC. 242. STATE PROGRAMS FOR HIGH RISK DRIVERS.

4 The Secretary shall encourage and promote State 5 driver evaluation, assistance, or control programs for high 6 risk drivers. These programs may include in-person license 7 reexaminations, driver education or training courses, li-8 cense restrictions or suspensions, and other actions de-9 signed to improve the operating performance of high risk 10 drivers.

#### 11 Subtitle E—Funding

#### 12 SEC. 251. FUNDING FOR 23 USC 410 PROGRAM.

In addition to any amount otherwise appropriated or available for such use, there are authorized to be appropriated \$15,000,000 for fiscal years 1995, 1996, and 1997 for the purpose of carrying out section 410 of title 23, United States Code.

## 18 TITLE III—CORRECTION OF 19 LOCATION

20 SEC. 301. CORRECTION OF LOCATION.

The table contained in Section 1107(b) of the Intermodal Surface Transportation Efficiency Act of 1991 is amended in item number 24, by adding at the end "and for similar purposes eligible for funding under title 23, United States Code, or under the Intermodal Surface 1 Transportation Efficiency Act on any similar existing fa-

2 cility within a 150 mile radius of such project as selected

3 by the State of Pennsylvania."

Passed the House of Representatives October 7, 1994.

Attest: DONNALD K. ANDERSON, Clerk.

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HR 5248 RFS——4