#### 112TH CONGRESS 1ST SESSION

## S. 1193

To amend title 23, United States Code, to preserve and renew Federalaid highways to reduce long-term costs, improve safety, and improve the condition of Federal-aid highways.

## IN THE SENATE OF THE UNITED STATES

June 14, 2011

Mr. CARDIN introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

## A BILL

- To amend title 23, United States Code, to preserve and renew Federal-aid highways to reduce long-term costs, improve safety, and improve the condition of Federal-aid highways.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,
  - 3 SECTION 1. SHORT TITLE.
  - 4 This Act may be cited as the "Federal-Aid Highway
  - 5 Preservation and Renewal Program Act of 2011".
  - 6 SEC. 2. SYSTEM PRESERVATION AND RENEWAL PROGRAM.
- 7 (a) IN GENERAL.—Section 119 of title 23, United
- 8 States Code, is amended to read as follows:

# 1 "§ 119. System preservation and renewal program 2 "(a) DEFINITIONS.—In this section: 3 "(1) ASSET MANAGEMENT.—The term 'asset

- management' means a strategic process for the management of transportation infrastructure that takes into consideration economic and engineering factors to make cost-effective investment decisions to improve the overall state of good repair of facilities.
- "(2) ELIGIBLE COST.—The term 'eligible cost' means, with respect to costs incurred for a project, costs of—
  - "(A) development and implementation of asset management systems in support of system preservation and renewal plans;
  - "(B) inspection activities for highway bridges and tunnels in the State;
  - "(C) reducing or eliminating an identified highway or bridge safety problem;
  - "(D) training of personnel responsible for inspection of highway tunnels and inspection and load rating of highway bridges in the State;
  - "(E) data collection to monitor the condition of highways and highway bridges in the State;

1	"(F) environmental restoration and pollu-
2	tion abatement to offset or mitigate the impacts
3	of a project eligible under subparagraph (A);
4	"(G) control of terrestrial and aquatic nox-
5	ious weeds and establishment of non-native
6	plant species within the limits of a project eligi-
7	ble under subparagraph (A); and
8	"(H) implementation of the policy estab-
9	lished pursuant to subsection $(1)(1)$ .
10	"(3) ELIGIBLE HIGHWAY FACILITY.—The term
11	'eligible highway facility' means—
12	"(A) a highway located on a Federal-aid
13	highway;
14	"(B) a bridge located on a Federal-aid
15	highway;
16	"(C) a bridge not located on a Federal-aid
17	highway; and
18	"(D) a bicycle or pedestrian lane, path,
19	walkway, or similar travel surface located with-
20	in the right-of-way of a Federal-aid highway.
21	"(4) Eligible Project.—The term 'eligible
22	project' means a project that is—
23	"(A)(i) a project for resurfacing, restora-
24	tion, rehabilitation, replacement, or reconstruc-
25	tion of an eligible highway facility;

1	"(ii) a project for preservation, protection,
2	or other preventive repair of an eligible highway
3	facility; or
4	"(iii) a project to reduce or eliminate an
5	identified highway safety problem, if the
6	project—
7	"(I) is eligible under section 148; and
8	"(II) has a cost of less than
9	\$10,000,000; and
10	"(B) consistent with the investment strat-
11	egy of the State in which the project is to be
12	carried out.
13	"(5) Investment strategy.—The term 'in-
14	vestment strategy' means a State investment strat-
15	egy established under subsection (h)(2)(B).
16	"(6) Overall state of good repair stand-
17	ARDS.—The term 'overall state of good repair stand-
18	ards' means the performance standards established
19	under subsection $(f)(1)(B)$ .
20	"(7) Preservation.—
21	"(A) In general.—The term 'preserva-
22	tion' means any cost-effective activity to pre-
23	vent, delay, or reduce deterioration on an eligi-
24	ble highway facility, including preventive and
25	corrective actions.

- 1 "(B) EXCLUSION.—The term 'preserva2 tion' does not include structural or operational
  3 improvement beyond the originally designed
  4 traffic capacity of an existing highway facility
  5 except to the extent the improvement occurs as
  6 an incidental result of the preservation activity
  7 or improves safety.
  - "(8) Program.—The term 'program' means the system preservation and renewal program established under subsection (b).
  - "(9) PROTECTION.—The term 'protection', with respect to a highway, means the conduct of an activity or action associated with the design and construction of measures to protect highways from hazards such as earthquakes, floods, scour, icing, vessel collision, vehicular impact, and security threats.
  - "(10) STATE OF GOOD REPAIR PERFORMANCE TARGET.—The term 'state of good repair performance target' means a performance target established under subsection (f)(2).
  - "(11) System Preservation and Renewal Funds.—The term 'system preservation and renewal funds' means funds apportioned under sections 104(b)(4), 104(m), and 144(e) for the program.

1	"(12) System preservation and renewal
2	PLAN.—The term 'system preservation and renewal
3	plan' means a system preservation and renewal plan
4	established by a State under subsection (h).
5	"(b) Establishment.—The Secretary shall estab-
6	lish and implement a surface transportation infrastructure
7	preservation and renewal program designed to maintain
8	and preserve the quality, efficiency, safety, and value of
9	Federal-aid highways and Federal-aid and non-Federal-
10	aid bridges in accordance with this section.
11	"(c) Purposes.—The purposes of the program shall
12	be—
13	"(1) to establish national priorities and goals
14	for bringing Federal-aid highways and Federal-aid
15	and non-Federal-aid bridges into a state of good re-
16	pair and preserving that state of good repair;
17	"(2) to focus Federal investment on preserving
18	and improving the condition of roadways and
19	bridges; and
20	"(3) to strengthen the connection between the
21	use by a State of Federal surface transportation
22	funding and the accomplishment of performance out-
23	comes.
24	"(d) Use of Apportioned Funds.—

1	"(1) In general.—A State may obligate funds
2	apportioned to the State under the program for—
3	"(A) eligible projects; and
4	"(B) eligible costs.
5	"(2) Priority for national highway sys-
6	TEM PROJECTS.—
7	"(A) In general.—Except as provided in
8	subparagraph (B), a State shall give priority to
9	eligible projects that help meet the overall state
10	of good repair standards for the National High-
11	way System under subsection $(f)(1)(B)$ .
12	"(B) Exception.—This paragraph shall
13	not apply to any State that is meeting the over-
14	all state of good repair standards for the Na-
15	tional Highway System established under sub-
16	section (f)(1)(B), as determined by the Sec-
17	retary.
18	"(3) Limitation.—
19	"(A) IN GENERAL.—A project cost attrib-
20	utable to expansion of the capacity of a high-
21	way located on a Federal-aid highways shall not
22	be eligible for funding under this section if the
23	new capacity consists of 1 or more new travel
24	lanes that are not auxiliary lanes.
25	"(B) Non-federal-aid bridges.—

1 "(i) IN GENERAL.—Not less than 15
2 percent of the amount apportioned to each
3 State under section 144(e) for each of fis4 cal years 2012 through 2017 shall be ex5 pended for projects to preserve, rehabili6 tate, protect, or replace highway bridges,
7 other than those bridges on Federal-aid
8 highways.

"(ii) REDUCTION IN EXPENDITURES.—The Secretary, after consultation with State and local officials, may reduce the amount required to be expended under clause (i) for bridges in the State that are not located on a Federal-aid highway if the Secretary determines that the State has inadequate needs to justify the expenditure.

### "(4) Exception.—

"(A) Debt financing instruments.—
Prior to the apportionment of funds made available for a program, a State may deduct amounts sufficient for the payment of any debt-financing instruments committed, guaranteed, or obligated to a third party before the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of 2011 for

1	eligible projects under this title (including this
2	section) and title 49.
3	"(B) Defense base closure and re-
4	ALIGNMENT IMPACTS.—Before October 1, 2013,
5	a State may use up to 25 percent of the funds
6	of the State for system preservation and re-
7	newal for projects to address transportation im-
8	pacts relating to decisions of the Defense Base
9	Closure and Realignment Commission.
10	"(e) Other Eligible Costs.—In addition to the
11	funds obligated for eligible projects, a State may obligate,
12	in the aggregate, not to exceed 5 percent of the funds ap-
13	portioned to the State under the program for a fiscal year
14	to pay other eligible costs.
15	"(f) System Preservation and Renewal Per-
16	FORMANCE STANDARDS AND TARGETS.—
17	"(1) Secretary responsibilities.—Not later
18	than 1 year after the date of enactment of the Fed-
19	eral-Aid Highway Preservation and Renewal Pro-
20	gram Act of 2011, the Secretary shall, by regulation
21	and in consultation with States, establish—
22	"(A) criteria for determining the state of
23	good repair of eligible highway facilities, based
24	on highway pavement condition or bridge struc-
25	tural adequacy, as applicable; and

1	"(B) overall state of good repair standards
2	for each class of infrastructure described in
3	paragraph (3), based on the criteria established
4	under subparagraph (A).
5	"(2) State responsibilities.—Not later than
6	2 years after the date of enactment of the Federal-
7	Aid Highway Preservation and Renewal Program
8	Act of 2011, and every 2 years thereafter, each
9	State, in conjunction with the development of the
10	system preservation and renewal plan of the State,
11	shall establish or revise, for each class of infrastruc-
12	ture described in paragraph (3), quantifiable State
13	of good repair performance targets that, at a min-
14	imum, estimate the projected percentage change over
15	a 2-year period of infrastructure that is rated as
16	being not in state of good repair based on the cri-
17	teria established under paragraph (1)(B).
18	"(3) Classes of infrastructure.—The
19	classes of infrastructure referred to in paragraph (1)
20	are—
21	"(A) the total deck area of highway
22	bridges in a State that are located on the Na-
23	tional Highway System;

1	"(B) the total deck area of highway
2	bridges in a State that are located on Federal-
3	aid highways;
4	"(C) the total lane miles in a State that
5	are located on the National Highway System;
6	and
7	"(D) the total lane miles in a State that
8	are located on Federal-aid highways.
9	"(4) COMPLIANCE.—If a State meets an overall
10	state of good repair standard established under
11	paragraph (1)(B) for a class of infrastructure de-
12	scribed in paragraph (3), that class of infrastructure
13	in the State shall be considered to be in a state of
14	good repair.
15	"(5) APPLICABILITY.—No State shall be re-
16	quired to establish state of good repair performance
17	targets under paragraph (2) for any class of infra-
18	structure that a State certifies as meeting the over-
19	all state of good repair standard under paragraph
20	(1)(B).
21	"(g) State Asset Management Process.—
22	"(1) IN GENERAL.—Not later than 1 year after
23	the date of enactment of the Federal-Aid Highway
24	Preservation and Renewal Program Act of 2011, a
25	State shall develop an asset management process to

1	support the development and implementation of sys-
2	tem preservation and renewal plans under subsection
3	(h).
4	"(2) Requirements.—The process developed
5	under paragraph (1) shall be based on analytical
6	mechanisms to identify cost-effective investments to
7	preserve, rehabilitate, restore, resurface, reconstruct
8	protect, or replace Federal-aid highways and high-
9	way bridges on Federal-aid highways to improve the
10	overall state of good repair of those highways and
11	bridges.
12	"(h) State System Preservation and Renewal
13	Plans.—
13 14	Plans.— "(1) Submission of Plans.—Not later than 2
14	"(1) Submission of Plans.—Not later than 2
14 15	"(1) Submission of Plans.—Not later than 2 years after the date of enactment of the Federal-Aid
14 15 16	"(1) Submission of Plans.—Not later than 2 years after the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of
14 15 16 17	"(1) Submission of Plans.—Not later than 2 years after the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of 2011 and biennially thereafter, a State shall develop
14 15 16 17	"(1) Submission of Plans.—Not later than 2 years after the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of 2011 and biennially thereafter, a State shall develop or update, as applicable, and submit to the Secretary
14 15 16 17 18 19 20	"(1) Submission of Plans.—Not later than 2 years after the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of 2011 and biennially thereafter, a State shall develop or update, as applicable, and submit to the Secretary for approval, a system preservation and renewal
14 15 16 17 18 19 20 21	"(1) Submission of Plans.—Not later than 2 years after the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of 2011 and biennially thereafter, a State shall develop or update, as applicable, and submit to the Secretary for approval, a system preservation and renewal plan.
114 115 116 117 118	"(1) Submission of plans.—Not later than 2 years after the date of enactment of the Federal-Aid Highway Preservation and Renewal Program Act of 2011 and biennially thereafter, a State shall develop or update, as applicable, and submit to the Secretary for approval, a system preservation and renewal plan.  "(2) Plan Requirements.—A system preservation.

good repair based on the criteria under para-

1	graph $(f)(1)$ and each class of infrastructure de-
2	scribed in subsection (f)(3);
3	"(B) include an investment strategy that—
4	"(i) covers a period of 6 years; and
5	"(ii) describes the manner in which
6	the State will allocate funds apportioned to
7	the State to carry out this section among,
8	at a minimum—
9	"(I) facilities in good condition,
10	fair condition, and poor condition;
11	"(II) projects located on each
12	class of infrastructure described in
13	subsection $(f)(2)$ ;
14	"(III) projects that vary with re-
15	spect to geographical location, as de-
16	termined by the State; and
17	"(IV) other eligible costs;
18	"(iii) is based on an asset manage-
19	ment process under subsection (g);
20	"(iv) describes any Federal, State,
21	local, or private funds that the State plans
22	to use, in addition to system preservation
23	and renewal funds, on projects that would
24	help to meet the state of good repair per-

1	formance targets established under this
2	section;
3	"(v) indicates the number of lane
4	miles of highways and quantity of deck
5	area on highway bridges that the State
6	would address through the allocations de-
7	scribed in clause (ii); and
8	"(vi) subject to subsection (d)(2), pro-
9	vides for investment in projects that, once
10	completed, would allow the State to meet
11	the applicable state of good repair per-
12	formance targets;
13	"(C) include a description of the extent to
14	which the use by the State of system preserva-
15	tion and renewal funds apportioned to the State
16	during the 2 most recent fiscal years was con-
17	sistent with the investment strategy of the
18	State, including—
19	"(i) an identification of the number of
20	lane miles of highways and quantity of
21	deck area on highway bridges on which the
22	State has used those funds during those 2
23	fiscal years;
24	"(ii) an identification of the distribu-
25	tion of highway and bridge facilities, by

1	level of ownership (Federal, State, tribal,
2	and local) and by functional classification,
3	on which the State has obligated those
4	funds during those 2 fiscal years;
5	"(iii) an assessment of the progress
6	that the State has made toward meeting
7	each of the state of good repair perform-
8	ance targets of the State based on the
9	projects that the State has carried out
10	under this section and the contribution
11	that those projects have made or would
12	make, once complete, to the State meeting
13	those performance targets; and
14	"(iv) a description of the expenditure
15	of funds on a geographical basis, as deter-
16	mined by the State; and
17	"(D) describe the manner in which the in-
18	vestment strategy of the State would enable the
19	State—
20	"(i) to meet the state of good repair
21	performance targets of the State; and
22	"(ii) improve the condition of the
23	classes of infrastructure described in sub-
24	section (f)(3) in the State.

1	"(3) Public availability of Plan.—A State
2	shall make the system preservation and renewal plan
3	of the State, and each update of the plan, available
4	to the public.
5	"(i) Failure To Meet State of Good Repair
6	Performance Targets.—
7	"(1) In General.—If a State does not meet
8	the biennial system preservation and renewal per-
9	formance targets under this section, the State shall
10	coordinate with the Secretary to direct portions of
11	Federal funds available under this title to the State
12	toward projects eligible under this section in order to
13	meet the state of good repair performance targets
14	under this section.
15	"(2) Waiver.—The Secretary may temporarily
16	waive the application of this subsection if—
17	"(A) unforeseen events significantly impact
18	the ability of a State to meet the biennial state
19	of good repair performance targets; or
20	"(B) eligible facilities under this section in
21	the State have suffered serious damage due to
22	an event that results in the declaration of—
23	"(i) an emergency by the Governor of
24	the State; or

1	"(ii) a major disaster by the President
2	under the Robert T. Stafford Disaster Re-
3	lief and Emergency Assistance Act (42
4	U.S.C. 5121 et seq.).
5	"(j) Oversight.—Beginning for the third fiscal year
6	after the date of enactment of the Federal-Aid Highway
7	Preservation and Renewal Program Act of 2011, and at
8	least biennially thereafter or at such other times or inter-
9	vals as are determined to be necessary by the Secretary,
10	the Secretary, in conjunction with the submission of the
11	State system preservation and renewal plan under sub-
12	section (g), shall conduct oversight activities to assess
13	whether the use by each State of funds under this section
14	is consistent with the investment strategy of the State
15	under this section.
16	"(k) BIENNIAL REPORT TO CONGRESS.—Not later
17	than September 30, 2013, and biennially thereafter, the
18	Secretary shall submit to the Committee on Transpor-
19	tation and Infrastructure of the House of Representatives
20	and the Committee on Environment and Public Works of
21	the Senate a report containing—
22	"(1) an evaluation of the performance of each
23	State with respect to—
24	"(A) the investment strategy of the State
25	under this section; and

1	"(B) the system preservation and renewal
2	performance targets established for the State
3	under this section; and
4	"(2) such recommendations as the Secretary
5	may provide for improvements of the program.
6	"(l) Additional Requirements.—
7	"(1) Safe streets policy.—Not later than 2
8	years after the date of enactment of the Federal-Aid
9	Highway Preservation and Renewal Program Act of
10	2011, each State shall develop a policy applicable to
11	any project funded, in whole or in part, under the
12	program that—
13	"(A) ensures the adequate accommodation,
14	in all phases of project planning and develop-
15	ment, of all users of the transportation system,
16	including—
17	"(i) pedestrians;
18	"(ii) bicyclists;
19	"(iii) public transit users;
20	"(iv) older individuals;
21	"(v) motorists;
22	"(vi) individuals with disabilities; and
23	"(vii) users of motor vehicles with a
24	taxable gross weight (as defined in section

1	4481 of the Internal Revenue Code of
2	1986) in excess of 55,000 pounds;
3	"(B) ensures the consideration of the safe-
4	ty and convenience of all users in all phases of
5	project planning and development; and
6	"(C) delineates a clear procedure that
7	gives due consideration to the geographical lo-
8	cation, road classification, population density,
9	and other demographic factors by which
10	projects funded, in whole or in part, under this
11	program may be exempted from complying with
12	the policy.
13	"(2) CATEGORICAL EXCLUSIONS.—To the ex-
14	tent appropriate, the Secretary shall develop categor-
15	ical exclusions from the requirement that an envi-
16	ronmental assessment or an environmental impact
17	statement under section 102 of the National Envi-
18	ronmental Policy Act of 1969 (42 U.S.C. 4332) be
19	prepared for transportation activities located within
20	an existing right-of-way funded under the program.
21	"(3) Maintenance of Effort Provision.—
22	"(A) IN GENERAL.—For any fiscal year
23	for which a State receives funds pursuant to
24	this section, the State shall certify to the Sec-
25	retary that the State will expend funds for the

- maintenance and operations of facilities in an amount that is at least equal to the average annual amount of funds expended over the preceding 3 fiscal years.
  - "(B) FORM AND DEADLINE.—A certification described in subparagraph (A) shall be submitted in such form and not later than such date as shall be determined by the Secretary.
  - "(C) Penalty for noncompliance.—If a State fails to provide a certification to the Secretary in accordance with subparagraph (A), the Secretary shall withhold from the State, for each fiscal year until such time as the State submits the certification in accordance with subparagraph (A), an amount equal to 10 percent of the amounts the State would have received under this section for the fiscal year.
  - "(D) WAIVER.—The Secretary may temporarily waive the application of this paragraph if unforeseen events significantly impact the ability of a State to meet the biennial state of good repair performance targets.
- 23 "(m) APPLICABILITY OF PLANNING REQUIRE-24 MENTS.—Nothing in this section limits the applicability

- 1 of sections 134 and 135 to projects carried out under this
- 2 section.
- 3 "(n) Continuation of Current Review Prac-
- 4 TICE.—Because each individual project that is carried out
- 5 under the investment strategy described in the system
- 6 preservation and renewal plan of a State is subject to re-
- 7 view under the National Environmental Policy Act of 1969
- 8 (42 U.S.C. 4321 et seq.), a decision by the Secretary con-
- 9 cerning a system preservation and renewal plan or an up-
- 10 date of the plan in connection with this section shall not
- 11 be considered to be a Federal action subject to review
- 12 under that Act.
- 13 "(o) Transfer of NHS, Bridge Program, and
- 14 Interstate Maintenance Apportionments.—On ap-
- 15 plication by a State and approval by the Secretary, the
- 16 Secretary may transfer to the apportionment of the State
- 17 under section 104(b)(1) the amount of funds apportioned
- 18 to the State for a fiscal year ending before October 1,
- 19 2010, under paragraphs (1) and (4) of section 104(b), and
- 20 section 144(e) (as those sections were in effect on the day
- 21 before the date of enactment of the Federal-Aid Highway
- 22 Preservation and Renewal Program Act of 2011), that re-
- 23 mains available for expenditure by the State.
- 24 "(p) Regulations on Performance Measures
- 25 OF STRUCTURAL ADEQUACY.—Not later than 1 year after

- 1 the date of enactment of the Federal-Aid Highway Preser-
- 2 vation and Renewal Program Act of 2011, the Secretary
- 3 shall promulgate such regulations as are necessary to
- 4 carry out this section.".
- 5 (b) Application to System Preservation and
- 6 Renewal Funds.—Section 126 of title 23, United States
- 7 Code, is amended—
- 8 (1) in subsection (a), by striking "subsections
- 9 (b) and (c)" and inserting "subsections (b), (c) and
- 10 (d)"; and
- 11 (2) by adding at the end the following:
- 12 "(d) Application to System Preservation and
- 13 Renewal Funds.—
- 14 "(1) IN GENERAL.—A State may transfer funds
- apportioned to the State under section 104(m) for
- the system preservation and renewal program if the
- 17 State meets the overall state of good repair stand-
- ards established under section 119(f)(1)(B) for
- 19 classes of infrastructure under subparagraphs (A)
- and (C) of sections 119(f)(3).
- 21 "(2) GOOD REPAIR STANDARDS.—A State may
- transfer funds apportioned to the State under sec-
- tions 104(b)(4) and 144(e) for the system preserva-
- 24 tion and renewal program if the State meets each of

1	the overall state of good repair standards established
2	under section $119(f)(1)(B)$ .".
3	(c) Clerical Amendment.—The analysis for chap-
4	ter 1 of title 23, United States Code, is amended by strik-
5	ing the item relating to section 119 and inserting the fol-
6	lowing:
	"Sec. 119. System preservation and renewal program.".
7	(d) Conforming Amendments.—
8	(1) Section 104 of title 23, United States Code,
9	is amended by adding at the end the following:
10	"(m) System Preservation and Renewal.—Not-
11	withstanding any other provision of this section, ½ of the
12	funds apportioned to a State under subsection (b)(1) shall
13	be used for system preservation and renewal under section
14	119 of title 23, United States Code.".
15	(2) Section 105 of title 23, United States Code,
16	is amended in each of subsections (a)(2) and (b)(2)
17	by striking "the Interstate maintenance program"
18	each place it appears and inserting "the system
19	preservation and renewal program".
20	(3) Section 118 of title 23, United States Code,
21	is amended—
22	(A) by striking subsection (c); and
23	(B) by redesignating subsections (d) and
24	(e) as subsections (c) and (d), respectively.