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1st Session

SENATE

REPORT
119–59

ENHANCING FIRST RESPONSE ACT

R E P O R T

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ON

S. 725

SEPTEMBER 2, 2025.—Ordered to be printed

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SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ONE HUNDRED NINETEENTH CONGRESS

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ENHANCING FIRST RESPONSE ACT

SEPTEMBER 2, 2025.—Ordered to be printed

Mr. CRUZ, from the Committee on Commerce, Science, and Transportation, submitted the following

R E P O R T

[To accompany S. 725]

[Including cost estimate of the Congressional Budget Office]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 725) to direct the Federal Communications Commission to issue reports after activation of the Disaster Information Reporting System and to make improvements to network outage reporting, to categorize public safety telecommunicators as a protective service occupation under the Standard Occupational Classification system, and for other purposes, having considered the same, reports favorably thereon with an amendment, in the nature of a substitute, and recommends that the bill, as amended, do pass.

PURPOSE OF THE BILL

The purpose of S. 725, Enhancing First Response Act, is to require the Federal Communications Commission to hold a public hearing concerning activations of at least 7 days of the Disaster Information Reporting System, to issue a report following each hearing, to issue a report on potential improvements to network outage reporting, and to issue a report on compliance with Kari's Law,[1] as well as for the Office of Management and Budget to categorize public safety telecommunicators as a protective service occupation under the Standard Occupational Classification system.

[1] Kari's Law Act of 2017, Public Law 115–127, 132 Stat. 326 (2018).

BACKGROUND AND NEEDS

The Federal Communications Commission (FCC) established the Disaster Information Reporting System (DIRS) on September 11, 2007, in the aftermath of Hurricane Katrina.[2] DIRS is a system the FCC activates to primarily track network and cellular phone outages in a disaster area. DIRS works by having network providers submit outage information during major disasters, as well as information on subsequent recovery efforts. DIRS currently collects information from wireline, wireless, broadcast, cable, interconnected VoIP, and broadband service providers.[3] DIRS was activated six times in 2022, five times in 2023, seven times in 2024, and twice already this year.[4] The FCC compiles the data it collects via DIRS and, in addition to providing network status information to Federal emergency management officials, publishes reports of aggregated outage and restoration information.[5]

The Standard Occupational Classification (SOC) System is managed by the Office of Management and Budget (OMB) and used by the Federal Government to classify workers into occupational categories for data collection purposes, wherein workers are classified into 867 detailed occupations.[6] The SOC System was last revised in 2018 and contains 23 major groups, one of which is referred to as protective service occupations.[7] Public safety telecommunicators, a designation that includes 911 operators, are classified within the major group as office and administrative support occupations.[8] On June 12, 2024, OMB published a Federal Register notice announcing the SOC System's possible revision in 2028.[9]

Kari's Law[10] was enacted on February 16, 2018, following the tragedy of a woman who was killed in a hotel room by her estranged husband while their children listened in on the other side of the door.[11] The children attempted but ultimately were unable to dial 911 due to the hotel phone system's requirement to dial 9 before reaching an outside line.[12] Kari's Law requires multi-line telephone system vendors, such as those who service hotels, to allow users to dial 911 directly without the need for additional digits, including prefixes or trunk codes.[13]

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[2] "Disaster Information Reporting System (DIRS)," Federal Communications Commission, *https://www.fcc.gov/general/disaster-information-reporting-system-dirs-0*; Federal Communications Commission, "Resilient Networks," Second Report and Order and Second Further Notice of Proposed Rulemaking, *FCC Record*, vol. 39 (2024), no. 1, p. 623, *https://www.govinfo.gov/content/pkg/GPO-FCC-Rcd-V39No1/pdf/GPO-FCC-Rcd-V39No1.pdf*.

[3] Ibid.

[4] "Incident Management and Investigations," Federal Communications Commission, *https://www.fcc.gov/incident-management-and-investigations*.

[5] Supra note 2.

[6] "Standard Occupational Classification," U.S. Bureau of Labor Statistics, *https://www.bls.gov/soc/*.

[7] "2018 Standard Occupational Classification System," U.S. Bureau of Labor Statistics, *https://www.bls.gov/soc/2018/major_groups.htm*.

[8] Ibid.

[9] Office of Management and Budget, "Statistical Policy Directive No. 10 Standard Occupational Classification (SOC)—Request for Comments on Possible Revision for 2028," *Federal Register, vol. 89, no. 114 (June 12, 2024), p. 49911, https://www.govinfo.gov/content/pkg/FR-2024-06-12/pdf/2024-12825.pdf*.

[10] Kari's Law Act of 2017, Public Law 115–127, 132 Stat. 326 (2018).

[11] "The Personal Story Behind Kari's Law," Federal Communications Commission, *https://www.fcc.gov/news-events/podcast/personal-story-behind-karis-law*.

[12] Ibid.

[13] Kari's Law, supra note 10.

SUMMARY OF PROVISIONS

S. 725 would require the FCC to do the following:

- Conduct not less than one annual public hearing concerning all DIRS activations that lasted at least 7 days;
- Within 120 days of each public hearing, issue a report concerning the number and duration of certain outages and related information;
- Not later than 1 year after enactment, issue a report on the value to public safety agencies of providing visual information to improve awareness of outages in the notifications provided to public safety answering points (i.e., 911 call center), the volume and nature of 911 outages that may currently go unreported under the FCC's notification outage thresholds, the balance between the value of providing visual information and the burden and practicality of providing it, and any recommended changes to FCC rules that would address either of the first two of these concerns; and
- Issue a report on multi-line telephone manufacturers and vendors' compliance with Kari's Law.

Separate from the FCC, S. 725 would require OMB to reclassify public safety telecommunicators as a protective service occupation under the SOC System.

LEGISLATIVE HISTORY

S. 725 was introduced on February 25, 2025, by Senator Klobuchar (for herself and Senators Blackburn, Heinrich, Sullivan, Luján, Capito, Markey, Budd, King, Thune, and Kelly) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. Senators Crapo and Cantwell are additional cosponsors. On April 30, 2025, the Committee met in open Executive Session and, by voice vote, ordered S. 725 reported favorably with an amendment (in the nature of a substitute).

S. 725 is a combination of two prior House bills: the 911 Saves Act, which was reintroduced in the 119th Congress, and the Emergency Reporting Act, which was last introduced in the 118th Congress.

H.R. 637, the 911 SAVES Act, a partial House companion bill to S. 725, was introduced on January 22, 2025, by Representative Torres (CA) (for herself and Representative Fitzpatrick) and was referred to the Committee on Education and Workforce of the House of Representatives. Twenty-three Representatives are additional cosponsors.

118th Congress

H.R. 7043, the Emergency Reporting Act, was introduced on January 18, 2024, by Representative Matsui (for herself and Representative Bilirakis), and was referred to the Committee on Energy and Commerce of the House of Representatives.

H.R. 6319, the 911 SAVES Act of 2024, was introduced on November 8, 2023, by Representative Torres (for herself and Representative Fitzpatrick), and was referred to the Committee on Education and the Workforce of the House of Representatives. There were 136 additional cosponsors. On July 10, 2024, that Committee met in open Executive Session and, by a vote of 42–0, ordered H.R. 6319 reported favorably with an amendment.

117th Congress

H.R. 1250, the Emergency Reporting Act, was introduced on February 23, 2021, by Representative Matsui (for herself and Representatives Bilirakis, Eshoo, Thompson, and Huffman), and was referred to the Committee on Energy and Commerce of the House of Representatives. Representative Taylor was an additional cosponsor. On July 20, 2021, H.R. 1250 passed the House under suspension of the rules.

H.R. 2351, the 911 SAVES Act, was introduced on April 1, 2021, by Representative Torres (for herself and 50 other Representatives), and was referred to the Committee on Education and Labor of the House of Representatives. Eighty Representatives were additional cosponsors.

S. 1175, a Senate companion to H.R. 2351, was introduced on April 15, 2021, by Senator Burr (for himself and Senator Klobuchar), and was referred to the Committee on Homeland Security and Governmental Affairs of the Senate. Senators Ernst, Blumenthal, Manchin, Cortez Masto, Hassan, Crapo, Risch, Thune, Blackburn, Cramer, Brown, Capito, Coons, and Tester were additional cosponsors.

ESTIMATED COSTS

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

S. 725, Enhancing First Response Act
As ordered reported by the Senate Committee on Commerce, Science, and Transportation on April 30, 2025

By Fiscal Year, Millions of Dollars	2025	2025-2030	2025-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	*	*

Increases *net direct spending* in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
		Contains intergovernmental mandate?	No
Increases *on-budget deficits* in any of the four consecutive 10-year periods beginning in 2036?	No	Contains private-sector mandate?	Yes, Under Threshold

* = between -$500,000 and $500,000.

S. 725 would require the Federal Communications Commission (FCC) to hold an annual public hearing and issue a report about all the disasters within the past year that caused its Disaster Information Reporting System to be activated for at least seven days. In addition, the bill would require the FCC to report on network outages and on the extent to which manufacturers and vendors of multi-line telephone systems have complied with a requirement that users of such systems may call 9–1–1 without dialing any additional digits. Finally, S. 725 would require the Office of Management and Budget to reclassify public safety telecommunicators as a protective service occupation under the Standard Occupational Classification within 30 days of enactment.

Using information about the cost of similar provisions, CBO estimates that implementing S. 725 would cost $1 million over the 2025–2030 period. However, because the FCC is authorized to collect fees each year sufficient to offset the appropriated costs of its regulatory activities, CBO estimates that the net cost to the FCC would be negligible, assuming appropriation actions consistent with that authority.

If the FCC increases annual fee collections to offset the costs of implementing provisions in the bill, S. 725 would increase the cost of an existing private-sector mandate on entities required to pay those fees. CBO estimates that the incremental cost of the mandate would be small and would fall well below the annual threshold established in the Unfunded Mandates Reform Act (UMRA) for private-sector mandates ($206 million in 2025, adjusted annually for inflation).

S. 725 contains no intergovernmental mandates as defined in UMRA.

The CBO staff contacts for this estimate are David Hughes (for federal costs) and Rachel Austin (for mandates). The estimate was reviewed by Christina Hawley Anthony, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee provides the following evaluation of the regulatory impact of the legislation, as reported:

Number of Persons Covered

S. 725 would likely require the collection of information from multi-line telephone system manufacturers and vendors for the report on compliance with Kari's Law. Public safety telecommunicators would be reclassified as a protective service occupation under the SOC System, so the number of public safety telecommunicators would be impacted. The report in S. 725 related to DIRS activations would not require the collection of additional information (and thus is unlikely to affect additional persons). However, the collection of some information from public safety answering points may be required for the report on potential improvements to network outage alerts.

Economic Impact

S. 725 is not expected to have an adverse impact on the Nation's economy.

Privacy

S. 725 would not impact the personal privacy of individuals.

Paperwork

The Committee does not anticipate a major increase in paperwork burdens for private individuals or businesses resulting from the passage of this legislation. S. 725 states that for reports issued following a public hearing, the FCC may not require the collection of additional information beyond what is already collected by the FCC. The collection of some information from public safety answering points may be required for the report on potential improvements to network outage alerts. Additionally, the report on Kari's Law compliance would likely require the collection of information from multi-line telephone system manufacturers and vendors.

CONGRESSIONALLY DIRECTED SPENDING

In compliance with paragraph 4(b) of rule XLIV of the Standing Rules of the Senate, the Committee provides that no provisions contained in the bill, as reported, meet the definition of congressionally directed spending items under the rule.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title.

This section would provide that the bill may be cited as the "Enhancing First Response Act".

Section 2. Reports after activation of Disaster Information Reporting System; improvements to network outage reporting.

This section would define the terms "Automatic Location Information", "Automatic Number Identification", "broadband internet access service", "commercial mobile service", "commercial mobile data service", "Commission", "Indian tribal government", "local government", "interconnected VoIP service", "multi-line telephone system", "outage", "public safety answering point", "State", and "System".

This section would require the FCC to hold no less than one public hearing per year regarding each time within the past year the DIRS system was activated for at least 7 days. The FCC would be required to consider including individuals from State and local government, the telecommunications industry, the first responder community, among others, at the public hearing.

Within 120 days of each public hearing, the FCC would also be required to issue a report with the number and duration of known outages for broadband internet access service, interconnected VoIP service, commercial mobile service, and commercial mobile data service. The report would also be required to include the approximate number of users and the amount of communications infrastructure potentially affected by any outages, the number and duration of any outages preventing public safety answering points from receiving caller location or number information and routing such calls to emergency service personnel, and any FCC recommendations on how to improve the resiliency of affected networks and network recovery efforts. When issuing the report, the FCC would be required to exempt from public disclosure company-specific information, as well as information submitted with a proper request for confidential treatment.

Lastly, this section would require the FCC, within 1 year of enactment, to investigate and publish a report on the following:

- The value to public safety agencies of originating service providers including visual information to improve awareness about outages in the notifications provided to public safety answering points;
- The volume and nature of 911 outages that may go unreported under the FCC's notification outage thresholds;
- The balance between the value of providing visual information and the burden and practicality of providing it; and
- Recommended changes to FCC rules that would address either of the first two concerns.

Section 3. Reporting of public safety telecommunicators as protective service occupations.

This section would state multiple congressional findings concerning the value of public safety telecommunicators, the purpose of the SOC System, and the purpose of reclassifying public safety telecommunicators within the SOC System.

Lastly, this section would require the Director of OMB, within 30 days of enactment, to categorize public safety telecommunicators as a protective service occupation under the SOC System.

Section 4. Report on implementation of the Kari's Law Act of 2017.

This section would require the FCC to publish a report regarding compliance with Kari's Law no later than 180 days after enactment. The report would be required to include the extent to which multi-line telephone system manufacturers and vendors have complied with Kari's Law, potential difficulties and obstacles with compliance, recommendations, if necessary, on how the FCC can improve enforcement, and legislative recommendations to Congress, if necessary, with potential fixes to any issues raised therein.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee states that the bill as reported would make no change to existing law.

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