Union Calendar No. 463 H.R. 5082

108th CONGRESS 2D Session

[Report No. 108-746]

To authorize the Secretary of Transportation to award grants to public transportation agencies and over-the-road bus operators to improve security, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 15, 2004

Mr. YOUNG of Alaska (for himself, Mr. OBERSTAR, Mr. PETRI, Mr. LIPINSKI, Mr. SHUSTER, and Mr. MENENDEZ) introduced the following bill; which was referred to the Committee on Transportation and Infrastructure

October 6, 2004

Additional sponsor: Mr. NADLER

October 6, 2004

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

[For text of introduced bill, see copy of bill as introduced on September 15, 2004]

A BILL

To authorize the Secretary of Transportation to award grants to public transportation agencies and over-theroad bus operators to improve security, 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,
3	SECTION 1. SHORT TITLE.
4	This Act may be cited as the "Public Transportation
5	Terrorism Prevention and Response Act of 2004".
6	TITLE I—PUBLIC
7	TRANSPORTATION SECURITY
8	SEC. 101. FINDINGS; PURPOSE; PUBLIC TRANSPORTATION
9	DEFINED.
10	(a) FINDINGS.—Congress finds that—
11	(1) throughout the world, public transportation
12	systems have been a primary target of terrorist at-
13	tacks, causing countless deaths and injuries;
14	(2) 6,000 public transportation agencies operate
15	in the United States;
16	(3) 14,000,000 people in the United States ride
17	public transportation each work day;
18	(4) safe and secure public transportation systems
19	are essential to the Nation's economy and for signifi-
20	cant national and international public events;
21	(5) the Federal Transit Administration has in-
22	vested \$68,700,000,000 since 1992 for construction
23	and improvements to the Nation's public transpor-
24	tation systems;

1	(6) the Federal Government appropriately in-
2	vested \$11,000,000,000 in fiscal years 2002 and 2003
3	to protect our Nation's aviation system and its
4	1,800,000 daily passengers;
5	(7) the Federal Government invested
6	\$115,000,000 in fiscal years 2003 and 2004 to protect
7	public transportation systems in the United States;
8	(8) the Federal Government has invested \$9.16
9	in aviation security improvements per passenger, but
10	only 0.006 in public transportation security im-
11	provements per passenger;
12	(9) the General Accounting Office, the Mineta
13	International Institute for Surface Transportation
14	Policy Studies, the American Public Transportation
15	Association, and other experts have reported an ur-
16	gent need for significant investment in transit secu-
17	rity improvements;
18	(10) Federal financial assistance for transit se-
19	curity improvements should be separate from and
20	supplementary to funding for longstanding Federal
21	programs for investment in public transportation in-
22	frastructure;
23	(11) the Final Report of the National Commis-
24	sion on Terrorist Attacks Upon the United States

1	(also known as the "9/11 Commission") found that
2	the Federal Government should—
3	(A) identify and evaluate the transportation
4	assets that need to be protected, set risk-based
5	priorities for defending them, and select the most
6	practical and cost-effective ways of doing so;
7	(B) develop a plan, a budget, and funding
8	to implement the effort; and
9	(C) assign roles and missions to the relevant
10	authorities (Federal, State, regional, and local)
11	and to private stakeholders;
12	(12) the Final Report of the 9/11 Commission
13	also found that homeland security assistance should
14	be based strictly on an assessment of risks and
15	vulnerabilities; and
16	(13) the Federal Government has a duty to deter
17	and mitigate, to the greatest extent practicable,
18	threats against the Nation's public transportation
19	systems.
20	(b) PURPOSE.—The purpose of this title is to award
21	grants to public transportation agencies and over-the-road
22	bus operators to improve security in a manner consistent
23	with the recommendations of the 9/11 Commission described
24	in subsections (a)(11) and (a)(12).

(c) PUBLIC TRANSPORTATION DEFINED.—In this title,
 the term "public transportation" has the meaning given
 such term in section 5302(a) of title 49, United States Code.

4 SEC. 102. MEMORANDUM OF UNDERSTANDING.

5 (a) IN GENERAL.—Not later than 45 days after the 6 date of enactment of this Act, the Secretary of Transpor-7 tation shall enter into a memorandum of understanding 8 with the Secretary of Homeland Security to define and clar-9 ify the respective public transportation security roles and 10 responsibilities of the Department of Transportation and 11 the Department of Homeland Security.

12 (b) CONTENTS.—The memorandum of understanding
13 described in subsection (a) shall—

14 (1) establish a process to develop security stand15 ards for public transportation agencies;

16 (2) establish funding priorities for grants for se17 curity improvements from the Department of Trans18 portation to public transportation agencies;

19 (3) create a method of direct coordination with
20 public transportation agencies on security matters;

21 (4) address any other issues determined to be ap22 propriate by the Secretary of Transportation and the
23 Secretary of Homeland Security; and

24 (5) include a formal and permanent mechanism
25 to ensure coordination and involvement by the De-

1	partment of Transportation, as appropriate, in pub-
2	lic transportation security.
3	SEC. 103. SECURITY ASSESSMENTS.
4	(a) Public Transportation Security Assess-
5	MENTS.—
6	(1) SUBMISSION.—The Federal Transit Adminis-
7	tration of the Department of Transportation shall
8	submit all public transportation security assessments
9	conducted by the Federal Transit Administration and
10	all other relevant information to the Department of
11	Homeland Security.
12	(2) Review.—
13	(A) IN GENERAL.—Not later than 180 days
14	after the date of enactment of this Act, the Sec-
15	retary of Transportation and the Secretary of
16	Homeland Security shall review and modify, as
17	appropriate, the security assessments received
18	under paragraph (1).
19	(B) Components.—In conducting the re-
20	views, the Secretaries shall ensure that the assess-
21	ment of each public transportation system iden-
22	tifies—
23	(i) the critical assets of the system;
24	(ii) threats to those assets;

- 1 (iii) security weaknesses in the system 2 and its assets: (iv) redundant and backup systems re-3 4 quired to ensure the continued operation of critical elements of the system in the event 5 6 of an attack or other incident; and (v) the extent to which public transpor-7 8 tation employees, including bus and rail op-9 erators, mechanics, customer service personnel, maintenance employees, transit po-10 11 lice, and security personnel, have received 12 training in security awareness and public 13 transportation system emergency response 14 procedures. 15 (3) Allocations.— 16 (A) IN GENERAL.—The Secretary of Trans-17 portation shall allocate grants under section 104 18 among public transportation agencies receiving 19 an assessment referred to in paragraph (1) based 20 on the results of the assessment, as modified 21 under paragraph (2). 22 (B) RESPONSE TO URGENT THREATS.— 23 After providing written notice to the Committee
- 25 House of Representatives and the Committee on

on Transportation and Infrastructure of the

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1	Banking, Housing, and Urban Affairs of the
2	Senate, the Secretary of Transportation may ad-
3	just grant allocations under this paragraph if
4	the Secretary determines that the adjustment is
5	necessary to respond to an urgent threat or other
6	significant factors.
7	(4) Security improvement priorities.—The
8	Secretary of Transportation shall establish security
9	improvement priorities, in consultation with the
10	management and employee representatives of each
11	public transportation system receiving an assessment.
12	Such priorities shall apply to funds provided to a
13	public transportation agency under section 104.
14	(5) UPDATES.—The Secretary of Transportation
15	and the Secretary of Homeland Security shall update
16	the assessments referred to in this subsection at least
17	once every 3 years and may conduct additional as-
18	sessments of public transportation agencies considered
19	to be at greatest risk of a terrorist attack.
20	(b) Use of Assessment Information.—The Sec-
21	retary of Transportation shall use the information collected
22	under subsection (a)—
23	(1) to establish the process for developing secu-
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24 rity guidelines for public transportation security;

1	(2) to design a security improvement strategy
2	that minimizes terrorist threats to public transpor-
3	tation systems; and
4	(3) to design a security improvement strategy
5	that maximizes the efforts of public transportation
6	systems to mitigate damage from terrorist attacks.
7	SEC. 104. SECURITY ASSISTANCE GRANTS.
8	(a) Capital Security Assistance Program.—
9	(1) IN GENERAL.—The Secretary of Transpor-
10	tation shall award grants directly to public transpor-
11	tation agencies for allowable capital security improve-
12	ments.
13	(2) Priorities.—A public transportation agen-
14	cy receiving a grant under this subsection shall use
15	the grant to fund projects based on the priorities es-
16	tablished under section $103(a)(4)$.
17	(3) Allowable use of funds.—Grants award-
18	ed under paragraph (1) may be used for—
19	(A) tunnel protection systems;
20	(B) perimeter protection systems;
21	(C) redundant critical operations control
22	systems;
23	(D) chemical, biological, radiological, or ex-
24	plosive detection systems;
25	(E) surveillance equipment;

1	(F) inspection technology;
2	(G) communications equipment;
3	(H) emergency response equipment;
4	(I) fire suppression and decontamination
5	equipment;
6	(J) global positioning or automated vehicle
7	locator type system equipment;
8	(K) evacuation improvements; and
9	(L) other capital security improvements.
10	(4) GOVERNMENT'S SHARE.—A grant for a cap-
11	ital security improvement project under this sub-
12	section shall be for 80 percent of the net project cost
13	of the project. The recipient may provide additional
14	local matching amounts.
15	(b) Operational Security Assistance Program.—
16	(1) IN GENERAL.—The Secretary of Transpor-
17	tation shall award grants directly to public transpor-
18	tation agencies for allowable operational security im-
19	provements.
20	(2) PRIORITIES.—A public transportation agen-
21	cy receiving a grant under this subsection shall use
22	the grant to fund projects based on the priorities es-
23	tablished under section 103(a)(4).
24	(3) Allowable use of funds.—Grants award-
25	ed under paragraph (1) may be used for—

1	(A) security training for transit employees,
2	including bus and rail operators, mechanics, cus-
3	tomer service employees, maintenance employees,
4	transit police, and security personnel;
5	(B) live or simulated drills;
6	(C) public awareness campaigns for en-
7	hanced public transportation security;
8	(D) canine patrols for chemical, biological,
9	or explosives detection;
10	(E) overtime reimbursement for enhanced
11	security personnel during significant national
12	and international public events, consistent with
13	the priorities established under section $103(a)(4)$;
14	and
15	(F) other appropriate security improve-
16	ments identified under section 103(a)(4), includ-
17	ing hiring additional security personnel deter-
18	mined necessary under section 103(a)(4), but ex-
19	cluding routine, ongoing personnel costs.

20 (4) GOVERNMENT'S SHARE.—A grant for an op21 erating security improvement project under this sub22 section may not exceed 50 percent of the net project
23 cost of the project.

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(c) TRANSIT AGENCY RESPONSIBILITIES.—Each pub lic transportation agency that receives a grant under this
 section shall—

4 (1) identify a security coordinator to coordinate
5 security improvements;

6 (2) develop a comprehensive plan that dem7 onstrates the agency's capacity for operating and
8 maintaining the equipment purchased under this sec9 tion; and

10 (3) report annually to the Department of Trans11 portation on the use of grant funds received under
12 this section.

(d) GRANT REQUIREMENTS.—Except as otherwise specifically provided in this Act, a grant provided under this
section shall be subject to the terms and conditions applicable to grants made under section 5307 of title 49, United
States Code, and to such other terms and conditions as are
determined by the Secretary.

19 SEC. 105. INTELLIGENCE SHARING.

(a) INTELLIGENCE SHARING.—The Secretary of
Homeland Security shall ensure that the Department of
Transportation receives appropriate and timely notification of all credible terrorist threats against public transportation assets in the United States.

25 (b) INFORMATION SHARING ANALYSIS CENTER.—

1	(1) Establishment.—The Secretary of Trans-
2	portation shall fund the reasonable costs of the Infor-
3	mation Sharing and Analysis Center for Public
4	Transportation (referred to in this subsection as the
5	"ISAC") established pursuant to Presidential Direc-
6	tive 63 to protect critical infrastructure.
7	(2) Public transportation agency partici-
8	PATION.—The Secretary of Transportation—
9	(A) shall require those public transportation
10	agencies that the Secretary determines to be at
11	significant risk of terrorist attack to participate
12	in the ISAC;
13	(B) shall encourage all other public trans-
14	portation agencies to participate in the ISAC;
15	and
16	(C) shall not charge any public transpor-
17	tation agency a fee for participation in the
18	ISAC.
19	SEC. 106. REPORTING REQUIREMENT.
20	(a) IN GENERAL.—Not later than September 30, 2006,
21	the Secretary of Transportation shall submit to the Com-
22	mittee on Transportation and Infrastructure of the House
23	of Representatives and the Committee on Banking, Hous-
24	ing, and Urban Affairs of the Senate a report that describes
25	the implementation of sections 103 through 105. The Sec-

retary may submit the report in classified and unclassified
 forms.

3 (b) CONTENTS.—Based on security assessments and
4 updates conducted under section 103, the report shall in5 clude—

6 (1) a description of the state of public transpor7 tation security in the United States; and

8 (2) a description of actions taken by Federal,
9 State, regional, and local governments and private
10 stakeholders to address threats to, and security weak11 nesses in, the public transportation system and its as12 sets.

13 SEC. 107. PUBLIC TRANSPORTATION EMPLOYEE SECURITY 14 TRAINING PROGRAM.

15 (a) IN GENERAL.—Not later than 90 days after the date of enactment of this Act, the Secretary of Transpor-16 tation, in consultation with the Secretary of Homeland Se-17 curity, appropriate law enforcement, security, and ter-18 rorism experts, representatives of public transportation 19 agencies, and representatives of public transportation em-20 21 ployees, shall develop and issue guidelines for a public 22 transportation employee security training program to prepare public transportation employees for potential threat 23 conditions. 24

25 (b) Public Transportation Agency Programs.—

1	(1) IN GENERAL.—Not later than 90 days after
2	the date on which Secretary issues guidance under
3	subsection (a) in final form, each public transpor-
4	tation agency that has received or is undergoing a se-
5	curity assessment under section 103 shall develop an
6	employee training program in accordance with such
7	guidance.
8	(2) Review and Approval.—Each public trans-
9	portation agency referred to in paragraph (1) shall
10	submit its employee training program to the Sec-
11	retary for review and approval or amendment.
12	(3) Implementation.—Not later than one year
13	after the date on which the Secretary approves an em-
14	ployee training program of a public transportation
15	agency under paragraph (2), the agency shall com-
16	plete employee training in accordance with such pro-
17	gram at least with respect to the employees of the
18	agency identified in the agency's security assessment
19	under section 103.
20	(c) REPORTING.—As part of the Secretary's report to
21	Congress under section 106, the Secretary shall include an
22	analysis of the extent to which public transportation agen-
23	cies are successfully carrying out the employee training pro-
24	grams described in this section.

SEC. 108. AUTHORIZATION OF APPROPRIATIONS. 2 (a) CAPITAL SECURITY ASSISTANCE PROGRAM.— 3 There is authorized to be appropriated to carry out section 4 104(a)— 5 (1) \$775,000,000 for fiscal year 2005; 6 (2) \$825,000,000 for fiscal year 2006; and 7 (3) \$880,000,000 for fiscal year 2007. 8 (b) OPERATIONAL SECURITY ASSISTANCE PROGRAM.— 9 There is authorized to be appropriated to carry out section 104(b)— 10 11 (1) \$400,000,000 for fiscal year 2005; 12 (2) \$300,000,000 for fiscal year 2006; and 13 (3) \$200,000,000 for fiscal year 2007. 14 (c) INFORMATION SHARING AND ANALYSIS CENTER.— 15 There is authorized to be appropriated to carry out section 16 105(b) \$1,000,000 for each of fiscal years 2005 through 17 2007. 18 (d) PERIOD OF AVAILABILITY.—Sums appropriated 19 pursuant to this section shall remain available until ex-20 pended. TITLE II—OVER-THE-ROAD BUS 21 SECURITY ASSISTANCE 22 23 SEC. 201. EMERGENCY OVER-THE-ROAD BUS SECURITY AS-24 SISTANCE. 25 (a) IN GENERAL.—The Secretary of Transportation, 26 acting through the Administrator of the Federal Motor Car-•HR 5082 RH

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rier Safety Administration, shall establish a program for
 making grants to private operators of over-the-road buses
 for system-wide security improvements to their operations,
 including—

5 (1) constructing and modifying terminals, ga6 rages, facilities, or over-the-road buses to assure their
7 security;

8 (2) protecting or isolating the driver;

9 (3) acquiring, upgrading, installing, or oper-10 ating equipment, software, or accessorial services for 11 collection, storage, or exchange of passenger and driv-12 er information through ticketing systems or otherwise, 13 and information links with government agencies;

14 (4) training employees in recognizing and re15 sponding to security threats, evacuation procedures,
16 passenger screening procedures, and baggage inspec17 tion;

18 (5) hiring and training security officers;

19 (6) installing cameras and video surveillance
20 equipment on over-the-road buses and at terminals,
21 garages, and over-the-road bus facilities;

22 (7) creating a program for employee identifica23 tion or background investigation;

1	(8) establishing an emergency communications
2	system linked to law enforcement and emergency per-
3	sonnel; and
4	(9) implementing and operating passenger
5	screening programs at terminals and on over-the-road
6	buses.
7	(b) Reimbursement.—
8	(1) IN GENERAL.—A grant under this section
9	may be used to provide reimbursement to private op-
10	erators of over-the-road buses for extraordinary secu-
11	rity-related costs for improvements described in para-
12	graphs (1) through (9) of subsection (a), determined
13	by the Secretary to have been incurred by such opera-
14	tors since September 11, 2001.
15	(2) LIMITATION.—Not more than 20 percent of
16	the amounts appropriated for a fiscal year to carry
17	out this title may be used to provide reimbursements
18	under this subsection.
19	(c) FEDERAL SHARE.—The Federal share of the cost
20	for which any grant is made under this section shall be
21	80 percent.
22	(d) DUE CONSIDERATION.—In making grants under
23	this section, the Secretary shall give due consideration to
24	private operators of over-the-road buses that have taken

measures to enhance bus transportation security from those
 in effect before September 11, 2001.

3 (e) GRANT REQUIREMENTS.—A grant under this sec4 tion shall be subject to all the terms and conditions that
5 a grant is subject to under section 3038(f) of the Transpor6 tation Equity Act for the 21st Century (49 U.S.C. 5310
7 note; 112 Stat. 393).

8 (f) REPORT ON INDUSTRY PRIORITIES.—

9 (1) STUDY.—The Administrator of the Federal 10 Motor Carrier Safety Administration shall conduct a 11 study of—

12 (A) the critical assets and systems of the na13 tionwide over-the-road bus industry;

14 (B) security threats to the assets and sys15 tems;

16 (C) security weaknesses in the assets and
17 systems; and

(D) redundant and backup systems required
to ensure the continued operation of critical elements of the assets and systems in the event of
an attack or other incident.

(2) CONSULTATION.—In conducting the study,
the Administrator shall consult with private over-theroad bus operators and their trade association representatives.

1 (3) REPORT.—Not later than 180 days after the 2 date of enactment of this Act, the Administrator shall 3 submit to the Secretary of Transportation and the 4 Secretary of Homeland Security a report, based on the results of the study, detailing the critical assets, 5 threats, and weaknesses in the over-the-road bus in-6 7 dustry. The Administrator shall update the report on 8 an annual basis.

9 (g) ALLOCATION OF GRANTS.—The Secretary of Trans-10 portation, in consultation with the Secretary of Homeland 11 Security, shall establish priorities for the allocation of 12 grants under this section based on the report required by 13 subsection (f)(3) and shall make grants under this section 14 in accordance with those priorities.

15 SEC. 202. PLAN REQUIREMENT.

(a) IN GENERAL.—The Secretary of Transportation
may not make a grant under section 201 to a private operator of over-the-road buses until the operator has first submitted to the Secretary an application containing—

20 (1) a plan for making security improvements de21 scribed in section 201 and the Secretary has approved
22 the plan; and

23 (2) such additional information as the Secretary
24 may require to ensure accountability for the obliga-

3 (b) COORDINATION.—To the extent that an application
4 for a grant submitted under this section proposes security
5 improvements within a specific terminal owned and oper6 ated by an entity other than the applicant, the applicant
7 shall demonstrate to the satisfaction of the Secretary that
8 the applicant has coordinated the security improvements for
9 the terminal with that entity.

(c) CONSULTATION WITH DHS.—In approving plans
under subsection (a)(1), the Secretary may consult with the
Secretary of Homeland Security.

13 SEC. 203. OVER-THE-ROAD BUS DEFINED.

14 In this title, the term "over-the-road bus" means a bus
15 characterized by an elevated passenger deck located over a
16 baggage compartment.

17 SEC. 204. BUS SECURITY ASSESSMENT.

(a) IN GENERAL.—Not later than 180 days after the
date of enactment of this Act, the Secretary of Transportation shall transmit to the Committee on Transportation
and Infrastructure of the House of Representatives and the
Committee on Commerce, Science, and Transportation of
the Senate a preliminary report in accordance with the requirements of this section.

(b) CONTENTS OF PRELIMINARY REPORT.—The pre 2 liminary report shall include—

3 (1) an assessment of the over-the-road bus secu4 rity grant program;

5 (2) an assessment of actions already taken to ad6 dress identified security issues by both public and
7 private entities and recommendations on whether ad8 ditional safety and security enforcement actions are
9 needed;

10 (3) an assessment of whether additional legisla11 tion is needed to provide for the security of Americans
12 traveling on over-the-road buses;

(4) an assessment of the economic impact that
security upgrades of buses and bus facilities may have
on the over-the-road bus transportation industry and
its employees;

(5) an assessment of ongoing research and the
need for additional research on over-the-road bus security, including engine shut-off mechanisms, chemical and biological weapon detection technology, and
the feasibility of compartmentalization of the driver;
and

23 (6) an assessment of industry best practices to
24 enhance security.

(c) CONSULTATION WITH INDUSTRY, LABOR, AND
 OTHER GROUPS.—In carrying out this section, the Sec retary shall consult with over-the-road bus management
 and labor representatives, public safety and law enforce ment officials, and the National Academy of Sciences.

6 SEC. 205. FUNDING.

7 There is authorized to be appropriated to the Secretary
8 of Transportation to carry out this title \$50,000,000 for
9 each of fiscal years 2005 through 2007. Such sums shall
10 remain available until expended.

Union Calendar No. 463

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