Calendar No. 385

109TH CONGRESS 2D SESSION

S. 2489

[Report No. 109-226]

To implement the obligations of the United States under the Protocol Additional to the Agreement between the United States of America and the International Atomic Energy Agency for the Application of Safeguards in the United States of America, signed by the United States on June 12, 1998.

IN THE SENATE OF THE UNITED STATES

April 3, 2006

Mr. Lugar, from the Committee on Foreign Relations, reported the following original bill; which was read twice and placed on the calendar

A BILL

To implement the obligations of the United States under the Protocol Additional to the Agreement between the United States of America and the International Atomic Energy Agency for the Application of Safeguards in the United States of America, signed by the United States on June 12, 1998.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

1 SECTION 1. SHORT TITLE.

- This Act may be cited as the "U.S. Additional Pro-
- 3 tocol Implementation Act".
- 4 SEC. 2. DEFINITIONS.
- 5 In this Act:
- 6 (1) Additional protocol.—The term "Addi-
- 7 tional Protocol", when used in the singular form,
- 8 means the Protocol Additional to the Agreement be-
- 9 tween the United States of America and the Inter-
- 10 national Atomic Energy Agency for the Application
- of Safeguards in the United States of America, with
- 12 Annexes, signed at Vienna June 12, 1998 (T. Doc.
- 13 107-7).
- 14 (2) Appropriate congressional commit-
- 15 TEES.—The term "appropriate congressional com-
- mittees" means the Committee on Armed Services,
- the Committee on Foreign Relations, and the Com-
- mittee on Appropriations of the Senate and the
- 19 Committee on Armed Services, the Committee on
- 20 International Relations, and the Committee on Ap-
- 21 propriations of the House of Representatives.
- 22 (3) Complementary access.—The term
- "complementary access" means the exercise of the
- IAEA's access rights as set forth in Articles 4 to 6
- of the Additional Protocol.

- 1 (4) EXECUTIVE AGENCY.—The term "executive 2 agency" has the meaning given such term in section 3 105 of title 5, United States Code.
- 4 (5) FACILITY.—The term "facility" has the meaning set forth in Article 18i. of the Additional Protocol.
 - (6) IAEA.—The term "IAEA" means the International Atomic Energy Agency.
 - (7) JUDGE OF THE UNITED STATES.—The term "judge of the United States" means a United States district judge, or a United States magistrate judge appointed under the authority of chapter 43 of title 28, United States Code.
 - (8) LOCATION.—The term "location" means any geographic point or area declared or identified by the United States or specified by the International Atomic Energy Agency.
 - (9) Nuclear Non-Proliferation Treaty.—
 The term "Nuclear Non-Proliferation Treaty"
 means the Treaty on the Non-Proliferation of Nuclear Weapons, done at Washington, London, and
 Moscow July 1, 1968, and entered into force March
 5, 1970 (21 UST 483).
- 24 (10) Nuclear-Weapon State Party and Non-Nuclear-Weapon State Party.—The terms

- "nuclear-weapon State Party" and "non-nuclear-weapon State Party" have the meanings given such
 terms in the Nuclear Non-Proliferation Treaty.
 - otherwise provided, means any individual, corporation, partnership, firm, association, trust, estate, public or private institution, any State or any political subdivision thereof, or any political entity within a State, any foreign government or nation or any agency, instrumentality or political subdivision of any such government or nation, or other entity located in the United States.
 - (12) SITE.—The term "site" has the meaning set forth in Article 18b. of the Additional Protocol.
 - (13) UNITED STATES.—The term "United States", when used as a geographic reference, means the several States of the United States, the District of Columbia, and the commonwealths, territories, and possessions of the United States and includes all places under the jurisdiction or control of the United States, including—
- 22 (A) the territorial sea and the overlying 23 airspace;
 - (B) any civil aircraft of the United States or public aircraft, as such terms are defined in

- paragraphs (17) and (41), respectively, of section 40102(a) of title 49, United States Code;
- 3 and
- 4 (C) any vessel of the United States, as 5 such term is defined in section 3(b) of the Mar-
- 6 itime Drug Law Enforcement Act (46 U.S.C.
- 7 App. 1903(b)).
- 8 (14) WIDE-AREA ENVIRONMENTAL SAM-
- 9 PLING.—The term "wide-area environmental sam-
- pling" has the meaning set forth in Article 18g. of
- 11 the Additional Protocol.
- 12 SEC. 3. SEVERABILITY.
- 13 If any provision of this Act, or the application of such
- 14 provision to any person or circumstance, is held invalid,
- 15 the remainder of this Act, or the application of such provi-
- 16 sion to persons or circumstances other than those as to
- 17 which it is held invalid, shall not be affected thereby.

18 TITLE I—GENERAL PROVISIONS

- 19 SEC. 101. AUTHORITY.
- 20 (a) In General.—The President is authorized to
- 21 implement and carry out the provisions of this Act and
- 22 the Additional Protocol and shall designate through Exec-
- 23 utive order which executive agency or agencies of the
- 24 United States, which may include but are not limited to
- 25 the Department of State, the Department of Defense, the

- 1 Department of Justice, the Department of Commerce, the
- 2 Department of Energy, and the Nuclear Regulatory Com-
- 3 mission, shall issue or amend and enforce regulations in
- 4 order to implement this Act and the provisions of the Ad-
- 5 ditional Protocol.
- 6 (b) INCLUDED AUTHORITY.—For any executive agen-
- 7 cy designated under subsection (a) that does not currently
- 8 possess the authority to conduct site vulnerability assess-
- 9 ments and related activities, the authority provided in sub-
- 10 section (a) includes such authority.
- 11 (c) Exception.—The authority described in sub-
- 12 section (b) does not supersede or otherwise modify any
- 13 existing authority of any Federal department or agency
- 14 already having such authority.

15 TITLE II—COMPLEMENTARY

16 ACCESS

- 17 SEC. 201. REQUIREMENT FOR AUTHORITY TO CONDUCT
- 18 COMPLEMENTARY ACCESS.
- 19 (a) Prohibition.—No complementary access to any
- 20 location in the United States shall take place pursuant to
- 21 the Additional Protocol without the authorization of the
- 22 United States Government in accordance with the require-
- 23 ments of this Act.
- 24 (b) Authority.—

1	(1) In General.—Complementary access to
2	any location in the United States subject to access
3	under the Additional Protocol is authorized in ac-
4	cordance with this Act.
5	(2) United states representatives.—
6	(A) RESTRICTIONS.—In the event of com-
7	plementary access to a privately owned or oper-
8	ated location, no employee of the Environ-
9	mental Protection Agency or of the Mine Safety
10	and Health Administration or the Occupational
11	Safety and Health Administration of the De-
12	partment of Labor may participate in the ac-
13	cess.
14	(B) Number.—The number of designated
15	United States representatives accompanying
16	IAEA inspectors shall be kept to the minimum
17	necessary.
18	SEC. 202. PROCEDURES FOR COMPLEMENTARY ACCESS.
19	(a) In General.—Each instance of complementary
20	access to a location in the United States under the Addi-
21	tional Protocol shall be conducted in accordance with this
22	title.
23	(b) Notice.—
24	(1) In general.—Complementary access re-
25	ferred to in subsection (a) may occur only upon the

1	issuance of an actual written notice by the United
2	States Government to the owner, operator, occupant,
3	or agent in charge of the location to be subject to
4	complementary access.
5	(2) Time of notification.—The notice under
6	paragraph (1) shall be submitted to such owner, op-
7	erator, occupant, or agent as soon as possible after
8	the United States Government has received notifica-
9	tion that the IAEA seeks complementary access. No-
10	tices may be posted prominently at the location if
11	the United States Government is unable to provide
12	actual written notice to such owner, operator, occu-
13	pant, or agent.
14	(3) Content of Notice.—
15	(A) IN GENERAL.—The notice required by
16	paragraph (1) shall specify—
17	(i) the purpose for the complementary
18	access;
19	(ii) the basis for the selection of the
20	facility, site, or other location for the com-
21	plementary access sought;
22	(iii) the activities that will be carried
23	out during the complementary access;
24	(iv) the time and date that the com-
25	plementary access is expected to begin, and

1	the anticipated period covered by the com-
2	plementary access; and
3	(v) the names and titles of the inspec-
4	tors.
5	(4) Separate notices required.—A sepa-
6	rate notice shall be provided each time that com-
7	plementary access is sought by the IAEA.
8	(c) Credentials.—The complementary access team
9	of the IAEA and representatives or designees of the
10	United States Government shall display appropriate iden-
11	tifying credentials to the owner, operator, occupant, or
12	agent in charge of the location before gaining entry in con-
13	nection with complementary access.
14	(d) Scope.—
15	(1) In general.—Except as provided in a war-
16	rant issued under section 203, and subject to the
17	United States Government's rights under the Addi-
18	tional Protocol to limit complementary access, com-
19	plementary access to a location pursuant to this title
20	may extend to all activities specifically permitted for
21	such locations under Article 6 of the Additional Pro-
22	tocol.
23	(2) Exception.—Unless required by the Addi-
24	tional Protocol, no inspection under this title shall
25	extend to—

1	(A) financial data (other than production
2	data);
3	(B) sales and marketing data (other than
4	shipment data);
5	(C) pricing data;
6	(D) personnel data;
7	(E) patent data;
8	(F) data maintained for compliance with
9	environmental or occupational health and safety
10	regulations; or
11	(G) research data.
12	(e) Environment, Health, Safety, and Secu-
13	RITY.—In carrying out their activities, members of the
14	IAEA complementary access team and representatives or
15	designees of the United States Government shall observe
16	applicable environmental, health, safety, and security reg-
17	ulations established at the location subject to complemen-
18	tary access, including those for protection of controlled en-
19	vironments within a facility and for personal safety.
20	SEC. 203. CONSENTS, WARRANTS, AND COMPLEMENTARY
21	ACCESS.
22	(a) In General.—
23	(1) Procedure.—
24	(A) Consent.—Except as provided in
25	paragraph (2), an appropriate official of the

United States Government shall seek or have the consent of the owner, operator, occupant, or agent in charge of a location prior to entering that location in connection with complementary access pursuant to sections 201 and 202. The owner, operator, occupant, or agent in charge of the location may withhold consent for any reason or no reason.

- (B) Administrative search war-Rant.—In the absence of consent, the United States Government may seek an administrative search warrant from a judge of the United States under subsection (b). Proceedings regarding the issuance of an administrative search warrant shall be conducted ex parte, unless otherwise requested by the United States Government.
- (2) EXPEDITED ACCESS.—For purposes of obtaining access to a location pursuant to Article 4b.(ii) of the Additional Protocol in order to satisfy United States obligations under the Additional Protocol when notice of two hours or less is required, the United States Government may gain entry to such location in connection with complementary access, to the extent such access is consistent with the

1	Fourth Amendment to the United States Constitu-
2	tion, without obtaining either a warrant or consent
3	(b) Administrative Search Warrants for Com-
4	PLEMENTARY ACCESS.—
5	(1) Obtaining administrative search war-
6	RANTS.—For complementary access conducted in the
7	United States pursuant to the Additional Protocol
8	and for which the acquisition of a warrant is re-
9	quired, the United States Government shall first ob-
10	tain an administrative search warrant from a judge
11	of the United States. The United States Government
12	shall provide to such judge all appropriate informa-
13	tion regarding the basis for the selection of the facil-
14	ity, site, or other location to which complementary
15	access is sought.
16	(2) Content of Affidavits for Administra-
17	TIVE SEARCH WARRANTS.—A judge of the United
18	States shall promptly issue an administrative search
19	warrant authorizing the requested complementary
20	access upon an affidavit submitted by the United
21	States Government—
22	(A) stating that the Additional Protocol is
23	in force;

1	(B) stating that the designated facility,
2	site, or other location is subject to complemen-
3	tary access under the Additional Protocol;
4	(C) stating that the purpose of the com-
5	plementary access is to verify the correctness
6	and completeness of information declared by
7	the United States Government pursuant to Ar-
8	ticle 2 of the Additional Protocol;
9	(D) stating that the requested complemen-
10	tary access is in accordance with Article 4 of
11	the Additional Protocol;
12	(E) containing assurances that the scope
13	of the IAEA's complementary access, as well as
14	what it may collect, shall be limited to the ac-
15	cess provided for in Article 6 of the Additional
16	Protocol;
17	(F) listing the items, documents, and areas
18	to be searched and seized;
19	(G) stating the earliest commencement and
20	the anticipated duration of the complementary
21	access period, as well as the expected times of
22	day during which such complementary access
23	will take place; and

1	(H) stating that the location to which
2	entry in connection with complementary access
3	is sought was selected either—
4	(i) because there is probable cause, on
5	the basis of specific evidence, to believe
6	that information required to be reported
7	regarding a location pursuant to regula-
8	tions promulgated under this Act is incor-
9	rect or incomplete, and that the location to
10	be accessed contains evidence regarding
11	that violation; or
12	(ii) pursuant to a reasonable general
13	administrative plan based upon specific
14	neutral criteria.
15	(3) Content of Warrants.—A warrant
16	issued under paragraph (2) shall specify the same
17	matters required of an affidavit under that para-
18	graph. In addition, each warrant shall contain the
19	identities of the representatives of the IAEA on the
20	complementary access team and the identities of the
21	representatives or designees of the United States
22	Government required to display identifying creden-

tials under section 202(c).

1	SEC. 204. PROHIBITED ACTS RELATING TO COMPLEMEN-
2	TARY ACCESS.
3	It shall be unlawful for any person willfully to fail
4	or refuse to permit, or to disrupt, delay, or otherwise im-
5	pede, a complementary access authorized by this Act or
6	an entry in connection with such access.
7	TITLE III—CONFIDENTIALITY OF
8	INFORMATION
9	SEC. 301. PROTECTION OF CONFIDENTIALITY OF INFORMA-
10	TION.
11	Information reported to, or otherwise acquired by, the
12	United States Government under this Act or under the
13	Additional Protocol shall be exempt from disclosure under
14	sections 552 of title 5, United States Code.
15	TITLE IV—ENFORCEMENT
16	SEC. 401. RECORDKEEPING VIOLATIONS.
17	It shall be unlawful for any person willfully to fail
18	or refuse—
19	(1) to establish or maintain any record required
20	by any regulation prescribed under this Act;
21	(2) to submit any report, notice, or other infor-
22	mation to the United States Government in accord-
23	ance with any regulation prescribed under this Act;
24	or

1 (3) to permit access to or copying of any record 2 by the United States Government in accordance with 3 any regulation prescribed under this Act.

4 SEC. 402. PENALTIES.

(a) Civil.—

(1) Penalty amounts.—Any person that is determined, in accordance with paragraph (2), to have violated section 204 or section 401 shall be required by order to pay a civil penalty in an amount not to exceed \$25,000 for each violation. For the purposes of this paragraph, each day during which a violation of section 204 continues shall constitute a separate violation of that section.

(2) Notice and Hearing.—

(A) IN GENERAL.—Before imposing a penalty against a person under paragraph (1), the head of an executive agency designated under section 101(a) shall provide the person with notice of the order. If, within 15 days after receiving the notice, the person requests a hearing, the head of the designated executive agency shall initiate a hearing on the violation.

(B) CONDUCT OF HEARING.—Any hearing so requested shall be conducted before an administrative judge. The hearing shall be con-

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- ducted in accordance with the requirements of section 554 of title 5, United States Code. If no hearing is so requested, the order imposed by the head of the designated agency shall constitute a final agency action.
 - (C) Issuance of orders.—If the administrative judge determines, upon the preponderance of the evidence received, that a person named in the complaint has violated section 204 or section 401, the administrative judge shall state his findings of fact and conclusions of law, and issue and serve on such person an order described in paragraph (1).
- (D) Factors for determination of PENALTY AMOUNTS.—In determining the amount of any civil penalty, the administrative judge or the head of the designated agency take into account the nature, circumstances, extent, and gravity of the violation or violations and, with respect to the violator, the ability to pay, effect on ability to continue to do business, any history of such violations, the degree of culpability, the existence of an internal compliance program, and such other matters as justice may require.

1	(E) Content of Notice.—For the pur-
2	poses of this paragraph, notice shall be in writ-
3	ing and shall be verifiably served upon the per-
4	son or persons subject to an order described in
5	paragraph (1). In addition, the notice shall—
6	(i) set forth the time, date, and spe-
7	cific nature of the alleged violation or vio-
8	lations; and
9	(ii) specify the administrative and ju-
10	dicial remedies available to the person or
11	persons subject to the order, including the
12	availability of a hearing and subsequent
13	appeal.
14	(3) Administrative appellate review.—
15	The decision and order of an administrative judge
16	shall be the recommended decision and order and
17	shall be referred to the head of the designated exec-
18	utive agency for final decision and order. If, within
19	60 days, the head of the designated executive agency
20	does not modify or vacate the decision and order, it
21	shall become a final agency action under this sub-
22	section.
23	(4) Judicial review.—A person adversely af-
24	fected by a final order may, within 30 days after the

date the final order is issued, file a petition in the

1	Court of Appeals for the District of Columbia Cir-
2	cuit or in the Court of Appeals for the district in
3	which the violation occurred.
4	(5) Enforcement of final orders.—
5	(A) IN GENERAL.—If a person fails to
6	comply with a final order issued against such
7	person under this subsection and—
8	(i) the person has not filed a petition
9	for judicial review of the order in accord-
10	ance with paragraph (4), or
11	(ii) a court in an action brought under
12	paragraph (4) has entered a final judg-
13	ment in favor of the designated executive
14	agency,
15	the head of the designated executive agency
16	shall commence a civil action to seek compliance
17	with the final order in any appropriate district
18	court of the United States.
19	(B) No review.—In any such civil action,
20	the validity and appropriateness of the final
21	order shall not be subject to review.
22	(C) Interest.—Payment of penalties as-
23	sessed in a final order under this section shall
24	include interest at currently prevailing rates
25	calculated from the date of expiration of the 60-

1	day period referred to in paragraph (3) or the
2	date of such final order, as the case may be.
3	(b) Criminal.—Any person who violates section 204
4	or section 401 may, in addition to or in lieu of any civil
5	penalty which may be imposed under subsection (a) for
6	such violation, be fined under title 18, United States Code,
7	imprisoned for not more than five years, or both.
8	SEC. 403. SPECIFIC ENFORCEMENT.
9	(a) Jurisdiction.—The district courts of the United
10	States shall have jurisdiction over civil actions brought by
11	the head of an executive agency designated under section
12	101(a)—
13	(1) to restrain any conduct in violation of sec-
14	tion 204 or section 401; or
15	(2) to compel the taking of any action required
16	by or under this Act or the Additional Protocol.
17	(b) CIVIL ACTIONS.—
18	(1) IN GENERAL.—A civil action described in
19	subsection (a) may be brought—
20	(A) in the case of a civil action described
21	in paragraph (1) of such subsection, in the
22	United States district court for the judicial dis-
23	trict in which any act, omission, or transaction
24	constituting a violation of section 204 or section

1	401 occurred or in which the defendant is
2	found or transacts business; or
3	(B) in the case of a civil action described
4	in paragraph (2) of such subsection, in the
5	United States district court for the judicial dis-
6	trict in which the defendant is found or trans-
7	acts business.
8	(2) Service of process.—In any such civil
9	action, process shall be served on a defendant wher-
10	ever the defendant may reside or may be found.
11	TITLE V—ENVIRONMENTAL
12	SAMPLING
13	SEC. 501. NOTIFICATION TO CONGRESS OF IAEA BOARD AP-
13 14	SEC. 501. NOTIFICATION TO CONGRESS OF IAEA BOARD AP-
14	PROVAL OF WIDE-AREA ENVIRONMENTAL
14 15	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) IN GENERAL.—Not later than 30 days after the
14151617	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) IN GENERAL.—Not later than 30 days after the
14151617	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) IN GENERAL.—Not later than 30 days after the date on which the Board of Governors of the IAEA ap-
14 15 16 17 18	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) IN GENERAL.—Not later than 30 days after the date on which the Board of Governors of the IAEA approves wide-area environmental sampling for use as a safe-
14 15 16 17 18	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) In General.—Not later than 30 days after the date on which the Board of Governors of the IAEA approves wide-area environmental sampling for use as a safeguards verification tool, the President shall notify the approver.
14 15 16 17 18 19 20	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) IN GENERAL.—Not later than 30 days after the date on which the Board of Governors of the IAEA approves wide-area environmental sampling for use as a safeguards verification tool, the President shall notify the appropriate congressional committees.
14 15 16 17 18 19 20 21	PROVAL OF WIDE-AREA ENVIRONMENTAL SAMPLING. (a) IN GENERAL.—Not later than 30 days after the date on which the Board of Governors of the IAEA approves wide-area environmental sampling for use as a safeguards verification tool, the President shall notify the appropriate congressional committees. (b) CONTENT.—The notification under subsection (a)

1	ernors that are to be employed for purposes of wide-			
2	area sampling; and			
3	(2) a statement as to whether or not such sam-			
4	pling may be conducted in the United States under			
5	the Additional Protocol.			
6	SEC. 502. APPLICATION OF NATIONAL SECURITY EXCLU-			
7	SION TO WIDE-AREA ENVIRONMENTAL SAM			
8	PLING.			
9	In accordance with Article 1(b) of the Additional Pro-			
10	tocol, the United States shall not permit any wide-area			
11	environmental sampling proposed by the IAEA to be con-			
12	ducted at a specified location in the United States under			
13	Article 9 of the Additional Protocol unless the President			
14	has determined and reported to the appropriate congres-			
15	sional committees that—			
16	(1) the proposed use of wide-area environmental			
17	sampling is necessary to increase the capability of			
18	the IAEA to detect undeclared nuclear activities in			
19	the territory of a non-nuclear-weapon State Party;			
20	(2) the proposed use of wide-area environmental			
21	sampling will not result in access by the IAEA to lo-			
22	cations, activities, or information of direct national			
23	security significance; and			
24	(3) the United States—			

1	(A) has been provided sufficient oppor-				
2	tunity for consultation with the IAEA if the				
3	IAEA has requested complementary access in-				
4	volving wide-area environmental sampling; or				
5	(B) has requested under Article 8 of the				
6	Additional Protocol that the IAEA engage in				
7	complementary access in the United States that				
8	involves the use of wide-area environmental				
9	sampling.				
10	SEC. 503. APPLICATION OF NATIONAL SECURITY EXCLU-				
11	SION TO LOCATION-SPECIFIC ENVIRON-				
12	MENTAL SAMPLING.				
13	In accordance with Article 1(b) of the Additional Pro-				
14	tocol, the United States shall not permit any location-spe-				
15	cific environmental sampling in the United States under				
	Article 5 of the Additional Protocol unless the President				
16	Article 5 of the Additional Protocol unless the President				
16 17					
17					
17	has determined and reported to the appropriate congres-				
17 18	has determined and reported to the appropriate congressional committees that—				
17 18 19	has determined and reported to the appropriate congressional committees that— (1) the proposed use of location-specific envi-				
17 18 19 20	has determined and reported to the appropriate congressional committees that— (1) the proposed use of location-specific environmental sampling will not result in access by the				
17 18 19 20 21	has determined and reported to the appropriate congressional committees that— (1) the proposed use of location-specific environmental sampling will not result in access by the IAEA to locations, activities, or information of direct				

1	(A) has been provided sufficient oppor-						
2	tunity for consultation with the IAEA if the						
3	IAEA has requested complementary access in-						
4	volving location-specific environmental sam-						
5	pling; or						
6	(B) has requested under Article 8 of the						
7	Additional Protocol that the IAEA engage in						
8	complementary access in the United States that						
9	involves the use of location-specific environ-						
10	mental sampling.						
11	TITLE VI—AUTHORIZATION OF						
12	APPROPRIATIONS						
13	SEC. 601. AUTHORIZATION OF APPROPRIATIONS.						
14	There are authorized to be appropriated such sums						
15	as may be necessary to carry out this Act.						

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[Report No. 109-226]

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