## 117TH CONGRESS 1ST SESSION

## H. R. 5771

To amend title 23, United States Code, to establish a dedicated, competitive highway-rail grade separation program, and for other purposes.

## IN THE HOUSE OF REPRESENTATIVES

OCTOBER 28, 2021

Mr. García of Illinois (for himself and Mr. Schneider) introduced the following bill; which was referred to the Committee on Transportation and Infrastructure

## A BILL

To amend title 23, United States Code, to establish a dedicated, competitive highway-rail grade separation program, 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 "Building Much Needed
- 5 Rail Grade Separations Act of 2021".
- 6 SEC. 2. GRADE SEPARATION GRANT PROGRAM.
- 7 (a) IN GENERAL.—Chapter 1 of title 23, United
- 8 States Code, is amended by inserting after section 130 the
- 9 following:

1	"§ 130A. Railway-highway crossing separation pro-
2	gram
3	"(a) Definitions.—In this section:
4	"(1) Crossing.—The term 'crossing' means a
5	railway-highway grade crossing.
6	"(2) Grade Separation.—The term 'grade
7	separation' means the elimination of a rail-highway
8	grade crossing through the building of an additional
9	structure such as an overpass, underpass, or trench
10	or a rail line relocation and improvement project
11	that results in the closure of a highway-grade cross-
12	ing.
13	"(3) Large Project.—The term 'large
14	project' means a project funded under this section
15	that has total eligible project costs of greater than
16	\$100,000,000.
17	"(4) Program.—The term 'Program' means
18	the grade separation investment program established
19	under subsection (b)(1).
20	"(b) Establishment of Grade Separation Pro-
21	GRAM.—
22	"(1) IN GENERAL.—The Secretary shall estab-
23	lish a grade separation investment program to pro-
24	vide grants on a competitive basis to carry out ac-
25	tivities described in subsection (i) relating to grade
26	separations.

1	"(2) Goals.—The goals of the Program shall
2	be—
3	"(A) to separate railway-highway grade
4	crossings;
5	"(B) to improve safety by reducing the
6	number of deaths and injuries at rail-highway
7	crossings;
8	"(C) to increase the efficiency, and reli-
9	ability of the movement of people and freight
10	over rail-highway crossings;
11	"(D) to increase the capacity of the freight
12	and passenger rail system;
13	"(E) to reduce the amount of noise from
14	trains; and
15	"(F) to improve air quality and reduce
16	greenhouse gas emissions from less idling at
17	rail-highway crossings, especially in frontline
18	communities.
19	"(c) Funding.—
20	"(1) Grant amounts.—Except as otherwise
21	provided, a grant under the Program shall be—
22	"(A) in the case of a large project, in an
23	amount that is—

1	"(i) adequate to fully fund the project
2	(in combination with other financial re-
3	sources identified in the application); and
4	"(ii) not less than \$50,000,000; and
5	"(B) in the case of an eligible project that
6	is not a large project, in an amount that is—
7	"(i) adequate to fully fund the project
8	(in combination with other financial re-
9	sources identified in the application); and
10	"(ii) not less than \$2,500,000.
11	"(2) MAXIMUM AMOUNT.—For an eligible
12	project receiving assistance under the Program, the
13	amount of assistance provided by the Secretary
14	under this section, as a share of eligible project
15	costs, shall be—
16	"(A) in the case of a large project, not
17	more than 50 percent; and
18	"(B) in the case of a project that is not a
19	large project, not more than 80 percent.
20	"(3) Railroad liability.—Any railroad or
21	railroads involved in a project paid for in whole or
22	in part from amounts made available under this sec-
23	tion shall be liable to the United States for the net
24	benefit to the railroad determined under the classi-

- fication of such project made pursuant to paragraph
  (4).
- "(4) Railroad share.—Any railroad or railroads involved in a grade separation project carried
  out under this Act that benefits from such project
  shall be liable to the United States for 10 percent
  of the costs of construction, which shall be deemed
  to represent the net benefit to the railroad or railroads for the purpose of determining the railroad's
  share of the cost of construction.
  - "(5) Cash share.—Not more than half of the amount required under paragraph (4) may be attributable to non-cash contributions of materials and labor furnished by the railroad in connection with the construction of such project.
  - "(6) Large projects.—At least 70 percent of the funds awarded in a fiscal year under this Program shall used for large projects.
  - "(7) FUTURE PIPELINE.—At least 5 percent of the total amount awarded in a fiscal year under this Program shall be for projects seeking funding for planning, preliminary engineering, or final environmental review. The Secretary shall ensure that the funding awarded is sufficient for such project to be

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1 eligible for grant amounts for final design or con-2 struction in a future application cycle. 3 "(d) ELIGIBLE ENTITY.—The Secretary may make a grant under the Program to any of the following: 5 "(1) A State. "(2) A group of States. 6 "(3) An interstate compact. 7 "(4) A public agency or publicly chartered au-8 9 thority established by one or more States. "(5) A political subdivision of a State. 10 "(6) A metropolitan planning organization. 11 12 "(7) Amtrak or another rail carrier that pro-13 vides intercity rail passenger transportation (as defined in section 24102 of title 49). 14 "(8) A commuter rail authority. 15 "(9) A Tribal government or a consortium of 16 17 Tribal governments. 18 "(10) A multistate or multijurisdictional group of entities described in paragraphs (1) through (9). 19 "(e) Administration of Funds.—The Secretary 20 21 may transfer any amounts awarded under this section, as 22 appropriate, after selection, to the Federal Railroad Ad-23 ministration for— "(1) administration of funds in accordance with 24

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title 49; or

1	"(2) for administration of funds in accordance
2	with chapter 53 of title 49.
3	"(f) Considerations.—
4	"(1) Primary considerations.—In awarding
5	grants under the Program, the Secretary shall con-
6	sider the following primary factors:
7	"(A) Accident history at the crossing over
8	the last 10 years, including the number of fa-
9	talities and injuries.
10	"(B) Volume of trains, both freight and
11	passenger, passing through the crossing.
12	"(C) Average speed of trains, both freight
13	and passenger, that pass through the crossing.
14	"(D) Annual average daily motor vehicle,
15	cyclist, and pedestrian traffic at the crossing.
16	"(E) Likelihood of a collision based on the
17	geometry of the crossing.
18	"(F) Design speed and speed limit of the
19	roadway that meets the crossing.
20	"(G) The number of other at-grade cross-
21	ings in the vicinity of the project location.
22	"(H) The number of other grade separated
23	crossings in the vicinity of the project location.
24	"(I) The amount of critical facilities near
25	the crossing, including emergency response

1	services, hospitals, schools, chemical and power
2	plants (including nuclear), military bases and
3	installations, and other similar facilities as de-
4	termined by the Secretary.
5	"(J) Whether the project is located in or
6	would primarily benefit economically disadvan-
7	taged communities, including environmental
8	justice communities, underserved communities,
9	or communities located in areas of persistent
10	poverty.
11	"(2) Secondary considerations.—In award-
12	ing grants under the Program, the Secretary shall
13	consider the following secondary factors:
14	"(A) Improvement in air quality, including
15	reductions in greenhouse gas emissions.
16	"(B) Decrease in train noise.
17	"(C) Increase in economic development.
18	"(D) Improvements to commuter and
19	intercity passenger rail service and on-time per-
20	formance.
21	"(E) Improvements to the rail freight net-
22	work.
23	"(F) The applicant's history of dem-
24	onstrating financial commitment to, and fund-
25	ing of, similar projects.

1	"(G) Any other factors as determined by
2	the Secretary.
3	"(3) Prohibited considerations.—In
4	awarding grants under this section, the Secretary
5	may not—
6	"(A) limit the amount of grants or assist-
7	ance projects located in 1 State can receive; or
8	"(B) take into consideration the amount of
9	new non-Federal revenue an applicant has
10	raised.
11	"(g) Competitive Process and Evaluation of
12	ELIGIBLE PROJECTS OTHER THAN LARGE PROJECTS.—
13	"(1) Competitive process.—
14	"(A) IN GENERAL.—The Secretary shall—
15	"(i) for the first fiscal year for which
16	funds are made available for obligation
17	under the Program, not later than 60 days
18	after the date on which the template under
19	subparagraph (B)(i) is developed, and in
20	subsequent fiscal years, not later than 60
21	days after the date on which amounts are
22	made available for obligation under the
23	Program, solicit grant applications for eli-
24	gible projects other than large projects;
25	and

1	"(ii) not later than 120 days after the
2	date on which the solicitation under clause
3	(i) expires, conduct evaluations under
4	paragraph (3).
5	"(B) Requirements.—In carrying out
6	subparagraph (A), the Secretary shall—
7	"(i) develop a template for applicants
8	to use to summarize project needs and
9	benefits, including benefits described in
10	paragraph (3)(B)(i); and
11	"(ii) enable applicants to use data
12	from the national crossing inventory under
13	section 20160 of title 49 to populate tem-
14	plates described in clause (i), as applicable.
15	"(2) Applications.—An eligible entity shall
16	submit to the Secretary an application at such time,
17	in such manner, and containing such information as
18	the Secretary may require.
19	"(3) Evaluation.—
20	"(A) In general.—Prior to providing a
21	grant under this subsection, the Secretary
22	shall—
23	"(i) conduct an evaluation of each
24	project for which an application is received
25	under this subsection; and

1	"(ii) assign a quality rating to the
2	project on the basis of the evaluation
3	under clause (i).
4	"(B) Requirements.—In carrying out an
5	evaluation under subparagraph (A), the Sec-
6	retary shall—
7	"(i) consider information on project
8	benefits submitted by the applicant using
9	the template developed under paragraph
10	(1)(B)(i), including how and to what ex-
11	tent the project will address the factors
12	listed in subsection (e); and
13	"(ii) consider whether and the extent
14	to which the benefits, including the bene-
15	fits described in clause (i), are more likely
16	than not to outweigh the total project
17	costs.
18	"(C) Data driven process.—In evalu-
19	ating projects under this section, the Secretary
20	shall—
21	"(i) evaluate each project using a
22	quantitative approach to the extent prac-
23	tical; and

1	"(ii) may use all or parts of the meth-
2	odology required to be developed for large
3	projects in subsection (h).
4	"(D) Publication of methodology
5	AND RATINGS.—The Secretary shall—
6	"(i) publish on the Department of
7	Transportation's website the methodology
8	developed in paragraph (C) to evaluate
9	projects submitted under this section; and
10	"(ii) not later than 30 days after an-
11	nouncing an intent to award funds under
12	this section, post on the Department of
13	Transportation's website any ratings or
14	scores developed for each eligible applica-
15	tion that submitted an application.
16	"(h) Competitive Process, Evaluation, and An-
17	NUAL REPORT FOR LARGE PROJECTS.—
18	"(1) IN GENERAL.—The Secretary shall estab-
19	lish an annual date by which an eligible entity sub-
20	mitting an application for a large project shall sub-
21	mit to the Secretary such information as the Sec-
22	retary may require, including information described
23	in paragraph (2), in order for a large project to be
24	considered for a recommendation by the Secretary

1	for funding in the next annual report under para-
2	graph (6).
3	"(2) Information required.—The informa-
4	tion referred to in paragraph (1) includes—
5	"(A) all necessary information required for
6	the Secretary to evaluate the large project; and
7	"(B) information sufficient for the Sec-
8	retary to determine that—
9	"(i) the large project meets the appli-
10	cable requirements under this section; and
11	"(ii) there is a reasonable likelihood
12	that the large project will continue to meet
13	the requirements under this section.
14	"(3) Notice of Determination.—On making
15	a determination that information submitted to the
16	Secretary under paragraph (1) is sufficient, the Sec-
17	retary shall provide a written notice of that deter-
18	mination to—
19	"(A) the entity that submitted the applica-
20	tion;
21	"(B) the Committee on Environment and
22	Public Works of the Senate; and
23	"(C) the Committee on Transportation and
24	Infrastructure of the House of Representatives.

1	"(4) EVALUATION.—The Secretary may rec-
2	ommend a large project for funding in the annual
3	report under paragraph (6) only if the Secretary
4	evaluates the proposed project and determines that
5	the project is justified because the project—
6	"(A) addresses a need to eliminate the
7	grade crossing as determined by the Secretary,
8	consistent with the goals of the Program under
9	subsection $(b)(2)$ ;
10	"(B) will generate significant benefits
11	based upon the factors listed in subsection (f);
12	"(C) is cost effective based on an analysis
13	of whether the benefits described in subpara-
14	graph (B) are expected to outweigh the project
15	costs; and
16	"(D) is supported by other Federal or non-
17	Federal financial commitments or revenues ade-
18	quate to fund completion of the project or
19	project phase.
20	"(5) Ratings.—
21	"(A) IN GENERAL.—The Secretary shall
22	create a data driven ranking to evaluate, rate,
23	and rank large projects. The Secretary shall de-
24	velop a methodology that—

1	"(i) quantifies numerically each factor
2	listed in subsection $(f)(1)$ to the extent
3	practical;
4	"(ii) calculates a numerical safety
5	score based on how the project would im-
6	prove safety through the factors listed in
7	subsection $(f)(1)$ ;
8	"(iii) evaluates on a 5-point scale (the
9	points of which include 'high', 'medium-
10	high', 'medium', 'medium-low', and 'low')
11	the benefits of the project for each of the
12	factors listed in subsection (f)(2); and
13	"(iv) evaluates on a 5-point scale (the
14	points of which include 'high', 'medium-
15	high', 'medium', 'medium-low', and 'low')
16	how each project meets subparagraphs
17	(4)(C)  and  (4)(D).
18	"(B) Overall weighting.—The Sec-
19	retary shall develop and publish on the Depart-
20	ment of Transportation's website a methodology
21	that explains how the Secretary will create an
22	overall rating for each project by weighting
23	each rating in subparagraph (A) when awarding
24	grants under this section. The Secretary shall

1	give at least 50 percent weight to the 'safety
2	score' calculated under subparagraph (A)(ii).
3	"(C) PRIORITIZATION.—The Secretary
4	shall prioritize funding for those projects scor
5	ing highest under subparagraph (B). To be con
6	sidered justified and receive a recommendation
7	for funding in the annual report under para
8	graph (6), a project shall receive a 'satisfactory
9	rating for each rating required under subpara
10	graph (A). The Secretary shall determine and
11	publish what is considered a 'satisfactory' rat
12	ing for the purposes of this subparagraph.
13	"(D) Posting of Ratings.—Not later
14	than 30 days after announcing an intent to
15	award funds under this section, the Secretary
16	shall post on the Department of Transpor
17	tation's website the overall ranking and scores
18	including the score for each metric quantified
19	under paragraph (5)(A), for each eligible large
20	application that submitted an application.
21	"(6) Annual report on funding rec
22	OMMENDATIONS FOR LARGE PROJECTS.—
23	"(A) IN GENERAL.—Not later than the
24	first Monday in February of each year, the Sec

retary shall submit to the Committees on

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1	Transportation and Infrastructure and Appro-
2	priations of the House of Representatives and
3	the Committees on Environment and Public
4	Works and Appropriations of the Senate a re-
5	port that includes—
6	"(i) a list of large projects that have
7	requested a recommendation for funding
8	under a new grant agreement from funds
9	anticipated to be available to carry out this
10	subsection in the next fiscal year;
11	"(ii) the evaluation under paragraph
12	(4) and ratings under paragraph (5) for
13	each project referred to in subsection (j);
14	and
15	"(iii) the grant amounts that the Sec-
16	retary recommends providing to large
17	projects in the next fiscal year, including—
18	"(I) scheduled payments under
19	previously signed multiyear grant
20	agreements under subsection (j);
21	"(II) payments for new grant
22	agreements, including single-year
23	grant agreements and multiyear grant
24	agreements;

1	"(III) a description of how
2	amounts anticipated to be available
3	for the Program or the President's
4	budget request for that fiscal year will
5	be distributed; and
6	"(IV) for each project for which
7	the Secretary recommends a new
8	multiyear grant agreement under sub-
9	section (j), the proposed payout sched-
10	ule for the project.
11	"(B) Limitations.—The Secretary shall
12	not recommend in an annual report under this
13	paragraph a new multiyear grant agreement
14	unless the Secretary determines that the project
15	can be completed using funds that are antici-
16	pated to be available in future fiscal years.
17	"(C) Considerations.—In selecting
18	projects to recommend for funding in the an-
19	nual report under this paragraph, the Secretary
20	shall—
21	"(i) consider the amount of funds
22	available in future fiscal years for
23	multiyear grant agreements as described in
24	subparagraph (B); and

1	"(ii) assume the availability of funds
2	in future fiscal years for multiyear grant
3	agreements that extend beyond the period
4	of authorization based on the amount
5	made available for large projects under the
6	Program in the last fiscal year of the pe-
7	riod of authorization.
8	"(i) Eligible Project Costs.—
9	"(1) In general.—A grant received for a
10	project under the Program may be used for—
11	"(A) development phase activities, includ-
12	ing planning, feasibility analysis, revenue fore-
13	casting, environmental review, preliminary engi-
14	neering and design work, and other
15	preconstruction activities; and
16	"(B) construction, reconstruction, rehabili-
17	tation, acquisition of real property (including
18	land related to the project and improvements to
19	the land), environmental mitigation, construc-
20	tion contingencies, acquisition of equipment
21	and operational improvements directly related
22	to improving system performance.
23	"(2) Prohibition of a certain limita-
24	TION.—The Secretary shall not limit eligible projects
25	from consideration for funding for planning, engi-

1	neering, environmental, construction, and design ele-
2	ments of the same project in the same application.
3	"(j) Multiyear Grant Agreements for Large
4	Projects.—
5	"(1) IN GENERAL.—A large project that re-
6	ceives a grant under the Program in an amount of
7	not less than \$100,000,000 may be carried out
8	through a multiyear grant agreement in accordance
9	with this subsection.
10	"(2) Requirements.—A multiyear grant
11	agreement for a large project described in paragraph
12	(1) shall—
13	"(A) establish the terms of participation by
14	the Federal Government in the project;
15	"(B) establish the maximum amount of
16	Federal financial assistance for the project in
17	accordance with paragraphs (1) and (2) of sub-
18	section (c);
19	"(C) establish a payout schedule for the
20	project that provides for disbursement of the
21	full grant amount by not later than 4 fiscal
22	years after the fiscal year in which the initial
23	amount is provided;

1	"(D) determine the period of time for com-
2	pleting the project, even if that period extends
3	beyond the period of an authorization; and
4	"(E) attempt to improve timely and effi-
5	cient management of the project, consistent
6	with all applicable Federal laws (including regu-
7	lations).
8	"(3) Special financial rules.—
9	"(A) In General.—A multiyear grant
10	agreement under this subsection—
11	"(i) shall obligate an amount of avail-
12	able budget authority specified in law; and
13	"(ii) may include a commitment, con-
14	tingent on amounts to be specified in law
15	in advance for commitments under this
16	paragraph, to obligate an additional
17	amount from future available budget au-
18	thority specified in law.
19	"(B) STATEMENT OF CONTINGENT COM-
20	MITMENT.—The agreement shall state that the
21	contingent commitment is not an obligation of
22	the Federal Government.
23	"(C) Interest and other financial
24	COSTS.—

1	"(i) IN GENERAL.—Interest and other
2	financing costs of carrying out a part of
3	the project within a reasonable time shall
4	be considered a cost of carrying out the
5	project under a multiyear grant agreement,
6	except that eligible costs may not be more
7	than the cost of the most favorable financ-
8	ing terms reasonably available for the
9	project at the time of borrowing.
10	"(ii) The applicant shall certify to the
11	Secretary that the applicant has shown
12	reasonable diligence in seeking the most
13	favorable financing terms.
14	"(4) Advance Payment.—Notwithstanding
15	any other provision of law, an entity carrying out a
16	large project under a multiyear grant agreement—
17	"(A) may use funds made available to the
18	entity under this title for eligible project costs
19	of the large project until the amount specified
20	in the multiyear grant agreement for the
21	project for that fiscal year becomes available for
22	obligation; and
23	"(B) if the entity uses funds as described
24	in subparagraph (A), the funds used shall be
25	reimbursed from the amount made available

1	under the multiyear grant agreement for the
2	project.
3	"(k) Undertaking Parts of Projects in Ad-
4	VANCE UNDER LETTERS OF NO PREJUDICE.—
5	"(1) In General.—The Secretary may pay to
6	an applicant all eligible project costs under the Pro-
7	gram, including costs for an activity for an eligible
8	project incurred prior to the date on which the
9	project receives funding under the Program if—
10	"(A) before the applicant carries out the
11	activity, the Secretary approves through a letter
12	to the applicant the activity in the same man-
13	ner as the Secretary approves other activities as
14	eligible under the Program;
15	"(B) a record of decision, a finding of no
16	significant impact, or a categorical exclusion
17	under the National Environmental Policy Act of
18	1969 (42 U.S.C. 4321 et seq.) has been issued
19	for the eligible project; and
20	"(C) the activity is carried out without
21	Federal assistance and in accordance with all
22	applicable procedures and requirements.
23	"(2) Interest and other financing
24	COSTS.—

1	"(A) In general.—For purposes of para-
2	graph (1), the cost of carrying out an activity
3	for an eligible project includes the amount of
4	interest and other financing costs, including
5	any interest earned and payable on bonds, to
6	the extent interest and other financing costs are
7	expended in carrying out the activity for the eli-
8	gible project, except that interest and other fi-
9	nancing costs may not be more than the cost of
10	the most favorable financing terms reasonably
11	available for the eligible project at the time of
12	borrowing.
13	"(B) The applicant shall certify to the Sec-
14	retary that the applicant has shown reasonable
15	diligence in seeking the most favorable financ-
16	ing terms under subparagraph (A).
17	"(3) No obligations or influence on rec-
18	OMMENDATIONS.—An approval by the Secretary
19	under paragraph (1)(A) shall not—
20	"(A) constitute an obligation of the Fed-
21	eral Government; or
22	"(B) alter or influence any evaluation
23	under subsections (g)(3)(A)(i) or (h)(4) or any
24	recommendation by the Secretary for funding
25	under the Program.

1	"(l) Congressional Notification.—Not later
2	than 30 days before making a grant under the Program,
3	the Secretary shall submit to the Committee on Transpor-
4	tation and Infrastructure of the House of Representatives
5	and the Committee on Environment and Public Works of
6	the Senate a written notification of the proposed grant
7	that includes—
8	"(1) an evaluation and justification for the eli-
9	gible project; and
10	"(2) the amount of the proposed grant.
11	"(m) Reports.—
12	"(1) Annual Report.—Not later than August
13	1 of each fiscal year, the Secretary shall make avail-
14	able on the website of the Department of Transpor-
15	tation an annual report that lists each eligible
16	project for which a grant has been provided under
17	the Program during the fiscal year.
18	"(2) GAO ASSESSMENT AND REPORT.—Not
19	later than 3 years after the date of enactment of
20	this section, the Comptroller General of the United
21	States shall—
22	"(A) conduct an assessment of the admin-
23	istrative establishment, solicitation, selection,
24	and justification process with respect to the
25	funding of grants under the Program; and

1	"(B) submit to the Committee on Trans-
2	portation and Infrastructure of the House of
3	Representatives and the Committee on Environ-
4	ment and Public Works of the Senate a report
5	that describes—
6	"(i) the adequacy and fairness of the
7	process under which each eligible project
8	that received a grant under the Program
9	was selected; and
10	"(ii) the justification and criteria used
11	for the selection of each eligible project.
12	"(n) AUTHORIZATION OF APPROPRIATIONS.—There
13	is authorized to be appropriated \$500,000,000 for each
14	of the fiscal years 2022 through 2026 to carry out this
15	section.".
16	(b) CLERICAL AMENDMENT.—The table of contents
17	for chapter 1 of title 23, United States Code, is amended
18	by inserting after the item relating to section 130 the fol-
19	lowing:

"130A. Railway-highway crossing separation program.".