

113TH CONGRESS  
1ST SESSION

# H. R. 3486

To empower States with authority for most taxing and spending for highway programs and mass transit programs, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

NOVEMBER 14, 2013

Mr. GRAVES of Georgia (for himself, Mr. DUNCAN of South Carolina, Mr. WOODALL, Mr. DESANTIS, Mr. HUIZENGA of Michigan, Mr. WEBER of Texas, Mr. AMASH, Mr. ROKITA, Mr. WESTMORELAND, Mr. STUTZMAN, Mr. GOHMERT, Mr. FRANKS of Arizona, Mr. JONES, Mr. HENSARLING, Mr. MULVANEY, Mr. SCHWEIKERT, Mr. LONG, Mr. BROUN of Georgia, Mr. GINGREY of Georgia, Mr. BRADY of Texas, and Mr. HUELSKAMP) introduced the following bill; which was referred to the Committee on Transportation and Infrastructure, and in addition to the Committees on Ways and Means and the Budget, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

---

## A BILL

To empower States with authority for most taxing and spending for highway programs and mass transit programs, 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 “Transportation Em-
- 5       powerment Act”.

1   **SEC. 2. FINDINGS AND PURPOSES.**

2       (a) FINDINGS.—Congress finds that—

3               (1) the objective of the Federal highway pro-  
4               gram has been to facilitate the construction of a  
5               modern freeway system that promotes efficient inter-  
6               state commerce by connecting all States;

7               (2) that objective has been attained, and the  
8               Interstate System connecting all States is near com-  
9               pletion;

10              (3) each State has the responsibility of pro-  
11               viding an efficient transportation network for the  
12               residents of the State;

13              (4) each State has the means to build and oper-  
14               ate a network of transportation systems, including  
15               highways, that best serves the needs of the State;

16              (5) each State is best capable of determining  
17               the needs of the State and acting on those needs;

18              (6) the Federal role in highway transportation  
19               has, over time, usurped the role of the States by tax-  
20               ing motor fuels used in the States and then distrib-  
21               uting the proceeds to the States based on the Fed-  
22               eral Government's perceptions of what is best for the  
23               States;

24              (7) the Federal Government has used the Fed-  
25               eral motor fuels tax revenues to force all States to

1       take actions that are not necessarily appropriate for  
2       individual States;

3               (8) the Federal distribution, review, and en-  
4       forcement process wastes billions of dollars on un-  
5       productive activities;

6               (9) Federal mandates that apply uniformly to  
7       all 50 States, regardless of the different cir-  
8       cumstances of the States, cause the States to waste  
9       billions of hard-earned tax dollars on projects, pro-  
10      grams, and activities that the States would not oth-  
11      erwise undertake; and

12               (10) Congress has expressed a strong interest  
13      in reducing the role of the Federal Government by  
14      allowing each State to manage its own affairs.

15       (b) PURPOSES.—The purposes of this Act are—

16               (1) to return to the individual States maximum  
17      discretionary authority and fiscal responsibility for  
18      all elements of the national surface transportation  
19      systems that are not within the direct purview of the  
20      Federal Government;

21               (2) to preserve Federal responsibility for the  
22      Dwight D. Eisenhower National System of Inter-  
23      state and Defense Highways;

24               (3) to preserve the responsibility of the Depart-  
25      ment of Transportation for—

1                             (A) design, construction, and preservation  
2                             of transportation facilities on Federal public  
3                             land;

4                             (B) national programs of transportation  
5                             research and development and transportation  
6                             safety; and

7                             (C) emergency assistance to the States in  
8                             response to natural disasters;

9                             (4) to eliminate to the maximum extent prac-  
10                            ticable Federal obstacles to the ability of each State  
11                            to apply innovative solutions to the financing, de-  
12                            sign, construction, operation, and preservation of  
13                            Federal and State transportation facilities; and

14                             (5) with respect to transportation activities car-  
15                            ried out by States, local governments, and the pri-  
16                            vate sector, to encourage—

17                             (A) competition among States, local gov-  
18                            ernments, and the private sector; and

19                             (B) innovation, energy efficiency, private  
20                            sector participation, and productivity.

21 **SEC. 3. FUNDING LIMITATION.**

22                             Notwithstanding any other provision of law, if the  
23                             Secretary of Transportation determines for any of fiscal  
24                            years 2015 through 2019 that the aggregate amount re-  
25                            quired to carry out transportation programs and projects

1 under this Act and amendments made by this Act exceeds  
2 the estimated aggregate amount in the Highway Trust  
3 Fund available for those programs and projects for the  
4 fiscal year, each amount made available for such a pro-  
5 gram or project shall be reduced by the pro rata percent-  
6 age required to reduce the aggregate amount required to  
7 carry out those programs and projects to an amount equal  
8 to that available for those programs and projects in the  
9 Highway Trust Fund for the fiscal year.

10 **SEC. 4. FUNDING FOR CORE HIGHWAY PROGRAMS.**

11 (a) IN GENERAL.—

12 (1) AUTHORIZATION OF APPROPRIATIONS.—

13 The following sums are authorized to be appro-  
14 priated out of the Highway Trust Fund (other than  
15 the Mass Transit Account):

16 (A) FEDERAL-AID HIGHWAY PROGRAM.—

17 For the national highway performance program  
18 under section 119 of title 23, United States  
19 Code, the surface transportation program under  
20 section 133 of that title, the highway safety im-  
21 provement program under section 148 of that  
22 title, the congestion mitigation and air quality  
23 improvement program under section 149 of that  
24 title, and to carry out section 134 of that  
25 title—

15 (C) FEDERAL LANDS PROGRAMS.—

the United States Fish and Wildlife Service.

(D) ADMINISTRATIVE EXPENSES.—Section 104(a)(1) of title 23, United States Code, is amended to read as follows:

11           “(1) IN GENERAL.—There are authorized to be  
12           appropriated from the Highway Trust Fund (other  
13           than the Mass Transit Account) to be made avail-  
14           able to the Secretary for administrative expenses of  
15           the Federal Highway Administration—

18 "(C) \$153,043,000 for fiscal year 2017;

20 and

(2) TRANSFERABILITY OF FUNDS.—Section 104 of title 23, United States Code, is amended by striking subsection (f) and inserting the following:

**25        "(f) TRANSFERABILITY OF FUNDS.—**

1           “(1) IN GENERAL.—To the extent that a State  
2 determines that funds made available under this title  
3 to the State for a purpose are in excess of the needs  
4 of the State for that purpose, the State may transfer  
5 the excess funds to, and use the excess funds for,  
6 any surface transportation (including mass transit  
7 and rail) purpose in the State.

8           “(2) ENFORCEMENT.—If the Secretary deter-  
9 mines that a State has transferred funds under  
10 paragraph (1) to a purpose that is not a surface  
11 transportation purpose as described in paragraph  
12 (1), the amount of the improperly transferred funds  
13 shall be deducted from any amount the State would  
14 otherwise receive from the Highway Trust Fund for  
15 the fiscal year that begins after the date of the de-  
16 termination.”.

17           (3) FEDERAL-AID SYSTEM.—

18           (A) IN GENERAL.—Section 103(a) of title  
19           23, United States Code, is amended by striking  
20           “the National Highway System, which in-  
21           cludes”.

22           (B) CONFORMING AMENDMENTS.—Chapter  
23           1 of title 23, United States Code, is amended—

(i) in section 103 by striking the section designation and heading and inserting the following:

#### **4 “§ 103. Federal-aid system”;**

5 and

6 (ii) in the analysis by striking the  
7 item relating to section 103 and inserting  
8 the following:

“103. Federal-aid system.”.

12 (A) in paragraph (2)—

16 (ii) in subparagraph (A) by striking  
17 “fiscal year 2014” and inserting “a fiscal  
18 year”.

19                         (5) NATIONAL BRIDGE AND TUNNEL INVEN-  
20                         TORY AND INSPECTION STANDARDS —

(A) IN GENERAL.—Section 144 of title 23, United States Code, is amended—

(B) REPEAL OF HISTORIC BRIDGES PROVISIONS.—Section 144(g) of title 23, United States Code, is repealed.

7                   (6) REPEAL OF TRANSPORTATION ALTER-  
8 NATIVES PROGRAM.—The following provisions are  
9 repealed:

10 (A) Section 213 of title 23, United States  
11 Code

(B) The item relating to section 213 in the analysis for chapter 1 of title 23, United States Code

21 (B) by striking the second sentence.

1                             (A) a highway construction or improve-  
2                             ment project shall not be considered to be a  
3                             Federal highway construction or improvement  
4                             project unless and until a State expends Fed-  
5                             eral funds for the construction portion of the  
6                             project;

7                             (B) a highway construction or improve-  
8                             ment project shall not be considered to be a  
9                             Federal highway construction or improvement  
10                            project solely by reason of the expenditure of  
11                             Federal funds by a State before the construc-  
12                             tion phase of the project to pay expenses relat-  
13                             ing to the project, including for any environ-  
14                             mental document or design work required for  
15                             the project; and

16                             (C)(i) a State may, after having used Fed-  
17                             eral funds to pay all or a portion of the costs  
18                             of a highway construction or improvement  
19                             project, reimburse the Federal Government in  
20                             an amount equal to the amount of Federal  
21                             funds so expended; and

22                             (ii) after completion of a reimbursement  
23                             described in clause (i), a highway construction  
24                             or improvement project described in that clause

1           shall no longer be considered to be a Federal  
2           highway construction or improvement project.

3           (9) REPORTING REQUIREMENTS.—No reporting  
4           requirement, other than a reporting requirement in  
5           effect as of the date of enactment of this Act, shall  
6           apply on or after October 1, 2014, to the use of  
7           Federal funds for highway projects by a public-pri-  
8           vate partnership.

9           (b) EXPENDITURES FROM HIGHWAY TRUST  
10 FUND.—

11           (1) EXPENDITURES FOR CORE PROGRAMS.—  
12           Section 9503(c) of the Internal Revenue Code of  
13           1986 is amended—

14               (A) in paragraph (1)—  
15                   (i) by striking “October 1, 2014” and  
16                   inserting “October 1, 2020”; and  
17                   (ii) by striking “MAP–21” and insert-  
18                   ing “Transportation Empowerment Act”;

19               (B) in paragraphs (3)(A)(i), (4)(A), and  
20               (5), by striking “October 1, 2016” each place  
21               it appears and inserting “October 1, 2022”;  
22               and

23               (C) in paragraph (2), by striking “July 1,  
24               2017” and inserting “July 1, 2023”.

1                   (2) AMOUNTS AVAILABLE FOR CORE PROGRAM  
2 EXPENDITURES.—Section 9503 of such Code is  
3 amended by adding at the end the following:

4                 “(g) CORE PROGRAMS FINANCING RATE.—For pur-  
5 poses of this section—

6                 “(1) IN GENERAL.—Except as provided in para-  
7 graph (2)—

8                 “(A) in the case of gasoline and special  
9 motor fuels the tax rate of which is the rate  
10 specified in section 4081(a)(2)(A)(i), the core  
11 programs financing rate is—

12                 “(i) after September 30, 2014, and  
13 before October 1, 2015, 18.3 cents per gal-  
14 lon,

15                 “(ii) after September 30, 2015, and  
16 before October 1, 2016, 9.6 cents per gal-  
17 lon,

18                 “(iii) after September 30, 2016, and  
19 before October 1, 2017, 6.4 cents per gal-  
20 lon,

21                 “(iv) after September 30, 2017, and  
22 before October 1, 2018, 5.0 cents per gal-  
23 lon, and

24                 “(v) after September 30, 2018, 3.7  
25 cents per gallon, and

1               “(B) in the case of kerosene, diesel fuel,  
2               and special motor fuels the tax rate of which is  
3               the rate specified in section 4081(a)(2)(A)(iii),  
4               the core programs financing rate is—

5               “(i) after September 30, 2014, and  
6               before October 1, 2015, 24.3 cents per gal-  
7               lon,

8               “(ii) after September 30, 2015, and  
9               before October 1, 2016, 12.7 cents per gal-  
10               lon,

11               “(iii) after September 30, 2016, and  
12               before October 1, 2017, 8.5 cents per gal-  
13               lon,

14               “(iv) after September 30, 2017, and  
15               before October 1, 2018, 6.6 cents per gal-  
16               lon, and

17               “(v) after September 30, 2018, 5.0  
18               cents per gallon.

19               “(2) APPLICATION OF RATE.—In the case of  
20               fuels used as described in paragraph (3)(C), (4)(B),  
21               and (5) of subsection (c), the core programs financ-  
22               ing rate is zero.”.

23               (c) TERMINATION OF MASS TRANSIT ACCOUNT.—  
24               Section 9503(e)(2) of the Internal Revenue Code of 1986  
25               is amended—

1                         (1) by inserting “and before October 1, 2014”  
2                         after “March 31, 1983”, and

3                         (2) by adding at the end the following new  
4                         paragraph:

5                         “(6) TRANSFER TO HIGHWAY ACCOUNT.—On  
6                         October 1, 2014, the Secretary shall transfer all  
7                         amounts in the Mass Transit Account to the High-  
8                         way Account.”.

9                         (d) EFFECTIVE DATE.—The amendments and re-  
10                         peals made by this section take effect on October 1, 2014.

11                         **SEC. 5. FUNDING FOR HIGHWAY RESEARCH AND DEVELOP-  
12                         MENT PROGRAM.**

13                         (a) AUTHORIZATION OF APPROPRIATIONS.—There is  
14                         authorized to be appropriated out of the Highway Trust  
15                         Fund (other than the Mass Transit Account) to carry out  
16                         section 503(b) of title 23, United States Code,  
17                         \$115,000,000 for each of fiscal years 2015 through 2019.

18                         (b) APPLICABILITY OF TITLE 23, UNITED STATES  
19                         CODE.—Funds authorized to be appropriated by sub-  
20                         section (a) shall—

21                         (1) be available for obligation in the same man-  
22                         ner as if those funds were apportioned under chap-  
23                         ter 1 of title 23, United States Code, except that the  
24                         Federal share of the cost of a project or activity car-  
25                         ried out using those funds shall be 80 percent, un-

1 less otherwise expressly provided by this Act (including  
2 the amendments by this Act) or otherwise determined by the Secretary; and

4 (2) remain available until expended and not be  
5 transferable.

6 **SEC. 6. RETURN OF EXCESS TAX RECEIPTS TO STATES.**

7 (a) IN GENERAL.—Section 9503(c) of the Internal  
8 Revenue Code of 1986 is amended by adding at the end  
9 the following:

10 “(6) RETURN OF EXCESS TAX RECEIPTS TO  
11 STATES FOR SURFACE TRANSPORTATION PUR-  
12 POSES.—

13 “(A) IN GENERAL.—On the first day of  
14 each of fiscal years 2016, 2017, 2018, and  
15 2019, the Secretary, in consultation with the  
16 Secretary of Transportation, shall—

17 “(i) determine the excess (if any) of—  
18 “(I) the amounts appropriated in  
19 such fiscal year to the Highway Trust  
20 Fund under subsection (b) which are  
21 attributable to the taxes described in  
22 paragraphs (1) and (2) thereof (after  
23 the application of paragraph (4)  
24 thereof) over the sum of—

1                         “(II) the amounts so appro-  
2 priated which are equivalent to—

3                         “(aa) such amounts attrib-  
4 utable to the core programs fi-  
5 nancing rate for such year, plus  
6                         “(bb) the taxes described in  
7 paragraphs (3)(C), (4)(B), and  
8 (5) of subsection (c), and

9                         “(ii) allocate the amount determined  
10 under clause (i) among the States (as de-  
11 fined in section 101(a) of title 23, United  
12 States Code) for surface transportation  
13 (including mass transit and rail) purposes  
14 so that—

15                         “(I) the percentage of that  
16 amount allocated to each State, is  
17 equal to

18                         “(II) the percentage of the  
19 amount determined under clause (i)(I)  
20 paid into the Highway Trust Fund in  
21 the latest fiscal year for which such  
22 data are available which is attrib-  
23 utable to highway users in the State.

24                         “(B) ENFORCEMENT.—If the Secretary  
25 determines that a State has used amounts

1           under subparagraph (A) for a purpose which is  
2           not a surface transportation purpose as de-  
3           scribed in subparagraph (A), the improperly  
4           used amounts shall be deducted from any  
5           amount the State would otherwise receive from  
6           the Highway Trust Fund for the fiscal year  
7           which begins after the date of the determina-  
8           tion.”.

9         (b) EFFECTIVE DATE.—The amendment made by  
10      this section takes effect on October 1, 2014.

11      **SEC. 7. REDUCTION IN TAXES ON GASOLINE, DIESEL FUEL,  
12           KEROSENE, AND SPECIAL FUELS FUNDING  
13           HIGHWAY TRUST FUND.**

14         (a) REDUCTION IN TAX RATE.—

15           (1) IN GENERAL.—Section 4081(a)(2)(A) of the  
16      Internal Revenue Code of 1986 is amended—  
17           (A) in clause (i), by striking “18.3 cents”  
18           and inserting “3.7 cents”; and  
19           (B) in clause (iii), by striking “24.3 cents”  
20           and inserting “5.0 cents”.

21         (2) CONFORMING AMENDMENTS.—

22           (A) Section 4081(a)(2)(D) of such Code is  
23      amended—  
24           (i) by striking “19.7 cents” and in-  
25           serting “4.1 cents”, and

(ii) by striking “24.3 cents” and inserting “5.0 cents”.

(B) Section 6427(b)(2)(A) of such Code is amended by striking “7.4 cents” and inserting “1.5 cents”.

6 (b) ADDITIONAL CONFORMING AMENDMENTS.—

24 (C) in subparagraph (A)(ii), by striking  
25 “11 3 cents” and inserting “2 3 cents”; and

(D) by striking subparagraph (B) and inserting the following:

8                         (6) Section 9503(b) of such Code is amended—  
9                                 (A) in paragraphs (1) and (2), by striking  
10                             “October 1, 2016” both places it appears and  
11                             inserting “October 1, 2021”;

12 (B) in the heading of paragraph (2), by  
13 striking “OCTOBER 1, 2016” and inserting “Oc-  
14 TOBER 1, 2021”;

**22 (c) FLOOR STOCK REFUNDS.—**

23 (1) IN GENERAL.—If—

(B) on such date such liquid is held by a dealer and has not been used and is intended for sale;

7 there shall be credited or refunded (without interest)  
8 to the person who paid such tax (in this subsection  
9 referred to as the “taxpayer”) an amount equal to  
10 the excess of the tax paid by the taxpayer over the  
11 amount of such tax which would be imposed on such  
12 liquid had the taxable event occurred on such date.

(i) the dealer submits a request for refund or credit to the taxpayer before January 1, 2020; and

20 (d) EFFECTIVE DATES.—

21                   (1) IN GENERAL.—Except as provided in para-  
22                   graph (2), the amendments made by this section  
23                   shall apply to fuel removed after September 30,  
24                   2019.

1                             (2) CERTAIN CONFORMING AMENDMENTS.—The  
2                             amendments made by subsections (b)(4) and (b)(6)  
3                             shall apply to fuel removed after September 30,  
4                             2016.

5                             **SEC. 8. REPORT TO CONGRESS.**

6                             Not later than 180 days after the date of enactment  
7                             of this Act, after consultation with the appropriate com-  
8                             mittees of Congress, the Secretary of Transportation shall  
9                             submit a report to Congress describing such technical and  
10                          conforming amendments to titles 23 and 49, United States  
11                          Code, and such technical and conforming amendments to  
12                          other laws, as are necessary to bring those titles and other  
13                          laws into conformity with the policy embodied in this Act  
14                          and the amendments made by this Act.

15                          **SEC. 9. EFFECTIVE DATE CONTINGENT ON CERTIFICATION**

16                          **OF DEFICIT NEUTRALITY.**

17                          (a) PURPOSE.—The purpose of this section is to en-  
18                          sure that—

19                          (1) this Act will become effective only if the Di-  
20                          rector of the Office of Management and Budget cer-  
21                          tifies that this Act is deficit neutral;

22                          (2) discretionary spending limits are reduced to  
23                          capture the savings realized in devolving transpor-  
24                          tation functions to the State level pursuant to this  
25                          Act; and

(3) the tax reduction made by this Act is not scored under pay-as-you-go and does not inadvertently trigger a sequestration.

4           (b) EFFECTIVE DATE CONTINGENCY.—Notwith-  
5 standing any other provision of this Act, this Act and the  
6 amendments made by this Act shall take effect only if—

17 (c) OMB ESTIMATES AND REPORT.—

18                   (1) REQUIREMENTS.—Not later than 5 cal-  
19               endar days after the date of enactment of this Act,  
20               the Director shall—

(A) estimate the net change in revenues resulting from this Act for each fiscal year through fiscal year 2019;

(B) estimate the net change in discretionary outlays resulting from the reduction in

1 contract authority under this Act for each fiscal  
2 year through fiscal year 2019;

3 (C) determine, based on those estimates,  
4 whether the reduction in discretionary outlays  
5 is at least as great as the reduction in revenues  
6 for each fiscal year through fiscal year 2019;  
7 and

8 (D) submit to Congress a report setting  
9 forth the estimates and determination.

10 (2) APPLICABLE ASSUMPTIONS AND GUIDE-  
11 LINES.—

12 (A) REVENUE ESTIMATES.—The revenue  
13 estimates required under paragraph (1)(A)  
14 shall be predicated on the same economic and  
15 technical assumptions and score keeping guide-  
16 lines that would be used for estimates made  
17 pursuant to section 252(d) of the Balanced  
18 Budget and Emergency Deficit Control Act of  
19 1985 (2 U.S.C. 902(d)).

20 (B) OUTLAY ESTIMATES.—The outlay esti-  
21 mates required under paragraph (1)(B) shall be  
22 determined by comparing the level of dis-  
23 cretionary outlays resulting from this Act with the  
24 corresponding level of discretionary outlays pro-  
25 jected in the baseline under section 257 of the

1           Balanced Budget and Emergency Deficit Con-  
2           trol Act of 1985 (2 U.S.C. 907).

3           (d) CONFORMING ADJUSTMENT TO DISCRETIONARY  
4 SPENDING LIMITS.—On compliance with the requirements  
5 specified in subsection (b), the Director shall adjust the  
6 adjusted discretionary spending limits for each fiscal year  
7 through fiscal year 2019 under section 601(a)(2) of the  
8 Congressional Budget Act of 1974 (2 U.S.C. 665(a)(2))  
9 by the estimated reductions in discretionary outlays under  
10 subsection (c)(1)(B).

11          (e) PAYGO INTERACTION.—On compliance with the  
12 requirements specified in subsection (b), no changes in  
13 revenues estimated to result from the enactment of this  
14 Act shall be counted for the purposes of section 252(d)  
15 of the Balanced Budget and Emergency Deficit Control  
16 Act of 1985 (2 U.S.C. 902(d)).

