



FRAME FOR MOBILITY

FRAME Act — Excerpt: Formula Block Grants and Performance & Data

Excerpt from the FRAME Act (official draft, 15 December 2025) — verbatim language; omissions marked with ellipses

Institute for Civic Service · The FRAME Act, Official Draft of December 15, 2025

The two parts of the FRAME Act (official draft, 15 December 2025) the Committee’s drafters can use first, in one table: the formula block grant structure (Titles I–II of FRAME) and Title IV of FRAME, Performance, Planning, and Data Modernization. The full verbatim excerpt follows this table. Part A below is **Title II of FRAME** — the formula block grant structure — with the Title I apportionment and cost-share sections (Secs. 105–106) that feed it. The full legislative text of the Act is published here: frameformobility.org/assets/docs/FRAME-Act-Official-Draft-2025-12-15.pdf. Every policy paper is published at frameformobility.org.

SECTION	WHAT THE FRAME LANGUAGE DOES	POLICY PAPER — FURTHER REFERENCE
PART A — THE FORMULA STRUCTURE (TITLES I–II OF FRAME)		
Sec. 105 Apportionment & Suballocation of Formula Funds	One apportionment engine for every dollar under Title II of FRAME. Anchor-year (FY2026) proportions hold each State’s share steady across FY2027–31, and urbanized and non-urbanized areas are held harmless inside each State. Supplements the apportionment structure H.R. 8870 carries forward; the hold-harmless transition has no direct House counterpart.	The FRAME Policy Paper frameformobility.org/paper
Sec. 106 The Variable Federal Cost-Share	One cost-share schedule in place of the program-by-program patchwork: 80 percent standard; 90 percent for state-of-good-repair projects; 100 percent for proven safety countermeasures and qualified innovation projects; 50 percent for new general-purpose lane capacity. No direct counterpart in H.R. 8870 — new material.	The FRAME Policy Paper frameformobility.org/paper
Sec. 203 State of Good Repair & Resiliency Block Grant	The core of the structure. Section 201 repeals the National Highway Performance Program (23 U.S.C. 119) and the transit State of Good Repair program (49 U.S.C. 5337); this section consolidates both into a single formula block grant — \$42.024 billion authorized for FY2027 — spendable across pavement, bridges, transit assets, resiliency retrofits and safety	State of Good Repair & Resiliency frameformobility.org/policy-state-of-good-repair-and-resilience

hardware, conditioned on a risk-based asset management plan.

Sec. 204 Apportionment	One sentence, deliberately: every grant under Title II of FRAME apportions through the single Section 105 methodology, so States face one calculation instead of one per program.	State of Good Repair & Resiliency frameformobility.org/policy-state-of-good-repair-and-resilience
Sec. 207 National Commerce & Freight Block Grant	Freight formula funding folded into one block grant — \$28.016 billion authorized for FY2027 (Sec. 104(a)(2)) — tied to State freight plans, with mandatory consultation of ports, freight rail and supply-chain stakeholders (Sec. 207(c)). It supplements the freight structure H.R. 8870 continues; the single block-grant form has no direct House counterpart.	Freight and Goods Movement frameformobility.org/policy-freight-and-goods-movement
Sec. 211 Community Access & Mobility Block Grant	Section 209 repeals four programs — the Surface Transportation Block Grant (23 U.S.C. 133), CMAQ (23 U.S.C. 149) and the urban and rural transit formula programs (49 U.S.C. 5307 and 5311) — and this section replaces them with one community block grant, \$23.347 billion authorized for FY2027 (Sec. 104(a)(3)), with direct suballocation to local governments and MPOs.	Community Access & Mobility frameformobility.org/policy-community-access-and-mobility
PART B — PERFORMANCE, PLANNING, AND DATA MODERNIZATION (TITLE IV OF FRAME)		
Sec. 401 National Goals and Performance Measures	The six goals carry forward the familiar performance framework, safety first — but the measures arrive on a statutory deadline (18 months, by rule), which is what makes the machinery in Sections 402–403 enforceable rather than aspirational. Supplements the framework at 23 U.S.C. 150 that H.R. 8870 carries forward.	Performance Management frameformobility.org/policy-performance-management
Sec. 402 State Targets	Goals become obligations: State-set, data-driven targets; a Secretarial power to require adjustment of targets the data cannot support; annual reporting through the State Infrastructure Health Report Card (Secs. 406–407); and an annual significant-progress determination. Supplements target-setting under 23 U.S.C. 150; the required-adjustment review is new material.	Performance Management frameformobility.org/policy-performance-management
Sec. 403 Safety Performance Forfeiture	The consequence that makes Title IV an executability answer rather than a reporting exercise: three consecutive years of missed safety progress costs a State 1 percent of its freight block-grant apportionment, and the money stays in that State, competed for the safety projects most likely to reduce fatalities and serious injuries. New material.	Performance Management frameformobility.org/policy-performance-management

Sec. 407 State Infrastructure & Transit Report Cards	Delivery transparency in statutory form: an annual infrastructure health report card from every State, including what was funded, project by project. Any reader — committee, press or public — can verify year by year whether the money moved. No direct counterpart in H.R. 8870.	Modern Transportation Planning frameformobility.org/policy-modern-transportation-planning
Sec. 409 National Transportation Data Standard	Performance management fails without comparable data, so the standard is not guidance: a uniform, machine-readable standard across condition, safety, reliability, freight and carbon/VMT data, set by rule through the Bureau of Transportation Statistics — and adherence is a condition of receiving Federal funds. (Policy Field Guide, Q86.) New material.	Shared Data Standards frameformobility.org/policy-shared-data-standards
Sec. 410 National Infrastructure Data Portal	One public home for every State's report card and every major project's status, funding and performance metrics (Sec. 410(c)), in open, machine-readable form via a public API — the delivery record of the Act, inspectable by anyone. No direct counterpart in H.R. 8870 — new material.	Shared Data Standards frameformobility.org/policy-shared-data-standards

The verbatim excerpt — the FRAME language itself, with staff notes — follows.

THE LANGUAGE — VERBATIM EXCERPT

PART A — THE FORMULA STRUCTURE (TITLES I–II OF FRAME)

SEC. 105. APPORTIONMENT AND SUBALLOCATION OF FORMULA FUNDS.

(a) CALCULATION OF BASELINE AMOUNTS. — (1) IN GENERAL. — Not later than 90 days after the date of enactment of this Act, the Secretary shall calculate and publish the baseline apportionment and suballocation amounts for each State, urbanized area, and non-urbanized area in accordance with this subsection. (2) CALCULATION. — The Secretary shall determine for the anchor year, for each State, the aggregate amount apportioned to such State and suballocated within such State under the predecessor programs. ...

(b) TRANSITIONAL APPORTIONMENT. — For each of fiscal years 2027 through 2031, the Secretary shall apportion the amounts made available for each of the block grant programs established under title II among the States in the same proportion that each State received funding from the aggregate of the predecessor programs in the anchor year, as determined by the Secretary under subsection (a).

(c) SUBALLOCATION WITHIN STATES. — (1) GUARANTEE OF FUNDING. — For each of fiscal years 2027 through 2031, a State shall suballocate the funds received under title II in a manner that ensures — (A) each urbanized area in the State receives an amount not less than the aggregate baseline amount calculated for such urbanized area under subsection (a); and (B) the non-urbanized areas of the State, in aggregate, receive an amount not less than the aggregate baseline amount calculated for such non-urbanized areas under subsection (a). (2) USE OF REMAINING FUNDS. — Any funds remaining after the distributions required under

paragraph (1) are made may be used by the State, in consultation with metropolitan planning organizations and units of local government, for any eligible activity under title II in any area of the State.

(d) **STUDY ON FUTURE APPORTIONMENT FORMULAS.** — (1) **STUDY.** — The Secretary shall conduct a study to evaluate and recommend a new, modernized formula for the apportionment of funds under title II for the reauthorization period subsequent to this Act. ... and shall report findings and legislative recommendations to Congress not later than 2 years after enactment.

(f) **PERFORMANCE-BASED APPORTIONMENT BONUS.** — (1) **ESTABLISHMENT OF BONUS POOL.** — For each of fiscal years 2028 through 2031, before making the apportionment under subsection (b), the Secretary shall set aside 5 percent of the total funds made available for the block grant programs under title II to be distributed as a performance bonus under this subsection. ... (3) **CRITERIA.** — The criteria ... shall, at a minimum, provide bonus awards for States that demonstrate exemplary performance, as compared to peer States, in — (A) reducing per-capita vehicle miles traveled; (B) increasing public transportation ridership; and (C) reducing traffic fatalities and serious injuries.

Staff note. One apportionment engine for every Title II dollar, with a stability guarantee: anchor-year (FY2026) proportions hold each state's share steady across FY2027–31, and urbanized and non-urbanized areas are held harmless inside each state. It supplements the apportionment structure H.R. 8870 carries forward for the existing formula programs; the hold-harmless transition and the 5 percent bonus pool have no direct House counterpart — new material.

SEC. 106. THE VARIABLE FEDERAL COST-SHARE.

(a) **GENERAL RULE.** — Notwithstanding section 120 of title 23, United States Code, and any other provision of law, and except as otherwise provided in this section, the Federal share for any project or activity carried out under this Act shall be 80 percent of the total cost thereof.

(b) **INCREASED FEDERAL SHARE FOR NATIONAL PRIORITY PROJECTS.** — The Federal share for a project or activity described in this subsection shall be — (1) 90 percent, in the case of a project whose primary purpose is to maintain, repair, or rehabilitate an existing transportation asset to bring such asset into a state of good repair; and (2) 100 percent, in the case of a project whose primary purpose is to deploy a proven safety countermeasure identified in the Highway Safety Manual or a qualified innovation and technology project, including a project for digital infrastructure or the deployment of vehicle-to-everything technology.

(c) **MODIFIED FEDERAL SHARE FOR NEW CAPACITY PROJECTS.** — The Federal share for a project that adds new general purpose lanes to the National Highway System for a continuous distance of not less than 1 mile shall be 50 percent.

Staff note. One cost-share schedule in place of the program-by-program patchwork, with the incentives pointed at the committee's priorities: repair and proven safety countermeasures are rewarded (90 and 100 percent), new general-purpose lane capacity is priced at 50 percent. No direct counterpart in H.R. 8870 — new material.

SEC. 203. STATE OF GOOD REPAIR & RESILIENCY BLOCK GRANT.

(a) **PURPOSE.** — The purpose of the program established under this subtitle is to provide flexible formula funding to States to achieve and maintain a state of good repair for the surface transportation system, improve

the resiliency of such system to natural disasters and the changing climate, and enhance safety on existing transportation assets.

(b) **PLANNING REQUIREMENTS.** — (1) **ASSET MANAGEMENT PLAN.** — As a condition of receiving funds under this subtitle, a State shall develop and implement a risk-based transportation asset management plan consistent with the requirements of section 119(e) of title 23, United States Code, as in effect on the day before the date of enactment of this Act. Projects funded under this subtitle shall be consistent with such plan. ...

(c) **ELIGIBLE ACTIVITIES.** — Funds apportioned to a State under this subtitle may be used for any of the following activities, provided such activities are consistent with the State's transportation asset management plan: (1) Reconstruction, rehabilitation, resurfacing, restoration, and preservation of pavement, bridges, and tunnels on any public road. (2) Retrofitting of existing transportation assets to enhance resilience against extreme weather, climate change, and seismic events. (3) Installation of modern safety countermeasures and hardware on existing roads and bridges. (4) Rehabilitation, repair, and modernization of public transportation assets, including fixed guideway systems, stations, rolling stock, and maintenance facilities. ... (7) Pursuant to section 107, deployment of digital infrastructure on existing assets to improve operational efficiency, safety, and asset management.

(e) **RELATIONSHIP TO NATIONAL GOALS.** — Projects carried out with funds under this subtitle shall be designed to support the national goals established in section 103, with a particular focus on achieving and maintaining a state of good repair.

Staff note. The core of the structure. Section 201 repeals the National Highway Performance Program (23 U.S.C. 119) and the transit State of Good Repair program (49 U.S.C. 5337); this section consolidates both into a single formula block grant — \$42.024 billion authorized for FY2027 (Sec. 104(a)(1)) — spendable across pavement, bridges, transit assets, resiliency retrofits, and safety hardware, conditioned on a risk-based asset management plan. It replaces the separate NHPP and section 5337 programs H.R. 8870 continues: the “eliminating duplicative programs” mechanism in statutory form.

SEC. 204. APPORTIONMENT.

For each of fiscal years 2027 through 2031, the amounts made available to carry out this subtitle shall be apportioned among the States in accordance with the methodology established in section 105 of this Act.

Staff note. One sentence, deliberately: every Title II grant apportions through the single Section 105 methodology, so states face one calculation instead of one per program.

SEC. 207. NATIONAL COMMERCE & FREIGHT BLOCK GRANT.

(a) **PURPOSE.** — The purpose of the program established under this subtitle is to provide flexible formula funding to States to make strategic investments in freight-related infrastructure and operations that improve the efficiency, reliability, and resiliency of the national supply chain and support the economic competitiveness of the United States.

(b) **STATE FREIGHT PLANNING.** — As a condition of receiving funds under this subtitle, a State shall develop and update a State freight plan consistent with the requirements of section 70102 of title 49, United States

Code, as in effect on the day before the date of enactment of this Act. Projects funded under this subtitle shall be consistent with such plan.

(d) **ELIGIBLE ACTIVITIES.** — Funds apportioned to a State under this subtitle may be used for any of the following activities, provided such activities are consistent with the State’s freight plan: (1) Construction, reconstruction, or operational improvement of highway corridors to relieve freight bottlenecks. (2) Projects to improve surface transportation connections to public ports, intermodal facilities, or other major freight generators. (3) Projects to eliminate at-grade highway-railway crossings. ...

Staff note. Freight formula funding folded into one block grant — \$28.016 billion authorized for FY2027 (Sec. 104(a)(2)) — tied to state freight plans, with mandatory consultation of ports, freight rail, and supply-chain stakeholders (Sec. 207(c)). It supplements the freight-program structure H.R. 8870 continues; the single block-grant form has no direct House counterpart — new structure for proven purposes.

SEC. 211. COMMUNITY ACCESS & MOBILITY BLOCK GRANT.

(a) **PURPOSE.** — The purpose of the program established under this subtitle is to provide flexible formula funding to States and local governments to build, maintain, and operate safe, equitable, and accessible transportation networks that connect people to jobs, schools, services, and economic opportunities within their communities.

(b) **ADMINISTRATION AND SUBALLOCATION.** — (1) **SUBALLOCATION.** — In carrying out this section, a State shall suballocate funds within the State in a manner consistent with the requirements of section 133(d) of title 23, United States Code, as in effect on the day before the date of enactment of this Act, ensuring local governments and metropolitan planning organizations receive a direct and predictable source of funding. ...

(c) **ELIGIBLE ACTIVITIES.** — Funds apportioned to a State under this subtitle may be used for any of the following activities: (1) Planning, design, capital cost, and operating cost of public transportation services. (2) Construction, improvement, and maintenance of infrastructure to support active transportation. (3) Projects to implement a Safe System Approach on any public road. ... (6) Reconstruction, rehabilitation, and resurfacing of locally-owned roads, streets, and bridges. ...

Staff note. Section 209 repeals four programs — the Surface Transportation Block Grant (23 U.S.C. 133), CMAQ (23 U.S.C. 149), and the urban and rural transit formula programs (49 U.S.C. 5307 and 5311) — and this section replaces them with one community block grant, \$23.347 billion authorized for FY2027 (Sec. 104(a)(3)), with direct suballocation to local governments and MPOs. It replaces, in a single grant, four programs H.R. 8870 continues separately.

PART B — PERFORMANCE, PLANNING, AND DATA MODERNIZATION (TITLE IV OF FRAME)

SEC. 401. NATIONAL GOALS AND PERFORMANCE MEASURES.

(a) **NATIONAL GOALS.** — It is the policy of the United States that the Federal surface transportation program shall be administered to achieve the following national goals: (1) **Safety.** — To achieve a significant reduction in traffic fatalities and serious injuries on all public roads. (2) **Infrastructure Condition.** — To maintain the surface transportation system in a state of good repair. (3) **Congestion Reduction.** — To achieve a significant reduction

in congestion on the National Highway System. (4) System Reliability. — To improve the efficiency and reliability of the surface transportation system for all users. (5) Freight Movement and Economic Vitality. — To improve the performance of the national freight network and support the economic vitality of the United States. (6) Environmental Sustainability. — To enhance the performance of the transportation system while protecting and enhancing the natural environment.

(b) PERFORMANCE MEASURES. — Not later than 18 months after the date of enactment of this Act, the Secretary shall promulgate a rule in accordance with section 553 of title 5, United States Code, to establish clear, data-driven performance measures for States to use in carrying out the requirements of this subtitle.

Staff note. The six goals carry forward the familiar performance framework, safety first — but the measures arrive on a statutory deadline (18 months, by rule), which is what makes the machinery in Sections 402–403 enforceable rather than aspirational. It supplements the performance-management framework at 23 U.S.C. 150 that H.R. 8870 carries forward.

SEC. 402. “PAY FOR PERFORMANCE” FRAMEWORK.

(a) STATE TARGETS. — (1) IN GENERAL. — Not later than 1 year after the promulgation of the final rule under section 401(b), and for each fiscal year thereafter, each State shall set data-driven performance targets for its own system for each of the performance measures established under such section. ... (3) SECRETARIAL REVIEW. — The Secretary shall review the targets established by a State under this subsection. If the Secretary determines that a target is not supported by the best available data or is not a reasonable measure of progress, the Secretary may require the State to adjust the target.

(b) REPORTING. — Each State shall report to the Secretary on the progress of the State toward achieving the targets established under subsection (a) in the annual State Infrastructure Health Report Card required under section 406.

(c) DETERMINATION OF SIGNIFICANT PROGRESS. — (1) IN GENERAL. — The Secretary shall determine, on an annual basis, whether a State has made significant progress toward achieving each of its performance targets. (2) TECHNICAL ASSISTANCE. — If the Secretary determines that a State is not making significant progress, the Secretary shall provide technical assistance to the State and shall identify potential actions the State may take to achieve its targets.

Staff note. Goals become obligations: state-set targets, a Secretarial power to require adjustment of targets the data cannot support, annual reporting through the State Infrastructure Health Report Card (Secs. 406–407), and an annual significant-progress determination. It supplements target-setting under 23 U.S.C. 150; the required-adjustment review is new material.

SEC. 403. SAFETY PERFORMANCE FORFEITURE.

(a) IDENTIFICATION OF NON-COMPLIANCE. — For each fiscal year, the Secretary shall identify any State that has failed to make significant progress, as determined under section 402(c), toward achieving the State's safety performance targets for 3 consecutive fiscal years.

(b) **FORFEITURE OF FUNDS.** — Notwithstanding any other provision of law, a State identified under subsection (a) shall forfeit an amount equal to 1 percent of the funds apportioned to such State under subtitle B of title II for the first fiscal year following such identification.

(c) **REINVESTMENT OF FORFEITED FUNDS.** — Any funds forfeited by a State under this section shall be made available as competitive grants to eligible applicants ... within that State for projects that the Secretary determines will most effectively contribute to the reduction of traffic fatalities and serious injuries.

Staff note. The consequence that makes Title IV an executability answer rather than a reporting exercise: three consecutive years of missed safety progress costs a state 1 percent of its freight block-grant apportionment, and the money stays in that state, competed for the safety projects most likely to reduce fatalities and serious injuries. No direct counterpart in H.R. 8870 — new material.

SEC. 407. STATE INFRASTRUCTURE & TRANSIT REPORT CARDS.

(a) **PURPOSE.** — The purpose of the report card required under this section is to provide a simple, data-driven, and publicly accessible annual summary of the condition, performance, funding, and climate impact of a State's transportation system, to be developed as an output of the statewide transportation planning process under section 135 of title 23, United States Code.

(b) **CONTENTS.** — A Report Card developed under this section shall include, at a minimum — (1) a description of the State's progress toward achieving its performance targets under section 402; (2) a summary of the condition of the State's major transportation assets, based on the data from the State's transportation asset management plan; ... (5) a transparent, searchable list of the major projects in which the State invested funds during the preceding fiscal year, which shall be made available on the National Infrastructure Data Portal.

(c) **PUBLIC ACCESSIBILITY.** — Each State shall make its full Report Card publicly available on its website and shall submit all data to the National Infrastructure Data Portal established under section 410.

Staff note. Delivery transparency in statutory form: the annual infrastructure health report card (this section) from every state, including what was funded, project by project. Any reader — committee, press, or public — can verify year by year whether the money moved. No direct counterpart in H.R. 8870 — new material.

SEC. 409. NATIONAL TRANSPORTATION DATA STANDARD.

(a) **PURPOSE.** — The purpose of the standard required under this section is to ensure that all transportation data required to be reported under this Act is consistent, comparable, machine-readable, and of high quality across all 50 States.

(b) **ESTABLISHMENT.** — Not later than 2 years after the date of enactment of this Act, the Secretary, acting through the Director of the Bureau of Transportation Statistics, shall establish, through a public rulemaking process in accordance with section 553 of title 5, United States Code, a "National Transportation Performance Data Standard".

(c) **CONTENTS.** — The standard established under this section shall, at a minimum, establish uniform definitions and machine-readable data formats for the reporting of — (1) infrastructure condition data for pavement and bridges; (2) safety performance data, including data on traffic fatalities and serious injuries; (3)

system reliability and congestion data; (4) freight movement data; and (5) the data required for the Carbon and Vehicle Miles Traveled Scorecard under section 407.

(d) COMPLIANCE. — Beginning in the first fiscal year that begins 1 year after the date on which the standard is finalized, adherence to the data standard established under this section shall be a condition of receiving Federal funds under this Act.

Staff note. Performance management fails without comparable data, so the standard is not guidance: it is set by rule through the Bureau of Transportation Statistics, and adherence is a condition of receiving funds. No direct counterpart in H.R. 8870 — new material.

SEC. 410. NATIONAL INFRASTRUCTURE DATA PORTAL.

(b) ESTABLISHMENT. — Not later than 3 years after the date of enactment of this Act, the Secretary, acting through the Director of the Bureau of Transportation Statistics, shall establish and maintain a public website to be known as the “National Infrastructure Data Portal”. ...

(d) PUBLIC ACCESS. — All data on the portal shall be made available to the public in an open, machine-readable format via a publicly documented Application Programming Interface (API) to foster research, innovation, and accountability.

Staff note. One public home for every state's report card and every major project's status, funding, and performance metrics (Sec. 410(c)) — the delivery record of the Act, inspectable by anyone. No direct counterpart in H.R. 8870 — new material.

End of excerpt. The remaining titles — III (Consolidated Competitive Grant Programs), V (Project Delivery and Regulatory Modernization), VI (Innovation and Future-Ready Infrastructure), and VII (Revenue and Fiscal Sustainability) — are not excerpted here.

1. Institute for Civic Service, FRAME Best Practices Field Guide, Q83: “Why should the federal government consolidate 100+ transportation programs into 3 formula block grants and 3 competitive grants?” The Guide’s best practice: repeal the tangled web of over 100 legacy modal programs and replace them with three flexible formula block grants and three consolidated competitive programs — consolidation trades bureaucratic compliance for flexible funding governed by strict, auditable performance targets. The Guide cites the Government Accountability Office’s identification of more than 100 separate federal surface transportation programs (GAO-11-318SP). Full Guide: frameformobility.org/best-practices.html.

2. Field Guide, Q85: “How do we make transportation planning documents actually match performance targets?” Best practice: require every transportation improvement program, metropolitan and statewide, to demonstrate in writing how its selected projects will move approved safety, condition, congestion, and climate targets — turning capital programming into an evidence-based discipline. The Guide cites GAO-20-53: states missed most of their self-set targets between 2014 and 2017 while continuing to program business-as-usual projects.

3. Field Guide, Q86: “Why do we need a mandatory National Transportation Data Standard across all 50 states?” Best practice: a uniform, machine-readable standard across five domains — pavement and bridge condition, safety, congestion and reliability, freight movement, and carbon/VMT — administered by the Bureau of Transportation Statistics, with compliance a condition of receiving federal funds: “You cannot run a national Pay-for-Performance system ... when ‘fair pavement’ or ‘serious injury’ is defined and formatted differently in every state” (citing GAO-11-318SP; GAO-20-53).

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