

**UNITED STATES COURT OF APPEALS
FOR THE DISTRICT OF COLUMBIA CIRCUIT**

**SMALL BUSINESS IN
TRANSPORTATION COALITION,
INC.,**

Petitioner

PETITION FOR REVIEW

No. _____

v.

**FEDERAL MOTOR CARRIER
SAFETY ADMINISTRATION,**

and

**UNITED STATES DEPARTMENT OF
TRANSPORTATION,**

and

UNITED STATES OF AMERICA,

Respondents

PETITION FOR REVIEW

On October 12, 2026, due to new regulatory action taken by Respondents on September 1, 2026, as published in the Federal Register [Docket No. FMCSA-2025-0655; filed on August 31, 2026 as Federal Register [Document 2026-17893 (91 FR 56063)] in which FMCSA recodified the original 49 C.F.R. § 367.50 UCR fee rule that had been in effect for 2025 & 2026 as 49 C.F.R. § 367.40 and promulgated UCR fees for the 2027 UCR fee year and all fee years thereafter until and unless revised by FMCSA by redesignating 49 C.F.R. § 367.50 UCR so as to

apply to years beginning with 2027, collection of which, was to be collected-- and now has started to be collected-- effective October 1, 2026, Petitioner, with consent of Respondents, moved the Court to dismiss with prejudice this original complaint (Court of Appeals Docket #: 25-1290) as moot.

Petitioner Small Business in Transportation Coalition, pursuant to FRAP Rule 15, brings the following Petition, and directly challenges, pursuant to the Hobbs Act, the Respondents' new 2027 UCR Fee rule published as 49 C.F.R. § 367.50 on September 1, 2026 under Federal Register Docket No. FMCSA-2025-0655; RIN 2126-AC72. The challenged final rule is identified for attachment as Exhibit A.

On December 29, 2025, pursuant to FRAP Rule 15, Petitioner Small Business in Transportation Coalition, Inc. (Petitioner) petitioned this Court in the matter of Court of Appeals Docket #: 25-1290 for review of (1) Respondent Federal Motor Carrier Safety Administration's (FMCSA) November 10, 2025 denial Exhibit B of Petitioner's May 26, 2025 petition Exhibit C requesting respondents commence public notice and comment rulemaking to lawfully establish the Federal online Unified Carrier Registration (UCR) System by promulgating regulations Congress mandated in 49 U.S. Code § 13908 of the enabling statute Unified Carrier Registration Act of 2005 (UCR Act); and (2) denial of Petitioner's October 20, 2025 petition relief in the form of data privacy enforcement and protection in the aftermath of a data breach Exhibit D. In the

process, Petitioner sought relief against enforcement of the existing 49 C.F.R. § 367.50 UCR fee rule promulgated by Respondent FMCSA in 2024 without lawful basis required by the UCR Act that unlawfully imposed UCR Fees on the Petitioner's members into the indefinite future. That Fee rule was in full force and effect for UCR calendar years 2025 and 2026 until October 1, 2026.

Petitioner brings before this Court a connected Privacy Act matter insofar as the Respondents' pattern and practice of releasing truckers' personally-identifiable information (PII) in the form of social security numbers to the so-called UCR System Plan and its technical platform vendor without truckers' knowledge and consent, constitutes a clear violation of the Privacy Act since the data transfers to the unlawfully-established UCR System Plan cannot be reasonably be construed as constituting exempt "routine use," especially since such transfers violate Respondents' own duly-established original data transfer protocol limiting such transfers to bona fide UCR participating state government entities, a protocol which, according to the FMCSA FOIA office, has never since been changed.

Petitioner, through its previously filed motion to withdraw. puts to rest its prior request for review of Respondent FMCSA's failure to duly and faithfully process and publish Petitioner's July 30, 2025 UCR Exemption Application in the Federal Register in accordance with its regulation at 49 CFR § 381.315 and

generally, Petitioner's rights under the Administrative Procedure Act (5 U.S. Code § 555(b)), because of the agency's new rulemaking.

STATEMENT OF STANDING

While Petitioner, a small transportation business member organization, previously maintained it was injured by the order of the Respondent, Federal Motor Carrier Safety Administration, dated November 10, 2025, which denied Petitioner's petition for rulemaking to establish the Unified Carrier Registration System pursuant to the UCR Act, Petitioner now points to essentially the same injury stemming from the newly promulgated iteration of 49 C.F.R. § 367.50 now in full force and effect because the UCR System Plan was never lawfully established by regulation as required by the UCR Act. Petitioner has associational standing because multiple members who are required to pay UCR fees have been harmed as of October 1, 2026.

STATEMENT OF VENUE

The Court has venue pursuant to 28 U.S.C. § 2343, as the Petitioner, SBTC has its principal office in the District of Columbia and the Respondents are based in the District of Columbia.

STATEMENT OF PROCEEDINGS AND BASIS FOR PETITION FOR REVIEW

Under the Hobbs Act, 28 U.S. Code § 2344, a petitioner may seek review before this Court of final agency rulemaking action. Petitioner respectfully requests such review of the newly promulgated 49 C.F.R. § 367.50 insofar as there is no legal basis, under which, this rule may be lawfully promulgated. Petitioner offers this statement detailing the nature of the proceedings as to which review is sought, the facts on which venue is based, the grounds on which relief is sought, and the relief prayed.

Petitioner's members are now at risk of being unlawfully induced to pay illegal registration fees in the fourth quarter of 2026 leading up to the January 1, 2027 enforcement date, and thereafter being assessed civil penalties, fines, or even being arrested and imprisoned under various states' UCR enforcement laws Exhibit E.

Petitioner asks that this Court rule that Respondent FMCSA's 2027 UCR fee rule has been unlawfully promulgated and illegally codified at 49 CFR § 367.50 and order Respondents and their UCR administrator agents to cease and desist from any and all further unlawful fee collection and take action to prohibit enforcement of 49 CFR § 367.50, and any related regulation, by Federal, state, and local enforcement agents, until the Respondents issue a Direct Final Rule pursuant

to 49 CFR § 389.39 as required by the UCR Act, one which lawfully establishes the UCR System Plan & Agreement.

Petitioner contends the Respondents are knowingly and intentionally enabling an unlawfully-implemented interstate motor carrier fee collection system and are arbitrarily and capriciously releasing Petitioner's members' personally-identifiable information, including Social Security Numbers, daily to that unlawful non-state government system in violation of the Privacy Act in connection with registration under the new 49 CFR § 367.50.

In 2019, Petitioner discovered and reported to Respondent FMCSA that UCR system administrators were mishandling truckers' PII through a massive data breach Exhibit F, through daily FMCSA data releases to the UCR System Plan, contrary to the Respondents' own established 2007 UCR state agency only data release policy Exhibit G without truck drivers' knowledge and consent, beyond the scope of a bona fide and legitimate "routine use" exemption in violation of the Privacy Act.

Petitioner asserts Respondents previously unreasonably delayed Petitioner's UCR Exemption Application and failed to publish same in the Federal Register so as to hide the illegality of the nearly 20-year-old UCR system from public scrutiny, illegality that Petitioner did not discover until 2024 through a Freedom of

Information request¹ and has cost the industry well over \$2 billion in unlawful fees.

Petitioner asks this Court please take notice that under recent decisions such as such as *Loper Bright Enterprises v. Raimondo*, 144 S.Ct. 2244 (2024) and more recently in *McLaughlin Chiropractic Associates, Inc. v. McKesson Corp.* 145 S.Ct. 2006 (2025), the Supreme Court has clarified that the Federal Courts are not bound by agency interpretation and they must independently determine the law's meaning under ordinary principles of statutory interpretation limiting the deference federal courts must give to an agency's legal interpretations.

RELIEF REQUESTED

Petitioner seeks the following relief:

1. Declare the 49 CFR § 367.50 fee rule, the UCR System Plan's Board of Directors, and the UCR Agreement unlawful and set the 2027 fee rule aside because Respondents failed to establish the UCR System Plan through rulemaking as required by Congress under 49 U.S.C. § 13908 of the UCR Act.
2. Enjoin the Respondents and their agents and prohibit further collection of UCR fees and enforcement of the unlawful UCR fee rule codified at 49

¹ Respondent FMCSA delayed and failed to complete Petitioner's Executive Director James Lamb's Freedom of Information Act request for nearly 10 years in an egregious attempt to hide UCR-related documents from Petitioner. FOIA Control No. 2017-0251 is the oldest open FMCSA FOIA request according to the Office of Secretary.

- CFR § 367.50, which was promulgated in violation of the explicit instructions of Congress set forth in 49 U.S.C. § 13908 of the UCR Act;
3. Enjoin the Respondents and prohibit them from promulgating any further UCR fee rules until the federal online Unified Carrier Registration System is lawfully established pursuant to 49 U.S.C. § 13908 of the UCR Act;
 4. Order the UCR System Plan Board of Directors be immediately disbanded and enjoin and prohibit Respondents from appointing further UCR Board Members to govern the illegal Federal online Unified Carrier Registration System Plan until the Federal online Unified Carrier Registration System Plan and Agreement are lawfully established pursuant to 49 U.S.C. § 13908 of the UCR Act;
 5. Order Respondents to immediately issue a Direct Final Rule to lawfully establish the federal online Unified Carrier Registration System by promulgating the regulations Congress specifically mandated in 49 U.S.C. § 13908 of the UCR Act to minimize delay of the participating states receiving motor carrier safety enforcement monies from the intended UCR System Plan.
 6. Declare the daily release of truckers' PII by Respondents to the unlawfully-established UCR System Plan illegal under the Privacy Act

and arbitrary and capricious because such releases are outside the scope of the Respondents' UCR-related data release policy.

7. Order the Respondents to cease and desist from continuing to release truckers' PII data daily to the illegally-established UCR System Plan and its technical platform agents in the aftermath of a UCR data breach caused by administrators of the illegal federal online Unified Carrier Registration System;
8. Any other relief the Court deems just and proper, including, but not limited to, attorney fees.

Dated: October 20, 2026

Respectfully Submitted,

/s/ Laurence L. Socci
Laurence L. Socci, Esq.
DC. Circuit Court Bar 63865
1200 Pennsylvania Ave NW
Box 14051
Washington, DC 20044
(202) 262-5843
Laurence.Socci@SocciLawFirm.com

CORPORATE DISCLOSURE STATEMENT

In accordance with Federal Rule of Appellate Procedure 26.1 and D.C.

Circuit Rule 26.1, Petitioners state as follows: Petitioner Small Business in

Transportation Coalition is an IRS tax-exempt 501(c)(6) national non-profit business league incorporated in the state of Florida. It is a major trucking trade association with over 21,000 small business motor carrier, property broker (commonly referred to as “freight broker”), and individual independent trucker members domiciled in every state.

SBTC promotes and protects the interests of all small businesses in the 3.5+ million truck driver industry. We encourage ethical business practices and support teamwork, cooperation, transparency, and partnerships among truckers, carriers, brokers, forwarders & shippers who seek to do business with the utmost integrity. SBTC specifically acts to represent the interests of its dues-paying members, including industry-supplier members.

SBTC has no parent corporation, and no publicly traded corporation has an ownership interest in it of any kind.

/s/ Laurence L. Socci
Laurence L. Socci, Esq.
DC. Circuit Court Bar 63865
1200 Pennsylvania Ave NW
Box 14051
Washington, DC 20044
(202) 262-5843
Laurence.Socci@SocciLawFirm.com

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**UNITED STATES DEPARTMENT OF
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**UNITED STATES OF AMERICA,
*Respondents***

**:
:
: PETITION FOR REVIEW**

: No. _____

CERTIFICATE OF SERVICE

I certify that on October 20, 2026, I caused one copy each of the foregoing
to be served by first-class U.S. mail, postage prepaid, on the following:

Greg Zerzan General Counsel
U.S. Department of Transportation
1200 New Jersey Avenue SE
Washington, DC 20590

Jesse Elison, Deputy Administrator
Office of the Chief Counsel
Federal Motor Carrier Safety Administration
U.S. Department of Transportation

1200 New Jersey Avenue SE
Washington, DC 20590

Todd Blanche
Attorney General of the United States
Department of Justice
950 Pennsylvania Ave., NW
Washington, DC 20530

/s/ Laurence L. Socci
Laurence L. Socci, Esq.
DC. Circuit Court Bar 63865
1200 Pennsylvania Ave NW
Box 14051
Washington, DC 20044
(202) 262-5843
Laurence.Socci@SocciLawFirm.com

- b. Remove the definitions for "Labor cost at standard", "Labor-rate standard", "Labor-time standard", "Material cost at standard", "Material-price standard" and "Material-quantity standard";
 - c. Revise the definition for "Production unit"; and
 - d. Remove the definitions for "Standard cost" and "Variance".
- The revisions read as follows:

9903.301 Definitions.

- (a) * * *
- Actual cost.* See 9904.401–30.
- * * *
- Production unit.* See 9904–418–30.
- * * *

PART 9904—COST ACCOUNTING STANDARDS

- 3. The authority citation for part 9904 continues to read as follows:

Authority: Pub. L. 100–679, 102 Stat. 4056, 41 U.S.C. 422.

Subpart 9904.407 [Removed and Reserved]

- 4. Remove and reserve subpart 9904.407.

Subpart 9904.418—Allocation of direct and indirect costs

- 5. In § 9904.418–30, add paragraph (a)(5) to read as follows:

§ 9904.418–30 Definitions.

- (a) * * *
- (5) *Production unit* means a grouping of activities which either uses homogeneous inputs of direct material and direct labor or yields homogeneous outputs such that the costs or statistics related to these homogeneous inputs or outputs are appropriate as bases for allocating variances.

* * *

- 6. In § 9904.418–50:
- a. Revise paragraph (a)(2)(i); and
- b. Add paragraph (h).

The revision and addition read as follows:

§ 9904.418–50 Techniques for application.

- (a) * * *
- (2) * * *
- (i) Standard costs may be used for estimating, accumulating, and reporting costs of direct material and direct labor only when standard costs and related variances are appropriately accounted for at the level of the production unit and paragraph (h) of this section; or

(h) *Standard costing.* (1) A labor-rate standard may be set to cover a group of

direct labor workers who perform disparate functions only under the conditions in either paragraph (h)(1)(i) or (ii) of this section:

(i) Where that group of workers all work in a single production unit yielding homogeneous outputs (in this case, the same labor-rate standard shall be applied to each worker in that group).

(ii) Where that group of workers, in the performance of their respective functions, forms an integral team (in this case, a labor-rate standard shall be set for each integral team).

(2) A contractor's established practice with respect to the disposition of variances accumulated by production unit shall be in accordance with paragraph (h)(2)(i) or (ii) of this section:

(i) Variances are allocated to cost objectives (including ending in-process inventory) at least annually. Where a variance related to material is allocated, the allocation shall be on the basis of the material cost at standard, or, where outputs are homogeneous, on the basis of units of output. Similarly, where a variance related to labor is allocated, the allocation shall be on the basis of the labor cost at standard or labor hours at standard or, where outputs are homogeneous, on the basis of units of output; or

(ii) Variances which are immaterial may be included in appropriate indirect cost pools for allocation to applicable cost objectives.

(3) Where variances applicable to covered contracts are allocated by memorandum worksheet adjustments rather than in the books of account, the bases used for adjustment shall be in accordance with those stated in this paragraph (h).

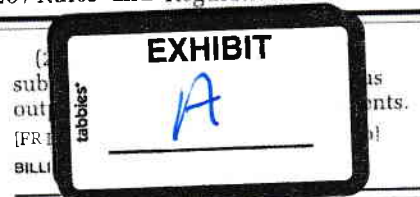
- 7. In § 9904.418–60, add paragraph (j) to read as follows:

§ 9904.418–60 Illustrations.

* * *

(j) Contractor J accumulates, in one account, labor cost at standard for a department in which several categories of direct labor of disparate functions, in different combinations, are used in the manufacture of various dissimilar outputs of the department. Contractor J's department is not a production unit as defined in 9904.418–30(a)(5) of this Cost Accounting Standard. Modifying its practice so as to comply with the definition of production unit in 9904.418–30(a)(5), it could accumulate the standard costs and variances separately,

(1) For each of the several categories of direct labor; or



DEPARTMENT OF TRANSPORTATION

Federal Motor Carrier Safety Administration

49 CFR Part 367

[Docket No. FMCSA–2025–0655]

RIN 2126–AC72

Fees for the Unified Carrier Registration Plan and Agreement

AGENCY: Federal Motor Carrier Safety Administration (FMCSA), U.S. Department of Transportation (DOT).

ACTION: Final rule.

SUMMARY: FMCSA amends the regulations governing the annual Unified Carrier Registration (UCR) Plan and Agreement registration fees that participating States collect from motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies. On September 18, 2025, the UCR Board recommended a fee increase for the 2027 registration year and subsequent registration years. This recommended increase averages 20 percent over the fee structure adopted for 2025 and retained for 2026, with varying increases ranging between \$9 and \$9,329 per entity, depending on the applicable fee bracket. Although the fees for registration year 2027 are increased, they are less than those in effect during registration years 2019 through 2022. FMCSA adopts the recommended fee increase.

DATES: Effective October 1, 2026.

Petitions for Reconsideration of this final rule must be submitted to the FMCSA Administrator no later than October 1, 2026.

FOR FURTHER INFORMATION CONTACT: Mr. Kenneth Riddle, Director, Office of Registration, FMCSA, 1200 New Jersey Avenue SE, Washington, DC 20590–0001, FMCSAMCRS@dot.gov.

SUPPLEMENTARY INFORMATION: FMCSA organizes this final rule as follows:

- I. Availability of Rulemaking Documents
- II. Executive Summary
- III. Abbreviations
- IV. Legal Basis for the Rulemaking
- V. Discussion
 - A. Proposed Rule
 - B. Comments and Responses
 - C. Final Rule
- VI. Section-by-Section Analysis
- VII. Regulatory Analyses

- A. E.O. 12866 (Regulatory Planning and Review) and DOT Rulemaking Procedures
- B. E.O. 14192 (Unleashing Prosperity Through Deregulation)
- C. Congressional Review Act
- D. Regulatory Flexibility Act (Small Entities)
- E. Assistance for Small Entities
- F. Unfunded Mandates Reform Act of 1995
- G. Paperwork Reduction Act
- H. E.O. 13132 (Federalism)
- I. Privacy
- J. E.O. 13175 (Indian Tribal Governments)
- K. National Environmental Policy Act of 1969

I. Availability of Rulemaking Documents

To view any documents mentioned as being available in the docket, go to <https://www.regulations.gov/docket/FMCSA-2025-0655/document> and choose the document to review. To view comments, click this final rule, then click "Browse Comments." If you do not have access to the internet, you may view the docket online by visiting Docket Operations in Room W58-213 of the DOT West Building, 1200 New Jersey Avenue SE, Washington, DC 20590-0001, between 9 a.m. and 5 p.m., Monday through Friday, except Federal holidays.

II. Executive Summary

Under 49 U.S.C. 14504a, the UCR Plan and the 41 States participating in the UCR Agreement assess fees to be collected from motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies. The UCR Plan and Agreement are administered by a 15-member Board, which is comprised of 14 members appointed from the participating States and the motor carrier industry, as well as the Deputy Administrator of FMCSA, who is a statutory member. Revenues collected are allocated to the participating States and the UCR Plan.

In accordance with 49 U.S.C. 14504a(d)(7) and (f)(1)(E), the Board provides fee adjustment recommendations to the Secretary of Transportation (the Secretary) when revenue collections result in a shortfall or surplus from the amount authorized by statute. Statutory factors the Board considers when making a recommendation to adjust fees include the administrative costs of the UCR Plan and Agreement and whether the revenues generated in the previous year and any surplus or shortage from that or prior years enable the participating States to achieve the revenue levels set by the Board (49 U.S.C. 14504a(d)(7)(A)(i) and (ii)). The

statutory allocation of revenue to participating States remains constant under 49 U.S.C. 14504a(g), even though the actual incoming revenue fluctuates each year based on the number of registered interstate carriers and freight brokers and the size of the carriers' fleets—factors that can vary based on economic conditions and market demand. If the required payments to the States and the cost of administering the UCR Plan exceed the amount in the depository, the UCR Plan must assess additional fees in subsequent years to recover the shortfall (49 U.S.C. 14504a(f)(1)(E)(i)). If there are excess funds after payments to the States and for administrative costs, they are retained in the UCR Plan's depository (see 49 U.S.C. 14504a(f)(1)(E)(ii)), and fees for subsequent registration years must be reduced as required by 49 U.S.C. 14504a(h)(4).

These two distinct statutory provisions are recognized in the fee adjustment recommended by the UCR Plan. In this final rule, FMCSA increases the annual registration fees established pursuant to the UCR Agreement by an average of 20 percent, effective for the 2027 registration year and subsequent years.¹

The final rule increases the fees paid by motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies to the UCR Plan and the participating States. Although the increase in fees is a private cost to covered entities, fees are considered transfer payments by the Office of Management and Budget (OMB) Circular A-4, Regulatory Analysis, not costs. The details of the amount of increase to the annual UCR fee for each fee bracket are included in the discussion below in Section VI.

III. Abbreviations

- ANPRM Advance notice of proposed rulemaking
- CE Categorical Exclusion
- CFR Code of Federal Regulations
- DOT Department of Transportation
- E.O. Executive Order
- FMCSA Federal Motor Carrier Safety Administration
- FR Federal Register
- NAICS North American Industry Classification System
- NPGA National Propane Gas Association
- NPRM Notice of proposed rulemaking
- Obelisk Obelisk Tech Systems, Inc.
- OIRA Office of Information and Regulatory Affairs
- OMB Office of Management and Budget

¹ The UCR Plan Board's recommendation (September 2025 Fee Recommendation) was issued on September 18, 2025, and is available in the docket for this rulemaking.

- OOIDA Owner-Operator Independent Drivers Association
- PIA Privacy Impact Assessment
- PII Personally identifiable information
- PTA Privacy Threshold Assessment
- RFA Regulatory Flexibility Act
- SBA Small Business Administration
- SBREFA Small Business Regulatory Enforcement Fairness Act of 1996
- SBTC Small Business in Transportation Coalition
- Secretary Secretary of Transportation
- UCR Unified Carrier Registration
- UMRA Unfunded Mandates Reform Act
- U.S.C. United States Code

IV. Legal Basis for the Rulemaking

This rulemaking adjusts the annual UCR registration fees, as authorized by 49 U.S.C. 14504a. Section 14504a provides that the revenues collected from the fees should not exceed the maximum annual revenue entitlements distributed to the 41 participating States plus the amount established for administrative costs associated with the UCR Plan and Agreement. In accordance with 49 U.S.C. 14504a(f)(1)(E)(i), the statute provides for the UCR Plan to request an adjustment by the Secretary when the annual revenues are insufficient to provide the revenues to which the participating States are entitled.

In addition, 49 U.S.C. 14504a(h)(4) states that any excess funds from previous registration years held by the UCR Plan in its depository, after distribution to the States and for payment of administrative costs, shall be retained and the fees charged shall be reduced by the Secretary accordingly.

The UCR Plan must also obtain DOT approval to revise the total revenue to be collected, in accordance with 49 U.S.C. 14504a(d)(7). The revenue allocations to the participating States are fixed by statute (49 U.S.C. 14504a(g)).

The Secretary also has broad rulemaking authority in 49 U.S.C. 13301(a) to carry out 49 U.S.C. 14504a, which is part of 49 U.S.C. subtitle IV, part B. Authority to administer these statutory provisions has been delegated to the FMCSA Administrator by 49 CFR 1.87(a)(2) and (7).

V. Discussion

A. Proposed Rule

On April 7, 2026, FMCSA published a Notice of Proposed Rulemaking (NPRM) titled "Fees for the Unified Carrier Registration Plan and Agreement" in the *Federal Register* (Docket No. FMCSA-2025-0655, 91 FR 17618). The NPRM proposed amending regulations for the annual registration fees States collect from motor carriers, motor private carriers of property,

brokers, freight forwarders, and leasing companies for the UCR Plan and Agreement for the 2027 registration year and subsequent registration years. This recommended increase averages 20 percent, with varying increases ranging between \$9 and \$9,329 per entity, depending on the applicable fee bracket.

B. Comments and Responses

FMCSA requested public comments concerning the NPRM for 30 days ending May 7, 2026. At the request of the Small Business in Transportation Coalition (SBTC), the comment period was extended until May 26, 2026 (91 FR 23383). By that date, a total of 34 comments were received, 33 of which are in scope for this rulemaking. Three comments were submitted by trade associations, including the National Propane Gas Association (NPGA), the Owner-Operator Independent Drivers Association (OOIDA), and SBTC. Thirty motor carriers and individuals (including anonymous individuals) submitted comments. One comment was withdrawn from the docket for non-compliance with docket comment policy.

1. General Opposition to UCR Registration Fees

Comments: Several commenters opposed UCR registration fees in general, questioned the purpose behind establishing the UCR fees or the current use of UCR fees, or stated they did not know what UCR fees are used for. Some commenters stated that these fees are an unnecessary tax on motor carriers and should not be increased; some commenters also recommended ceasing to collect UCR registration fees entirely. OOIDA stated that the system no longer meets its original objectives and merely generates "slush fund revenue" for States, who may use the revenue as "a non-Federal match for Federal Motor Carrier Safety Assistance Program funding."

FMCSA Response: The UCR plan and the requirement to assess fees to be collected were established by Congress and are codified in statute (49 U.S.C. 14504a). Neither FMCSA nor the UCR Board have the discretion to cease collecting fees.

By statute, UCR fees are required to be used by participating States for motor carrier safety programs and enforcement, or the administration of the UCR Plan and UCR Agreement (49 U.S.C. 14504a(e)(1)(B)). When each of the participating States joined the UCR Agreement, the statute required them to submit to FMCSA a State plan that, among other matters, demonstrates that an amount at least equal to the revenue

derived by the State from the UCR Agreement shall be used for those motor carrier safety programs and enforcement, or the administration of the UCR Plan and UCR Agreement (49 U.S.C. 14504a(e)(1)(B)). The statute also gives primacy to the need to set the fees at a level that ensures that each of the participating States receive the revenues to which they are entitled (49 U.S.C. 14504a(f)(1)(E)(i) and (g)(4)). The adjustment in the fees to be paid to the UCR Plan for distribution to the participating States is necessary to accomplish this statutory objective. To ensure that the States are using this funding for its intended purpose, the UCR Board sent a letter to each participating State on May 4, 2026 seeking documentation demonstrating the State's continued compliance with the requirements of 49 U.S.C. 14504a(e)(1) and (h)(1). States have until August 1, 2026 to provide this documentation.²

FMCSA finds the upward adjustment recommended by the Board is within a reasonable range, in accordance with the provisions of 49 U.S.C. 14504a(e)(1) and (2). This adjustment to the 2027 registration year is expected to cover the projected \$21.79 million shortfall in the statutorily required funding. The actual fees collected in any registration year vary with the population of motor carriers and the number of CMVs they operate. If the overall number of registrants or the number of registrants in each fee bracket decreases, the UCR Plan collects less in fees than anticipated and must subsequently increase fees to cover the shortfall. Conversely, if there is a surge in the number of motor carriers or the number of CMVs they operate, the UCR Plan may collect excess fees and be required to return those to UCR registrants by reducing registration fees in future years. Currently, the UCR Plan has been collecting less than it projected in fees and therefore is facing a shortfall.

Any amount short of the recommended adjustments would impede proper operations of motor carrier safety programs, enforcement, or the administration of the UCR Plan and UCR Agreement. Even after the 2027 fee increase, the fees for registration year 2027 will still be lower than those in effect during registration years 2019 through 2022. This recalibration of fees is reasonable and in accordance with the structure of, and obligations created by, the statute.

² The letter is available in the docket for this rulemaking.

2. Opposition Based on Operational Costs to Business

Comments: Several commenters cited the cost of doing business, including increased fuel, maintenance, insurance, and compliance costs, in opposing the increase. One of these commenters stated that the Agency should focus on stabilizing markets and preventing predatory practices instead of increasing financial burdens on motor carriers, and that the UCR registration fee is harmful to the long-term stability of the industry.

FMCSA Response: FMCSA recognizes that the transportation industry faces numerous economic pressures. However, the UCR Plan was established by Congress to replace the highly complex and fragmented Single State Registration System. By consolidating State-level compliance into a unified program, the UCR Plan significantly reduces administrative red tape and streamlines operations for motor carriers nationwide.

The revenue generated by these fees is required to be dedicated to funding vital State highway safety initiatives, enforcement programs, and the administration of the UCR system itself. FMCSA has reviewed the Board's proposal and determined that it is necessary to increase fees for the 2027 registration year to cover the States' statutory entitlements so they can maintain these essential safety operations, as well as to fund the UCR Plan's reasonable administrative costs.

3. Timing of the Rule in Light of Ongoing Litigation Related to the UCR Plan

Comments: Three commenters, including SBTC, opposed finalizing the rulemaking, citing a pending legal proceeding that challenges the legality of the UCR system. In a separate comment, SBTC included a copy of a petition it submitted to the United States Courts of Appeals for the District of Columbia Circuit, to mandate a stay of the implementation of the ongoing 2027 UCR fee rulemaking. It also expressed the view that implementing the fees during an ongoing legal proceeding is inappropriate and the fees should either not be raised or not be collected at all. It urged FMCSA to deny the fee increase and withdraw the rulemaking until complete data is reviewed and the litigation is resolved. Another commenter did not specifically question the timing of the rule but referred to the substance of the pending litigation.

FMCSA Response: FMCSA is statutorily obligated to adjust UCR fees when the UCR Plan experiences a

shortfall or has collected excess fees, situations driven by either decreases or increases in the overall number of registrants and the number of vehicles each motor carrier maintains in its fleet. When the UCR Board makes a recommendation to adjust fees, the Agency reviews all the information presented by the Board to determine whether a shortfall or excess collection has occurred and whether the recommendation is reasonable. Under 49 U.S.C. 14504a(d)(7)(B), the Secretary "shall set . . . any subsequent adjustment" of the UCR fees after receiving the recommendation and giving notice and opportunity for public comment. Therefore, the Agency is statutorily mandated to proceed with this rulemaking unless directed otherwise by a court of competent jurisdiction. The United States Courts of Appeals for the District of Columbia Circuit denied SBTC's motion on June 17, 2026, allowing FMCSA to proceed with the rulemaking.³

4. Opposition to the UCR Plan's Legal, Technological, and Administrative Expenses

Comments: Several commenters objected to certain administrative costs for the UCR Plan. NPGA and two individual commenters objected to the UCR Plan's accounting for the \$250,000 allocation for legal defense funds as part of the increase, contesting that the trucking industry should not be responsible for covering those costs. NPGA stated that funding for the UCR Plan's legal fees should be covered by direct appropriations from Congress through DOT. Pink Cheetah Express's comment also referred to legal defense costs.

SBTC and an individual commenter expressed that FMCSA, not the trucking industry, should bear administrative costs related to operating the UCR's technical platform.

OOIDA stated that FMCSA should review the UCR Board's contract and administrative expenses to ensure that registrants are not paying more than necessary to fulfill the UCR's statutory purposes.

FMCSA Response: When Congress established the UCR Plan, it recognized that the UCR Plan would incur administrative costs that would be funded through registration fees (49 U.S.C. 14504a(d)(7)(A)(i) and (h)(3)(B)). Congress did not then, and has not since, authorized any appropriations for funding UCR programs, including legal fees. FMCSA finds it reasonable and

necessary for the UCR Plan to have sufficient resources to defend itself in litigation. FMCSA also finds it reasonable and necessary for the Plan to maintain a technical platform and to include the cost of the platform in its administrative expenses. The statute authorized such expenditures by the UCR Plan and, conversely, does not give FMCSA authority to absorb the cost of operating such a platform.

The UCR Act expressly authorizes the UCR Board to contract with any person or State agency for administrative functions but does not allow the Board to delegate decision or policy-making responsibilities (49 U.S.C. 14504a(d)(6)). The Board considers and votes on each contract in open meetings. FMCSA's oversight of these contracts is limited to the participation of the FMCSA Deputy Administrator (or other presidential appointee within DOT) as a statutory board member.

6. Request To Extend the Comment Period

Comments: SBTC submitted a comment to point out that the UCR's recommendation letter was not accessible in the docket and requested a 30-day comment period extension to provide industry with an opportunity to inspect the supporting documents. An individual commenter echoed SBTC's concerns.

FMCSA Response: Due to an administrative error, the supporting documents were not placed in the docket when the NPRM published. After SBTC informed the Agency of this fact, FMCSA ensured the supporting documents were displayed in the docket on April 24, 2026. The Agency then issued a notice to extend the comment period by 20 days, which was the exact timeframe this documentation was unavailable (91 FR 23383). By extending the comment period from May 7, 2026 to May 26, 2026, FMCSA ensured that the public had at least 30 days to comment on the NPRM after the supporting documentation was available.

7. Concerns About the UCR Fee Calculation Method for Registration Year 2027

Comments: SBTC and an individual commenter claimed that the method in which the 2027 registration fees were projected by the UCR Plan was inaccurate. They explained the UCR Plan could not have accurately projected revenue since the recommendation letter addressed to the Secretary recommending the fee increase was dated on September 18, 2025 following a UCR Board meeting

held in August 2025. SBTC explained that it rejects the calculation method since the UCR Plan did not allow the year to end to make a more precise determination based on the previous year's data. Another commenter suggested that, if the data were collected after June 30, 2025, it would prompt a fee decrease. The commenter added that any projected revenue shortfalls should be covered by the UCR Plan's investment revenue rather than as an additional burden on small businesses.

NPGA also commented that it opposes fee increases in subsequent years. It states that "While FMCSA evaluates cost changes based on shortfalls from prior years, imposing a blanket 20% increase for 2028 and future years without any analysis would be arbitrary and capricious."

FMCSA Response: The statute requires the Board to recommend fees based on "the revenues generated in the previous year and any surplus or shortage from that or prior years" 49 U.S.C. 14504a(d)(7)(A)(ii). However, the Plan assesses fees for any given "fee year" over a two year period: collections begin on October 1 of the year preceding the fee year to allow for advance registration and close on December 31 of the year following the fee year to allow for late registrations and dispute resolutions. Therefore, it is not possible for the Board to know the precise amount collected in a fee year before it must make a recommendation for an upcoming fee year. If the recommended fees, once adopted, result in excess collections, those are later returned to registrants in the form of reduced fees in future years; if they result in shortages, the UCR Board must seek future fee increases.

The fee calculations provided by the UCR Board include both actual collections through July 31, 2025 and projected collections for the remainder of the 2025 fee year. The Board provided extensive supporting information detailing how it determined projected collections based on trends from previous fee years. FMCSA has previously approved of the Board's method of calculating the amount of fees collected over the course of a fee year and finds that the current recommendation adheres to that methodology. Although one commenter contended that including collections after June 30, 2025 would prompt a fee decrease, FMCSA notes that the Board's submission includes actual collections through July 31, 2025, and reasonable projections of collections for the remainder of the fee year. FMCSA finds that any discrepancy between projected and actual collections is likely to be

³ The motion denial is available in the docket for this rulemaking.

minor and to have little overall impact on the Plan's shortfall,⁴ and consequently no material impact on the amount of the fees assessed to registrants.

Regarding NPGA's comment, FMCSA is not authorizing a 20 percent increase each year in perpetuity. Rather, the rule is authorizing a single fee increase that will take place in the 2027 fee year. The fee schedule for 2027 will then remain in effect until it is adjusted by a future rulemaking and consistent with the statutory criteria. The UCR Board will either make a fee adjustment recommendation or notify the Agency that it is not recommending any adjustments, in sufficient time for the Agency to complete any necessary rulemaking process before the next fee year (i.e., prior to October 1, 2028).

8. Small Business Concerns

Comments: An individual expressed concern about the effect of the fee increase on small carriers and suggested that FMCSA explore alternatives such as establishing a phased increase in fees or a relief system for smaller carriers. Pink Cheetah Express, LLC and another individual specifically mentioned the effects on small businesses when discussing general operational costs. OOIDA stated that the current structure is particularly burdensome for single truck operators and small fleet carriers because they are assessed disproportionately higher fees than large motor carriers.

FMCSA Response: FMCSA recognizes that small businesses are affected by this rule. For the smallest motor carriers and small brokers, the increase is \$9 per year; for the next-larger bracket, the increase is \$29 per year. These increases likely represent a small percentage of annual revenue and are not disproportionately higher for small motor carriers than for large ones. The brackets are arranged such that motor carriers at the smaller end of each bracket do pay more, expressed on a per-vehicle basis, than motor carriers at the larger end of each bracket. This is unavoidable, given the statutory directive to have no more than six fee brackets (49 U.S.C. 14504a(f)(1)(C)).⁵

⁴ FMCSA also notes that the shortfall amount could actually increase, rather than decrease, if actual collections are lower than projected collections.

⁵ The Agency considered comments on the bracket structure when the fees were initially established, 72 FR 48585 (Aug. 24, 2007). FMCSA determined that the brackets complied with statutory requirements, and the fact that motor carriers of similar sizes may pay different amounts depending on which bracket they were placed in was an expected result of a fee scale based on

However, the proposal adopted here raises the fee by approximately \$9.41 per vehicle for the smallest motor carriers in each respective bracket (ranging from \$9 to \$9.67). Similarly, the overall per-truck cost of registering in 2027 is similar for the smallest motor carriers in each of the six fee brackets at approximately \$54.11 to \$55.67 per truck, depending on the bracket.

As required by the Regulatory Flexibility Act (5 U.S.C. 601 *et seq.*, RFA), as amended by the Small Business Regulatory Enforcement Fairness Act of 1996 (SBREFA),⁶ FMCSA has considered the effects of the regulatory action approved in this final rule on small businesses and other small entities and to minimize any significant economic impact. The analysis for this consideration is set out below in the Regulatory Analysis in section VII.D. Based on this analysis, FMCSA has concluded and is certifying that this final rule will not have a significant economic impact on a substantial number of small entities, because the fee increase is less than one percent of the revenues or costs of small motor carriers and other small entities.

9. Entities Included in Registration Brackets

Comment: James Lamb, who serves as Executive Director of SBTC, commented that "multi-billion dollar [third-party logistics] freight brokerages" are categorized in the smallest fee bracket and should pay higher fees.

FMCSA Response: By statute, freight brokers pay the fee listed for the smallest fee bracket (49 U.S.C. 14504a(f)(1)(A)(ii)). FMCSA has no authority to require freight brokers or logistics companies to pay the UCR registration fees assessed for other brackets.

10. Comment Urging Larger Increase in Fees

Comment: A commenter stated that the fees are too low and need to be set at a higher rate than the proposed amount for cost recovery.

FMCSA Response: The statute requires that the UCR Plan assess the collection of only the amounts necessary to provide each participating State its annual entitlement and to cover the costs of administering the UCR Plan and Agreement. Therefore, the UCR Board may not recommend fee increases that are calculated to create a surplus. If a surplus occurs, the extra money

applying uniform fees to entities with a range of fleet sizes (*Id.* at 48586).

⁶ Public Law 104-121, 110 Stat. 857, (Mar. 29, 1996).

must be returned to the motor carrier industry through reduced fees in future years. The documentation provided by the UCR Board demonstrates that the proposed fee increase is calculated to provide the State entitlements and reasonable administrative expenses without creating a surplus, therefore FMCSA believes the fees should not be higher than proposed.

11. Conformance With Various Federal Statutes and Executive Orders

Comments: Obelisk Tech Systems, Inc. (Obelisk) filed a comment stating that the NPRM failed to comply with numerous statutes and Executive Order (E.O.) 12866 and other E.O.s. It asked FMCSA to withhold final rule action until these alleged defects are cured.

FMCSA Response: FMCSA addresses each point in Obelisk's comment as follows:

A. Independent Offices Appropriations Act (IOAA) User Fee Justification Under 31 U.S.C. 9701 and OMB Circular A-25, User Charges

Obelisk contends FMCSA failed to document IOAA user fee justification under 31 U.S.C. 9701 and OMB Circular A-25. However, the cited statute and Circular do not affect UCR registration fees. This is because the registration fees are not a "charge for a service or thing of value provided by the agency." Rather, these fees are designed to generate revenue for States to use in highway safety programs. Therefore, the UCR registration fees are not the type of fees or charges contemplated by 31 U.S.C. 9701. Although FMCSA is prescribing regulations to set fees, FMCSA is not compelled to ensure they meet the requirements of 49 U.S.C. 9701(b)(1) and (2).

Moreover, Congress specifically authorized and prescribed the method for setting UCR registration fees in 49 U.S.C. 14504a, which was implemented many years after IOAA. When a statute sets out a specific purpose and methodology, this supersedes general requirements that may exist based on an earlier statute.

B. Failure To Document UCR Act Statutory Fee Authority Under 49 U.S.C. 14504a(f)

Obelisk states that FMCSA failed to document the specific fee-setting procedures in 49 U.S.C. 14504a(f). However, section VI of the NPRM specifically describes the reasons for the Board's proposed fee adjustment and the Agency's evaluation of the recommendation.

C. Failure To Conduct Cost-Benefit Analysis Under E.O. 12866, Regulatory Planning and Review, and OMB Circular A-4, Regulatory Analysis

Obelisk states that the NPRM does not document the cost-benefit analysis required for significant rules under E.O. 12866 and OMB Circular A-4. Although the NPRM and this final rule were not designated by OMB as significant, FMCSA has considered the potential costs and benefits of this action, and determined that there are none. FMCSA discusses below the expected impacts, consistent with the requirements of E.O. 12866 and Circular A-4.

D. Failure To Conduct Regulatory Flexibility Analysis Under 5 U.S.C. 603

Obelisk contends that "UCR fees fall heavily on small carriers," and the NPRM does not contain an adequate regulatory flexibility analysis. However, the NPRM contains the required regulatory flexibility analysis in Section VII.D.

E. Failure To Address SBREFA Section 213 Small Business Outreach Under Public Law 104-121

Obelisk states that agency outreach to small businesses on significant proposed rules is required. This characterization is not aligned with the text of Public Law 104-121, codified in the note to 5 U.S.C. 601, which states that, "Whenever appropriate in the interest of administering statutes and regulations within the jurisdiction of an agency, which regulates small entities, it shall be the practice of the agency to answer inquiries by small entities concerning information on, and advice about, compliance with such statutes and regulations, interpreting and applying the law to specific sets of facts supplied by the small entity." While this section does not affect the rulemaking, FMCSA answers inquiries by small businesses about UCR fees when received.

F. Failure To Document Analysis Under E.O. 13132, Federalism

Obelisk states that the UCR is a State-administered fee program and federalism analysis is required under E.O. 13132. The NPRM contains a federalism analysis at Section VIII.H.

G. Failure To Document Unfunded Mandates Reform Act (UMRA) Compliance Under 2 U.S.C. 1531-1538

Obelisk contends that UCR fee changes may impose unfunded mandates and that the NPRM does not properly document its analysis of such unfunded mandates. FMCSA disagrees that the registration fees proposed in the

NPRM contain unfunded mandates. UMRA requirements are imposed on proposed rules that "may result in the expenditure by State, local, and tribal governments, in the aggregate, or by the private sector, of \$100,000,000 or more (adjusted annually for inflation) in any 1 year. . . ." (49 U.S.C. 1532(a)). This rule does not impose any costs, and therefore an UMRA assessment is not required.

H. Failure To Document Congressional Review Act Submission Under 5 U.S.C. 801-808

Obelisk states that FMCSA failed to address the Agency's plan for submitting the final rule to Congress and the Comptroller General. However, agencies are not required to document such a plan when issuing an NPRM; the requirements of the Congressional Review Act are triggered upon issuance of a final rule. FMCSA submits all rules for review under the procedures set out in 5 U.S.C. 801.

I. Failure To Document Centralized Regulatory Review Under E.O. 12866 Section 3(f) and E.O. 14094, Modernizing Regulatory Review

Obelisk contends that the NPRM does not document significant determination. OMB Office of Information and Regulatory Affairs (OIRA) review status, or E.O. 14094 modernized review compliance. However, section VIII.A of the NPRM states that OIRA determined that the NPRM was not a significant regulatory action and did not review it under section 3(f) of E.O. 12866. In addition, E.O. 14148, Initial Rescissions of Harmful Executive Orders and Actions, revoked E.O. 14094.

J. Failure To Provide Reasoned Explanation Under State Farm, Encino, and Loper Bright

Obelisk states, "Post-Loper Bright (2024), agencies bear heightened documentation burden for reasoned explanation. The notice does not adequately document factors considered or alternatives evaluated." Obelisk does not explain what, specifically, it believes the Agency failed to consider or to document. FMCSA reviewed the Board's recommendation on UCR registration fee adjustments, as statutorily required, and explained the process and reasoning in the NPRM. The factors that FMCSA considered are adequate.

K. Failure To Address Motor Carrier Safety Impact Under 49 U.S.C. Chapter 311

Obelisk states, "FMCSA's primary statutory mission is motor carrier safety.

UCR fee changes may affect safety compliance investment by small carriers. The notice does not document the safety impact analysis." FMCSA disagrees that such analysis is necessary. UCR registration fees are under the Agency's commercial statutes, found in 49 U.S.C. ch. 145. This authority is separate from the Agency's safety authority in Chapter 311. The statute governing the UCR Plan and Agreement, including the determination of fees, is 49 U.S.C. 14504a. This statute does not require an analysis of safety impacts.

L. Failure To Document PRA Compliance Under 44 U.S.C. 3501-3521

Obelisk states that, to the extent the rule modifies information collections, it does not document those burdens. As stated in section VIII.G of the NPRM, the proposed rule does not contain any new information collection requirements.

M. Failure To Address Cumulative Regulatory Burden on Small Carriers

Obelisk states that small motor carriers face cumulative Federal regulatory burdens across multiple agencies but the notice does not document this analysis. However, there is no statutory mandate for agencies to conduct this analysis. Moreover, the regulation is not expected to lead to a cost burden since the fees are transfers, as explained below in section VII. A. Any impact to the cumulative regulatory burden for motor carriers is expected to be minor and is the result of transfers rather than regulatory costs.

N. Failure To Document UCR Plan and Agreement Governance Process

Obelisk contends that the NPRM does not document Board consultation, voting record, or State participation in the fee proposal. The docket contains the Board's letter to the Secretary recommending a fee adjustment, as well as the Board's methodology in calculating the proposed adjustment. This recommendation complies with the statutory requirements in 49 U.S.C. 14504a.

O. Failure To Comply With E.O. 13272, Proper Consideration of Small Entities in Agency Rulemaking, SBA Office of Advocacy Consultation

Obelisk contends that E.O. 13272 requires consultation with the Small Business Administration Chief Counsel for Advocacy, but the NPRM did not document such consultation. However, this rule does not require consultation as described by Obelisk; rather, it requires the Chief Counsel for Advocacy to be available to advise agencies on

request, and agencies to notify the Chief Counsel for Advocacy of any rules that have a significant economic impact on a substantial number of small entities. As previously discussed, this rule was determined not to have such impact.

12. Comment in General Support of Fee Increase

Comment: One commenter stated that UCR fees directly support State motor carrier safety programs and enforcement activities, and that States would have to raise other regulatory fees if they did not receive this revenue through the UCR Plan. The commenter stated that the current fee is necessary to ensure States receive the required funding.

FMCSA Response: FMCSA agrees with this commenter.

C. Final Rule

FMCSA appreciates the commenters' feedback regarding this rulemaking and has taken all within-scope comments into consideration. For the UCR Plan to secure both the funds for required distribution of statutory entitlements to all participating States and the funds for administration of the UCR Agreement, the UCR Plan must generate sufficient revenue, which can only be accomplished by a fee increase, as permitted, and required, by the UCR statute. The upward adjustment in fees for the 2027 registration year will provide an additional \$21.79 million to meet the overall statutory revenue requirement of \$118 million. The UCR statute provides for the UCR Plan to request an adjustment in the fees, within a reasonable range, by the Secretary when the fees will be insufficient to provide the annual revenue entitlements to which the participating States are entitled (49 U.S.C. 14504a(f)(1)(E)(i)).

FMCSA also notes that the excess collections from past years have now been depleted. Even after the 2025 and 2027 fee increases, the fee levels for the 2027 registration year will still be less than the fees that were in effect from 2019 to 2022. FMCSA has determined that the proposed increase is necessary and reasonable, and finalizes it without modification.

VI. Section-by-Section

FMCSA removes the current 49 CFR 367.30 (Fees under the Unified Carrier Registration Plan and Agreement for Registration Year 2023), as that registration year is now closed for all purposes and fee collections are complete. This section is therefore obsolete.

FMCSA redesignates the current section 367.40 (Fees under the Unified

Carrier Registration Plan and Agreement for Registration Year 2024) as section 367.30. FMCSA also revises current section 367.50 (Fees Under the Unified Carrier Registration Plan and Agreement for Registration Years Beginning in 2025 and Each Subsequent Registration Year Thereafter), retitles the section to indicate that this fee schedule expires in the 2026 registration year, and redesignates it as section 367.40. Finally, FMCSA adds a new section 367.50 that establishes new, increased fees applicable beginning in registration year 2027, based on the recommendation submitted by the UCR Plan in its September Fee Recommendation. The fees in new section 367.50 will remain in effect for subsequent registration years after 2027 unless revised by a future rulemaking.

VII. Regulatory Analyses

A. E.O. 12866 (Regulatory Planning and Review) and DOT Rulemaking Procedures

FMCSA has considered the impact of this final rule under E.O. 12866 (58 FR 51735, Oct. 4, 1993) and DOT Rulemaking Procedures (49 CFR part 5, subpart B). OMB determined that this final rule is not a significant regulatory action under section 3(f) of E.O. 12866 and has not reviewed it under that E.O.

This rule will increase the registration fees paid by motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies to the UCR Plan and the participating States. Although the increase in fees is a private cost to covered entities, fees are considered by OMB Circular A-4, Regulatory Analysis, as transfer payments, not costs. Transfer payments are payments from one group to another that do not affect total resources available to society. By definition transfers are not considered in the monetization of societal costs and benefits of rulemakings.

This rule establishes increases in the annual registration fees for the UCR Plan and Agreement. The entities affected by this rule are the participating States, motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies. Because the State UCR revenue entitlements will remain unchanged, the participating States will not be impacted by this rule. The primary impact of this rule will be an increase in fees paid by individual motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies. The increase in fees for the 2027 registration year from the 2025 registration year fees will be an average of 20 percent, ranging

from \$9 to \$9,329 per entity, depending on the number of vehicles owned or operated by the affected entities.

B. E.O. 14192 (Unleashing Prosperity Through Deregulation)

E.O. 14192, Unleashing Prosperity Through Deregulation, issued on January 31, 2025 (90 FR 9065), requires that, for every new regulation issued by an agency, at least 10 prior regulations be identified for elimination, and that the cost of planned regulations be prudently managed and controlled through a budgeting process. This final rule is nonsignificant under E.O. 12866 and is expected to have total costs equivalent to zero, and therefore does not qualify as either an E.O. 14192 regulatory or an E.O. 14192 deregulatory action.⁷

C. Congressional Review Act

This rule is not a *major rule* as defined under the Congressional Review Act (5 U.S.C. 801-808).⁸

D. Regulatory Flexibility Act (Small Entities)

The RFA (5 U.S.C. 601 *et seq.*), as amended by SBREFA,⁹ requires Federal agencies to consider the effects of the regulatory action on small business and other small entities and to minimize any significant economic impact. The term *small entities* comprises small businesses and not-for-profit organizations that are independently owned and operated and are not dominant in their fields, and governmental jurisdictions with populations of less than 50,000 (5 U.S.C. 601(6)). Accordingly, DOT policy requires an analysis of the impact of all regulations on small entities, and mandates that agencies strive to lessen any adverse effects on these businesses.

This rule will directly affect the participating States, motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies. Under the standards of the RFA, as amended by SBREFA, the

⁷ Executive Office of the President, Office of Management and Budget, Guidance Implementing Section 3 of Executive Order 14192, Titled "Unleashing Prosperity Through Deregulation," Memorandum M-25-20 (March 26, 2025).

⁸ A *major rule* means any rule that OMB finds has resulted in or is likely to result in (a) an annual effect on the economy of \$100 million or more; (b) a major increase in costs or prices for consumers, individual industries, geographic regions, Federal, State, or local government agencies; or (c) significant adverse effects on competition, employment, investment, productivity, innovation, or on the ability of United States-based enterprises to compete with foreign-based enterprises in domestic and export markets (5 U.S.C. 804(2)).

⁹ Public Law 104-121, 110 Stat. 857, (Mar. 29, 1996).

participating States are not small entities. States are not considered small entities because they do not meet the definition of a small entity in section 601 of the RFA. Specifically, States are not considered small governmental jurisdictions under section 601(5) of the RFA, both because State government is not included among the various levels of government listed in section 601(5), and because, even if this were the case, no State or the District of Columbia has a population of less than 50,000, which is the criterion by which a governmental jurisdiction is considered small under section 601(5) of the RFA.

The Small Business Administration's (SBA) size standard for a small entity (13 CFR 121.201) differs by industry code. The entities affected by this rule fall into many different industry codes. In order to determine if this rule will have an impact on a significant number of small entities, FMCSA examined the

2022 Economic Census data for two different North American Industry Classification System (NAICS) industries: Truck Transportation (subsector 484) and Transit and Ground Transportation (subsector 485).

As shown in the table below, the SBA size standards for the national industries under the Truck Transportation and Transit and Ground Transportation subsectors range from \$19.0 million to \$43.0 million in revenue per year. To determine the percentage of firms that have revenue at or below SBA's thresholds within each of the NAICS national industries, FMCSA examined data from the 2022 Economic Census.¹⁰ Boundaries for the revenue categories used in the Economic Census do not exactly coincide with the SBA thresholds. Instead, the SBA threshold generally falls between two different revenue categories. However, FMCSA was able

to make reasonable estimates as to the percentage of small entities within each NAICS code.

The percentages of small entities with annual revenue less than the SBA's threshold ranged from 86.4 percent to 100 percent. Specifically, approximately 86.4 percent of All Other Transit and Ground Passenger Transportation (485999) firms had annual revenue less than the SBA's revenue threshold of \$19.0 million and would be considered small entities. FMCSA estimates 100 percent of firms in the Mixed Mode Transit Systems (485111) national industry had annual revenue less than \$29.0 million and would be considered small entities. The table below shows the complete estimates of the number of small entities within the national industries that may be affected by this rule.

TABLE 3—ESTIMATES OF NUMBER OF SMALL ENTITIES

NAICS code	Description	SBA size standard in millions	Total number of firms	Number of small entities	Percent of all firms
484110	General Freight Trucking, Local	\$34.0	29,383	29,363	99.9
484121	General Freight Trucking, Long Distance, Truckload	34.0	36,043	35,864	99.5
484122	General Freight Trucking, Long Distance, Less Than Truckload	43.0	4,895	4,856	99.2
484210	Used Household and Office Goods Moving	34.0	7,217	7,200	99.8
484220	Specialized Freight (except Used Goods) Trucking, Local	34.0	23,787	23,763	99.9
484230	Specialized Freight (except Used Goods) Trucking, Long Distance	34.0	8,029	7,960	99.1
485111	Mixed Mode Transit Systems	29.0	12	12	100.0
485113	Bus and Other Motor Vehicle Transit Systems	32.5	224	216	96.4
485210	Interurban and Rural Bus Transportation	32.0	372	372	100.0
485320	Limousine Service	19.0	2,978	2,960	99.4
485410	School and Employee Bus Transportation	30.0	2,131	2,118	99.4
485510	Charter Bus Industry	19.0	940	864	91.9
485999	All Other Transit and Ground Passenger Transportation	19.0	1,158	1,000	86.4

Therefore, while FMCSA has determined that this rule will impact a substantial number of small entities, it has also determined that the rule will not have a significant impact on them. The effect of this rule will be to increase the annual registration fee that motor carriers, motor private carriers of property, brokers, freight forwarders, and leasing companies are currently required to pay. The increase would be 20 percent on average, or \$9 to \$9,329 per entity, depending on the number of vehicles owned or operated by the affected entities. For example, as discussed above, the per-vehicle fee will increase by approximately \$9.41 for the smallest motor carriers in each respective bracket (ranging from \$9 to \$9.67).

Although the RFA does not define a threshold for determining whether a specific regulation results in a significant impact, the SBA, in guidance to government agencies, provides some objective measures of significance that the agencies can consider using. One measure that could be used to illustrate a significant impact is labor costs; specifically, whether the cost of the regulation exceeds one percent of the average annual revenues of small entities in the sector. Given that entities owning between one and two commercial motor vehicles would experience an increase of \$9, a small entity would need to have average annual revenue of less than \$900 to experience an impact greater than 1 percent of average annual revenue. This

is an average annual revenue that is smaller than would be required for a firm to support one employee. The increased fee amount and impact on revenue increase linearly depending on the applicable fee bracket.

Consequently, FMCSA certifies that the final rule will not have a significant economic impact on a substantial number of small entities.

E. Assistance for Small Entities

In accordance with section 213(a) of the Small Business Regulatory Enforcement Fairness Act of 1996 (Pub. L. 104–121, 110 Stat. 857), FMCSA wants to assist small entities in understanding this final rule so they can better evaluate its effects on themselves and participate in the rulemaking

¹⁰ U.S. Census Bureau. 2022 Economic Census. Table EC2200SIZREMPFIRM—Selected Sectors: Sales, Value of Shipments, or Revenue Size of

Firms for U.S.: 2022, available at: <https://data.census.gov/table?q=EC2200SIZEREVFIRM&codeset=naics-484220:484230:485320> (accessed Jun. 1, 2026).

codeset=naics-484220:484230:485320 (accessed Jun. 1, 2026).

initiative. If the final rule will affect your small business, organization, or governmental jurisdiction and you have questions concerning its provisions or options for compliance, please consult the person listed under **FOR FURTHER INFORMATION CONTACT**.

Small businesses may send comments on the actions of Federal employees who enforce or otherwise determine compliance with Federal regulations to the Small Business Administration's Small Business and Agriculture Regulatory Enforcement Ombudsman (Office of the National Ombudsman, see <https://www.sba.gov/about-sba/oversight-advocacy/office-national-ombudsman>) and the Regional Small Business Regulatory Fairness Boards. The Ombudsman evaluates these actions annually and rates each agency's responsiveness to small business. If you wish to comment on actions by employees of FMCSA, call 1-888-REG-FAIR (1-888-734-8247). DOT has a policy regarding the rights of small entities to regulatory enforcement fairness and an explicit policy against retaliation for exercising these rights.

F. Unfunded Mandates Reform Act of 1995

UMRA (2 U.S.C. 1531-1538) requires Federal agencies to assess the effects of their discretionary regulatory actions. The Act addresses actions that may result in the expenditure by a State, local, or Tribal government, in the aggregate, or by the private sector of \$206 million (which is the value equivalent of \$100 million in 1995, adjusted for inflation to 2024 levels) or more in any one year. Although this final rule will not result in such an expenditure, and the analytical requirements of UMRA do not apply as a result, the Agency discusses the effects of this rule in sections VII. A. and VII. C. of this analysis.

G. Paperwork Reduction Act

This final rule contains no new information collection requirements under the Paperwork Reduction Act of 1995 (44 U.S.C. 3501-3520).

H. E.O. 13132 (Federalism)

A rule has implications for federalism under section 1(a) of E.O. 13132 if it has "substantial direct effects on the States,

on the relationship between the national government and the States, or on the distribution of power and responsibilities among the various levels of government."

FMCSA has determined that this rule will not have substantial direct costs on or for States, nor would it limit the policymaking discretion of States. Nothing in this document preempts any State law or regulation. Therefore, this rule does not have sufficient federalism implications to warrant the preparation of a Federalism Impact Statement.

I. Privacy

The Consolidated Appropriations Act, 2005,¹¹ requires the Agency to assess the privacy impact of a regulation that will affect the privacy of individuals. This rule will not require the collection of personally identifiable information (PII). The Privacy Act (5 U.S.C. 552a) applies only to Federal agencies and any non-Federal agency that receives records contained in a system of records from a Federal agency for use in a matching program.

The E-Government Act of 2002,¹² requires Federal agencies to conduct a Privacy Impact Assessment (PIA) for new or substantially changed technology that collects, maintains, or disseminates information in an identifiable form. No new or substantially changed technology will collect, maintain, or disseminate information as a result of this rule. Accordingly, FMCSA has not conducted a PIA.

In addition, the Agency submitted a Privacy Threshold Assessment (PTA) to evaluate the risks and effects the rulemaking may have on collecting, storing, and sharing PII. The PTA was adjudicated by DOT's Chief Privacy Officer on May 28, 2026.

J. E.O. 13175 (Indian Tribal Governments)

This rule does not have Tribal implications under E.O. 13175, Consultation and Coordination with Indian Tribal Governments, because it does not have a substantial direct effect on one or more Indian Tribes, on the

relationship between the Federal Government and Indian Tribes, or on the distribution of power and responsibilities between the Federal Government and Indian Tribes.

K. National Environmental Policy Act of 1969

FMCSA analyzed this rule pursuant to the National Environmental Policy Act of 1969 (42 U.S.C. 4321 *et seq.*) and determined this action is categorically excluded from further analysis and documentation in an environmental assessment or environmental impact statement under DOT Order 5610.1D,¹³ Subpart B, Subsection e, paragraph (6)(h). The categorical exclusion (CE) in paragraph (6)(h) covers regulations and actions taken pursuant to regulation implementing procedures to collect fees that will be charged for motor carrier registrations. The requirements in this final rule are covered by this CE.

List of Subjects in 49 CFR Part 367

Brokers, Freight, Freight forwarders, Insurance, Intergovernmental relations, Motor carriers, Surety bonds.

Accordingly, FMCSA amends title 49 CFR, subtitle B, chapter III, part 367 as follows:

PART 367—STANDARDS FOR REGISTRATION WITH STATES

- 1. The authority citation for part 367 continues to read as follows:

Authority: 49 U.S.C. 13301, 14504a; and 49 CFR 1.87.

§ 367.30 [Removed]

- 2. Remove § 367.30.

§ 367.40 [Redesignated as § 367.30]

- 3. Redesignate § 367.40 as § 367.30.

§ 367.50 [Redesignated as § 367.40]

- 4. Redesignate § 367.50 as § 367.40.

- 5. Revise newly redesignated § 367.40 to read as follows:

§ 367.40 Fees under the Unified Carrier Registration Plan and Agreement for Registration Years Beginning in 2025 and Ending in 2026.

¹¹ Public Law 108-447, 118 Stat. 2809, 3268, note following 5 U.S.C. 552a (Dec. 8, 2004).

¹² Public Law 107-347, sec. 208, 116 Stat. 2899, 2921 (Dec. 17, 2002).

¹³ Available at <https://www.transportation.gov/mision/dots-procedures-considering-environmental-impacts>.

TABLE 1 TO § 367.40—FEES UNDER THE UNIFIED CARRIER REGISTRATION PLAN AND AGREEMENT FOR REGISTRATION YEARS BEGINNING IN 2025 AND ENDING IN 2026

Bracket	Number of commercial motor vehicles owned or operated by exempt or non-exempt motor carrier, motor private carrier, or freight forwarder	Fee per entity for exempt or non-exempt motor carrier, motor private carrier, or freight forwarder	Fee per entity for broker or leasing company
B1	0–2	\$46	\$46
B2	3–5	138	
B3	6–20	276	
B4	21–100	963	
B5	101–1,000	4,592	
B6	1,001 and above	44,836	

■ 6. Add a new § 367.50 to read as follows:

§ 367.50 Fees under the Unified Carrier Registration Plan and Agreement for Registration Year 2027 and Subsequent Years

TABLE 1 TO § 367.50—FEES UNDER THE UNIFIED CARRIER REGISTRATION PLAN AND AGREEMENT FOR REGISTRATION YEAR 2027 AND SUBSEQUENT YEARS

Bracket	Number of commercial motor vehicles owned or operated by exempt or non-exempt motor carrier, motor private carrier, or freight forwarder	Fee per entity for exempt or non-exempt motor carrier, motor private carrier, or freight forwarder	Fee per entity for broker or leasing company
B1	0–2	\$55	\$55
B2	3–5	167	
B3	6–20	333	
B4	21–100	1,163	
B5	101–1,000	5,548	
B6	1,001 and above	54,165	

Issued under authority delegated in 49 CFR 1.87.

Derek D. Barrs,
Administrator.

[FR Doc. 2026–17893 Filed 8–31–26; 8:45 am]
BILLING CODE 4910–EX–P

DEPARTMENT OF COMMERCE

National Oceanic and Atmospheric Administration

50 CFR Part 679

[Docket No. 260305–0067; RTID 0648–XF989]

Fisheries of the Exclusive Economic Zone Off Alaska; Pacific Cod by Catcher Vessels Greater Than or Equal to 50 Feet Length Overall Using Hook-and-Line Gear in the Central Regulatory Area of the Gulf of Alaska

AGENCY: National Marine Fisheries Service (NMFS), National Oceanic and

Atmospheric Administration (NOAA), Commerce.

ACTION: Temporary rule; closure.

SUMMARY: NMFS is prohibiting directed fishing for Pacific cod by catcher vessels greater than or equal to 50 feet (15.2 meters (m)) length overall using hook-and-line (HAL) gear in the Central Regulatory Area of the Gulf of Alaska (GOA). This action is necessary to prevent exceeding the 2026 total allowable catch (TAC) of Pacific cod allocated to catcher vessels greater than or equal to 50 feet (15.2 m) length overall using HAL gear in the Central Regulatory Area of the GOA.

DATES: Effective 1200 hours, Alaska local time (A.l.t.), September 1, 2026, through 2400 hours, A.l.t., December 31, 2026.

FOR FURTHER INFORMATION CONTACT: Abby Jahn, 907–586–7228.

SUPPLEMENTARY INFORMATION: NMFS manages the groundfish fishery in the GOA exclusive economic zone according to the Fishery Management

Plan for Groundfish of the Gulf of Alaska (FMP) prepared and recommended by the North Pacific Fishery Management Council under authority of the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act). Regulations governing fishing by U.S. vessels in accordance with the FMP appear at subpart H of 50 CFR part 600 and 50 CFR part 679.

The annual 2026 Pacific cod TAC allocated to catcher vessels greater than or equal to 50 feet (15.2 m) length overall using HAL gear in the Central Regulatory Area of the GOA is 1,387 metric tons (mt) as established by the final 2026 and 2027 harvest specifications for groundfish in the GOA (91 FR 11902, March 11, 2026).

The Regional Administrator, Alaska Region, NMFS (Regional Administrator) has determined that the annual 2026 Pacific cod TAC allocated to catcher vessels greater than or equal to 50 feet (15.2 m) length overall using HAL gear in the Central Regulatory Area of the



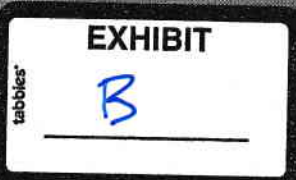
U.S. Department
of Transportation

Federal Motor Carrier
Safety Administration

Chief Counsel

November 10, 2025

1200 New Jersey Ave, SE
Washington, DC 20590



Mr. James Lamb
Executive Director
Small Business in Transportation Coalition
1775 I. Street NW, Ste. 1150
Washington, DC 20006

Dear Mr. Lamb:

The Federal Motor Carrier Safety Administration (FMCSA) has carefully considered the Small Business in Transportation Coalition's (SBTC) petition for rulemaking to establish the Unified Carrier Registration System pursuant to the Unified Carrier Registration Act of 2005. For the reasons explained below, the Agency denies the petition.

As part of the ICC Termination Act of 1995, Pub. L. 104-88 (Dec. 29, 1995) (ICCTA), Congress created a new requirement, codified at 49 U.S.C. 13908, for the Secretary to replace four identification and registration systems the Department was using with a single, online Federal system. One of these four systems was known as the Single State Registration System (SSRS), which was at that time codified at 49 U.S.C. 14504. SSRS was a system for States to register and collect fees from the operators of commercial motor vehicles engaged in interstate commerce. The Secretary was required to issue regulations establishing the new, consolidated registration system, considering whether the SSRS should continue and, if not, how to replace funds the States received from SSRS fees.

Before the Agency issued a final rule, Congress enacted the Unified Carrier Registration Act of 2005 (UCR Act) as part of the broader Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), Pub. L. 109-59 (Aug. 10, 2005). The UCR Act repealed the SSRS and replaced it with a new system, called the Unified Carrier Registration Plan and Agreement (UCR), codified at 49 U.S.C. 14504a. While vestigial references to SSRS remain in 49 U.S.C. 13908, these have no effect since SSRS no longer exists. Pursuant to the statutory requirements of the UCR Act, FMCSA's Acting Administrator established the UCR Board. The Agency published an announcement in the Federal Register on May 12, 2006 (71 FR 27777), and subsequently published a Final Rule establishing the fee bracket structure and initial fees on August 24, 2007 (72 FR 48585).

SAFETEA-LU also maintained the separate requirement for FMCSA to establish an online Federal registration system, assigned this system the name "Unified Carrier Registration System," and set a timeline for the Agency to issue regulations establishing the online Federal system. (49 U.S.C. 13908(a)). This system had previously been referred to as the Unified Registration System (URS) in earlier Federal Register notices, and the Agency maintained use of

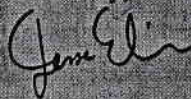
that acronym. To continue implementing the Federal registration system (URS), the Agency issued an SNPRM on October 26, 2011 (76 FR 66506) and a Final Rule on August 23, 2013. (78 FR 52608; amended at 80 FR 63695 (Oct. 21, 2015) and 82 FR 5292 (Jan. 17, 2017)). As discussed in the 2011 SNPRM, because Congress repealed the SSRS and placed responsibility for developing an SSRS replacement system with the UCR Plan, the Agency was no longer required to develop a replacement.

FMCSA acknowledges that the similarity between the statutory naming of the online Federal registration system (Unified Carrier Registration System) in 49 U.S.C. 13908 and the separate State registration system (Unified Carrier Registration System plan and agreement) in 49 U.S.C. 14504a is confusing. However, the regulations required by 49 U.S.C. 13908(a) are clearly intended to establish the Federal system while the SSRS (which was initially intended under ICCTA to either be part of the unified Federal database or dissolved) was eliminated when Congress subsequently enacted the UCR Act as part of SAFETEA-LU. Congress clearly set out the requirements for establishing the UCR plan and agreement, as well as for States to join and withdraw from the agreement, in the UCR Act and codified these requirements in 49 U.S.C. 14504a. FMCSA is not required to take any additional regulatory action with regard to the establishment of UCR. The Agency continues its phased implementation of URS (the Federal registration system), as required by statute.

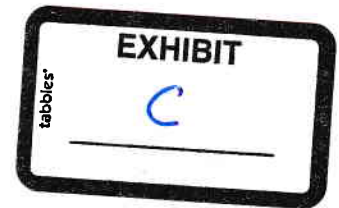
You also submitted, by email on October 20, 2025, a complaint about data privacy and the UCR system. The registration statute at 49 U.S.C. 13908(b) requires FMCSA's registration system to contain information about "compliance with the provisions of 14504a" (the UCR Plan and Agreement). However, the language does not mandate that all information maintained by the UCR plan be shared with FMCSA, or vice versa. Rather, a reasonable reading is that it only requires that FMCSA's system maintain information about a registrant's compliance status (e.g., paid or delinquent for a particular registration year). This information can be found in SAFER. The specific data privacy incident you refer to did not originate with FMCSA and was resolved in 2019.

If you need additional information or assistance, please contact Larry W. Minor, Associate Administrator for Policy, at (202)366-4012 or larry.minor@dot.gov.

Sincerely,



Jesse Elison
Chief Counsel



PETITION FOR REMEDIAL RULEMAKING

May 26, 2025

Via US Mail, Email (SecretaryDuffy@dot.gov) &
FMCSA General Petition for Rulemaking Docket

The Honorable Sean Duffy
U.S. Secretary of Transportation
1200 New Jersey Ave. SE,
Washington, DC 20590

**Re: PETITION FOR REMEDIAL RULEMAKING TO LAWFULLY ESTABLISH THE
UNIFIED CARRIER REGISTRATION SYSTEM PURSUANT TO THE UNIFIED
CARRIER REGISTRATION (UCR) ACT OF 2005.**

Dear Secretary Duffy:

Memorializing recent emails to you and pursuant to 49 CFR § 389.31, the Small Business in Transportation Coalition, Inc. ("SBTC") respectfully offers this petition requesting remedial rulemaking to promulgate a rule lawfully establishing the UCR system, which was required by Congress twenty years ago under 49 U.S. Code § 13908 but was never duly promulgated by the then-Secretary of Transportation.

Under 49 U.S. Code § 13908, the Secretary was required by Congress as follows:

(a) Establishment of Unified Carrier Registration System.—The Secretary, in cooperation with the States, representatives of the motor carrier, motor private carrier, freight forwarder, and broker industries and after notice and opportunity for public comment, shall issue within 1 year after the date of enactment of the Unified Carrier Registration Act of 2005 regulations to establish an online Federal registration system, to be named the "Unified Carrier Registration System", to replace—

(1) the current Department of Transportation identification number system, the single State registration system under section 14504 (emphasis added);

1775 I. Street NW, Ste 1150, Washington, DC 20006 (202) 587-2751

The Honorable Secretary Sean Duffy

May 26, 2025

Rather than promulgate the regulation required to establish the UCR System, the Federal Motor Carrier Safety Administration (FMCSA) instead merely recommended members of the UCR System Plan Board of Directors for this non-existent UCR System to the Secretary pursuant to authority granted under 49 U.S. Code § 14504a - Unified Carrier Registration System plan and agreement. These appointments were announced in the Federal Register on May 12, 2006 under FMCSA Docket No. FMCSA-2006-24555 (71 FR 27777).

On May 25, 2007, the Government Accountability Office (GAO) at the direction of Congress released a report on the status of the UCR System¹, but they failed to identify and advise Congress that the Secretary had not issued the regulation required to establish the UCR System pursuant to the enabling legislation.

Earlier this year, SBTC asked GAO to issue a correction of this error in their 2007 report arguing they had a duty to do so but they refused to do so (see attached). SBTC's Complaint to GAO FraudNet was assigned Complaint Number COMP-25-001593.

Thereafter, the UCR System Plan Board of Directors for the non-existent UCR unlawfully wrote and implemented the UCR Agreement in 2007 (actually citing 49 U.S. Code § 13908 therein) and recommended a UCR fee structure to the Secretary for the non-existent UCR system and the FMCSA began its pattern and practice of unlawfully promulgating UCR fee regulations for the non-existent UCR system, a practice that has continued up to the present day, with the most recent UCR fee regulation having been promulgated as 49 CFR § 367.50 on June 17, 2024 (89 FR 51276).

Comes now, the SBTC to petition you to rectify the illegal status of the UCR system by duly promulgating remedial regulations to formally and lawfully establish the UCR System pursuant to 49 U.S. Code § 13908, regulations which adhere to the requirements of this statute.

The SBTC offers the attached legal analysis by our legal team, which constitutes a formal legal opinion that the UCR system was never lawfully established and is **illegal**.

On behalf of our 21,000+ small business members and the broader transportation industry who pay into this unlawful UCR system each year and have been defrauded by the purported "UCR System Plan Board of Directors" for nearly 20 years to the tune of over \$2 billion, we thank you, Mr. Secretary, for your consideration and hope you will investigate this matter and issue the regulations required by law to finally make the UCR System legal.

¹ <https://www.gao.gov/products/gao-07-771r>

The Honorable Secretary Sean Duffy

May 26, 2025

Thank you.

Sincerely,

/JAMES LAMB/

Executive Director

Small Business in Transportation Coalition, Inc.

1775 I. Street NW, Ste 1150

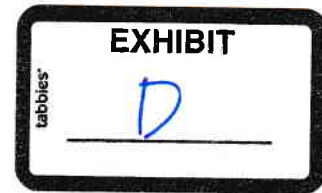
Washington, DC 20006

(202) 587-2751

www.Truckers.com

James@Truckers.com

cc: Mr. Steven G. Bradbury
Mr. Laurence Socci, Esq.
Ms. Sue Lawless
Mr. Larry Minor
Ms. Lisa Motley (GAO)
Ms. Elizabeth A Repko (GAO)
Ms. L. Nancy Birnbaum (GAO OIG)



Sent: Monday, October 20, 2025 at 2:31 PM
From: "James Lamb" <JimLamb@usa.com>
To: derek.barrs@dot.gov
Cc: opendata@dot.gov, "Elison, Jesse (FMCSA)" <jesse.elison@dot.gov>, "FMCSAExecSecdot.gov" <FMCSAExecSec@dot.gov>, "Minor, Larry (FMCSA)" <larry.minor@dot.gov>, "Steven.Bradburydot.gov" <Steven.Bradbury@dot.gov>, "secretaryduffydot.gov" <secretaryduffy@dot.gov>, "HOTLINE, DOT-OIG" <HOTLINE@oig.dot.gov>, Gregory.Zerzan@dot.gov, "Laurence Socci" <laurence.socci@soccilawfirm.com>, "jennifer.weatherlydot.gov" <jennifer.weatherly@dot.gov>, "foia2dot.gov" <foia2@dot.gov>, kenneth.riddle@dot.gov, deputydirector@fbi.gov, daniel.morgan@dot.gov, fmcsa.cdo@dot.gov
Subject: Open Data, Data Breach, Illegal UCR System & Privacy Act Complaint to USDOT & FMCSA from the SBTC with FOIA Request

Dear Administrator Barrs,

FMCSA maintains Unified Carrier Registration (UCR) data as evidenced by the SAFER search tool published at:

<https://safer.fmcsa.dot.gov/UCRQueryForm.aspx>

However, FMCSA appears to be withholding from the public these data by not publishing an applicable column at

<https://data.transportation.gov/Trucking-and-Motorcoaches/Company-Census-File/az4n-8mr2/explore>

We note the attached data dictionary makes no reference to the Federal UCR online registration system.

As indicated below, this dataset is meant to be public access data:

<https://catalog.data.gov/dataset/unified-carrier-registration-ucr>

These data do not appear to live on data.gov either and there is no mechanism on UCR.gov or plan.ucr.gov for the public to access these data in aggregate like there is through the Company Census file:

<https://catalog.data.gov/dataset/unified-carrier-registration-ucr>

It appears the UCR dataset should live on the USDOT website at:

https://data.transportation.gov/w/fux9-ij6p/m7rw-edbr?cur=vR8xC0vx_DS

However this page has been disabled.

Pursuant to the UCR Act... 49 USC 13908 subsection (b):

"...The Secretary shall ensure that Federal agencies, States, representatives of the motor carrier industry, and the public have access to the Unified Carrier Registration System, including the records and information contained in the System."

These data are currently needed by SBTC to determine the nature, identity, and extent of the class effected by the FMCSA's enabling of the illegal UCR System. Accordingly, any and all UCR registration data are hereby now being sought through FOIA as well by copy to the FMCSA FOIA unit here.

SBTC hereby lodges this Open Data and Privacy Act Complaint with you and the Department and respectfully requests FMCSA please cease and desist from obstructing public access and comply with the Open Data Policy moving forward by publishing these UCR registration data as FMCSA MCMIS Company Census File column number 148.

Lastly, since the UCR System is illegal for want of a regulation to establish same as is required by 49 USC 13908, we would ask under what authority does the FMCSA share

personally-identifiable information (PII) with the UCR Plan, including truckers' social security numbers since this cannot be reasonably construed as "routine use" under the Privacy Act if the UCR system is illegal...

In 2019, SBTC discovered the UCR Plan's tech platform vendor, which we understand also operates a data-mining business, mishandled truckers' PII and we reported the data breach referenced here on Plan.ucr.gov:

<https://prod-public-ucr-docs-public-records.s3.amazonaws.com/UCR-Data-Investigation-Press-Release.pdf>

My own social security number was mishandled by the UCR Plan and publicly displayed on ucr.gov.

It should never have been released to the individuals running what I believe is the UCR Plan racket by FMCSA.

In the 2021 email thread below, SBTC pointed out that FMCSA clearly was knowingly and intentionally violating the then-OMB M-13-13 open data policy archived at <https://obamawhitehouse.archives.gov/sites/default/files/omb/memoranda/2013/m-13-13.pdf> and DOT's Open Government Plan currently referenced at <https://www.transportation.gov/data/plan>. We believe this thread shows FMCSA staff's outright contempt and defiance for the Department's own open government policy (later reversed by the agency at our behest)

In addition, a FOIA records production in "partial response" to my 2016 still-pending FOIA request, the oldest open FOIA request on file with FMCSA, revealed that Ken Riddle, copied here, received a specific written request in 2016 to stop me personally from having access to public email and phone data; while at the same time, FMCSA has allowed others operating a similarly-situated permitting company to receive special, unfettered, real-time access to that same email and phone data before it is made public through apparent data breaches and systems intrusion, which I faithfully

reported to the Department, Inspector General, and the FBI. Although I am no longer in the permitting business, I understand these data breaches and this special preferential access continues daily and is allowed to happen with impunity making one permitting service unjustly enriched through unfair competition. This smells of corruption and cover-up and should be investigated by the FBI copied here.

See: <https://www.thetrucker.com/trucking-news/the-nation/members-of-trucking-industry-among-those-concerned-about-fmcsa-breaches>

SBTC hereby requests FMCSA immediately cease and desist from releasing truckers' PII to the UCR Plan that is operating the illegal UCR System pursuant to its obligations to protect same under the Privacy Act.

We again ask the Secretary to take action to immediately suspend the UCR System until the regulation required by the UCR Act establishing the system is duly promulgated.

Thank you.

Sincerely,

/JAMES LAMB/

SBTC Executive Director

UCR Enforcement Penalties by State

EXHIBIT

E

State	Enforcement Penalties
AL	\$100 first offense, \$500 subsequent offense. No Out-of-Service.
AR	\$100-500 first offense, \$100-1,000 subsequent offenses.
AZ	None presently.
CA	State base fine of \$300-1,000, plus specific fees that vary by county.
CO	\$1,100 first offense, \$2,200 second offense, \$3,300 subsequent. No Out-of-Service.
CT	\$170 fine.
FL	None presently.
GA	None presently.
HI	None presently.
ID	Misdemeanor punishable by imprisonment in a county jail not exceeding six (6) months, or by a fine not exceeding \$1,000, or both. A citation would require a bond to be posted, the amount to be determined by a magistrate judge, but probably around \$300.
IL	\$300 first offense, \$500 second offense.
IN	\$150 first offense, \$1,000 subsequent offense.
IA	\$250 fine.
KS	Civil fines discovered at roadside \$300, Civil fines through a compliance audit are \$100-1,000 first offense, \$100-5,000 subsequent offense.
KY	Range of \$25 to \$250.
LA	\$250 fine.
ME	A traffic infraction for which a fine of not less than \$250 for the first offense and not less than \$500 for a second or subsequent offense may be adjudged.
MA	\$100 first offense, \$200 subsequent offense.
MD	None presently.
MI	Up to \$500 for for-hire carriers.
MN	\$100 fine, plus \$78 in court costs.
MS	Misdemeanor \$100 to \$500 plus court cost and assessment fees that vary by county.
MO	Varies with the county; with an audit, state can impose a general fine up to \$2,000 per day.
MT	Only a warning at this point.
NE	Class IV Misdemeanor with a minimum fine of \$100. If evidence of multiple ongoing violations, law enforcement would seek a greater fine.
NH	\$100 plus penalty assessment for a first offense and \$500 plus penalty assessment for a subsequent offense in a 12-month period.
NM	\$50 penalty assessment Misdemeanor. With formal proceeding, up to \$10,000 per day.
NJ	None presently.
NY	With formal proceeding, up to \$5,000.
NC	\$1,000 penalty for each offense charged in violation of the Motor Carrier Safety Regulation Article.
ND	None presently but can hold IRP and IFTA renewals for UCR nonpayment.
NV	None presently.
OH	Operating a motor vehicle in violation of UCR registration requirements - \$500 per occurrence; any entity that fails to register and pay fees as required - \$1,000; any entity that provides false, or misleading information on application - \$5,000.
OK	\$300 first offense, \$400 second, \$500 subsequent.
OR	None presently.
PA	None presently.
RI	\$300.
SC	\$232.50.
SD	\$154 fine.
TN	State base fine of \$50, plus court costs that are county specific.
TX	Class C Misdemeanor, which is punishable by a fine of \$1 to \$500 plus court costs. The fine amount is set by the assigned judge noted on the citation.
UT	CVSA Inspections first time.
VA	Class IV Misdemeanor, \$250 fine.
VT	None presently.
WA	\$124.
WV	\$100-1,000.
WI	\$750.
WY	None presently.

Unified Carrier Registration Plan Reports Data Incident

The Unified Carrier Registration Plan (UCR) is reporting that, on March 28, 2019, a website vulnerability existed in its online National Registration System that could have potentially exposed a UCR registrant's Tax ID number for a period of 28 days in March 2019.

The UCR determined that, during the period of March 1, through March 28, a UCR registrant's Tax ID number was displayed in the status bar of the web browser of the receipt created upon completion of the registration process in the National Registration System. Immediately upon learning of the website vulnerability on March 28, the UCR eliminated the website vulnerability by completely removing the use of Tax ID numbers in the National Registration System.

Shortly thereafter, the UCR hired a leading independent cybersecurity firm to perform a forensic investigation into the event. The investigation produced the following conclusions:

- The only way to view a Tax ID number was by completing a successful login to the National Registration System public website between the dates of March 1, 2019, and March 28, 2019.
- The total number of registrant accounts open to possible Tax ID exposure during the period from March 1, 2019, through March 28, 2019, was approximately 30,000.
- There is no indication that a mass export of Tax ID numbers occurred during the period of March 1, 2019 through March 28, 2019. The exposure was limited to the exposure of a Tax ID number in the status bar of the web browser of the registration receipt.
- As of today, the UCR is confident that there is no further risk of Tax ID number exposure. The issue has been resolved since the afternoon of March 28, 2019, and no future occurrence of displaying the Tax ID numbers of registrants can occur.

Upon conclusion of the independent investigation, the UCR submitted the list of approximately 30,000 registrants to the Federal Motor Carrier Safety Administration (FMCSA) for further assistance. The UCR requested that the FMCSA run those entries through FMCSA's MCMIS database to determine the number of registrants who may have provided a Social Security Number to the database as the Tax ID number. The FMCSA determined that approximately 23,000 of these registrants may have provided a Social Security Number to the database as the Tax ID number. The UCR concluded, therefore, that these approximately 23,000 registrants were potentially open to Social Security Number exposure during the period from March 1, 2019, through March 28, 2019. UCR has elected to individually notify this pool of approximately 23,000 registrants (the "Notification Pool") of the March 2019 data event.

The UCR has retained a leading provider of data event response services to provide notification services to the Notification Pool. Notices were mailed out recently to the Notification Pool offering identity monitoring services in an effort to prevent any further inconvenience.

Protecting registrants' information is important to the UCR. The UCR hopes the identity monitoring services offered to the Notification Pool will alleviate any inconvenience or concern caused by this incident. The UCR upholds a continued commitment to the safety and security of its registrants.

The UCR was established by Congress in 2005 as an interstate compact responsible for developing, implementing, and administering the National Registration System. The UCR is independent of the United States Department of Transportation and the FMCSA.

See plan.ucr.gov for further information about the UCR.

Please contact privacy@legal.ucr.gov for questions regarding this data incident.



Exhibit **I**
UCR Plan Board Meeting Minutes
July 23 & 24, 2007



U.S. Department
of Transportation

Deputy Administrator

1200 New Jersey Ave., S.E.
Washington, D.C. 20590

Federal Motor Carrier
Safety Administration

JUL 20 2007

Refer to: MC-ESL

Mr. Avelino Gutierrez
Chairperson, Unified Carrier Registration
Board of Directors
1120 Pasco de Peralta
Santa Fe, NM 87504

Dear Mr. Gutierrez:

The Federal Motor Carrier Safety Administration (FMCSA) has modified its computer systems to ensure the implementation of the Unified Carrier Registration Agreement (UCRA) moves forward in a timely manner. The purpose of this letter is to provide information on the data available to the States from our systems and to provide FMCSA's information technology (IT) requirements for receipt of UCR data sent from the participating State agencies.

Enclosed is documentation describing these IT specifications. This documentation (**Schema Requirements for States to Send UCR data to FMCSA**) includes the required schema for a State to upload data to FMCSA's Safety and Fitness Electronic Records (SAFER) system so that State and Federal enforcement personnel have access to the UCRA registration payment data while either inspecting a vehicle or viewing a carrier's safety data online.

The FMCSA will also provide a schema containing the required file format and transmission information to be used by participating agencies who wish to receive a file from SAFER for the State's use in populating their UCR IT systems upon that agency's request.

The FMCSA will only send and receive these data files mentioned above to those States who are participating in the UCR Plan and Agreement and who have provided the Agency with a UCRA State Plan. These files will only be provided to the State agency listed on each individual State Plan.

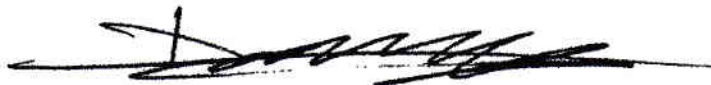
In addition, since the use of the data provided by FMCSA to the States for UCR purposes is the same data provided to the State's Motor Carrier Safety Assurance Program (MCSAP) office, the use of this data is governed by the terms of the MCSAP grant agreement.

Also as requested at the June UCR Board meeting in Indianapolis, FMCSA has removed the password requirement to view UCR payment information on SAFER. Thus, anyone with internet access will be able to go onto the SAFER Web site and see whether or not an entity has paid its UCR fee.

I would like to again emphasize the need for States participating in the UCR program to provide FMCSA with an IT contact person. Since the June Board meeting, only a small number of States have provided FMCSA with this information.

If you have questions or concerns regarding this matter, please contact Jim Davis of my staff at (202) 366-6406 or via electronic mail at james.davis@dot.gov.

Sincerely yours,

A handwritten signature in black ink, appearing to read "David H. Hugel", with a long horizontal line extending to the right.

David H. Hugel

Enclosure

Enclosure

Schema Requirements for States to Send UCR data to FMCSA

```
<?xml version="1.0"?>
<!-- edited with XMLSpy v2005 rel. 3 U (http://www.altova.com) by Andrew Wilson
(The Volpe Center) -->
<schema xmlns="http://www.w3.org/2001/XMLSchema"
xmlns:ts="http://infosys.fmcsa.dot.gov/namespaces/UCRInputTransactionV1"
targetNamespace="http://infosys.fmcsa.dot.gov/namespaces/UCRInputTransactionV1"
elementFormDefault="qualified">
  <!-- FMCSA Uniform Carrier Registration Input Transaction,
UCRInputTransaction, vers. 1 -->
  <include schemaLocation="globalTypes.xsd"/>
  <!-- Root element -->
  <element name="UniformCarrierRegistration" type="ts:UCRInputV1Type"/>
  <!-- Root element type -->
  <complexType name="UCRInputV1Type">
    <sequence>
      <element name="Interface" type="ts:interfaceHeaderType"/>
      <element name="TransactionType" type="ts:transHeaderType"/>
      <element name="UCRRegistration"
type="ts:UCRRegistrationType" maxOccurs="5000"/>
    </sequence>
  </complexType>
  <!-- Interface Header type -->
  <complexType name="interfaceHeaderType">
    <sequence>
      <element name="InterfaceName" type="string"
fixed="FMCSA"/>
      <element name="InterfaceVersion" type="string" fixed="01.00"/>
    </sequence>
  </complexType>
  <!-- Transaction Header type -->
  <complexType name="transHeaderType">
    <sequence>
      <element name="TransactionVersion" type="string"
fixed="01.00"/>
      <element name="Operation" type="string" fixed="Replace"/>
      <element name="TimeStamp" type="dateTime"/>
      <element name="TimeZone" type="ts:globalTimeZoneType"/>
    </sequence>
  </complexType>
  <complexType name="UCRRegistrationTransactionType">
    <sequence>
```

```

        <element name="UCRRegistration"
type="ts:UCRRegistrationType"/>
    </sequence>
</complexType>
<!-- Company Identification Type -->
<complexType name="CompanyIdentificationType">
    <sequence>
        <element name="CompanyUSDOTNumber" minOccurs="0">
            <simpleType>
                <restriction base="string">
                    <maxLength value="12"/>
                </restriction>
            </simpleType>
        </element>
        <element name="CompanyMCNumber" minOccurs="0">
            <simpleType>
                <restriction base="string">
                    <maxLength value="8"/>
                </restriction>
            </simpleType>
        </element>
        <element name="CompanyFreightForwarderNumber"
minOccurs="0">
            <simpleType>
                <restriction base="string">
                    <maxLength value="8"/>
                </restriction>
            </simpleType>
        </element>
        <element name="MC_MX_TAG" minOccurs="0">
            <simpleType>
                <restriction base="string">
                    <enumeration value="MC"/>
                    <enumeration value="MX"/>
                    <!-- Interstate Carrier -->
                    <!-- Intrastate Carrier -->
                </restriction>
            </simpleType>
        </element>
        <element name="CompanyInterstateFlag">
            <simpleType>
                <restriction base="string">
                    <enumeration value="Y"/>
                    <enumeration value="N"/>
                    <!-- Interstate Carrier -->
                    <!-- Intrastate Carrier -->
                </restriction>
            </simpleType>
        </element>
    </sequence>
</complexType>

```

```

        </restriction>
      </simpleType>
    </element>
  </sequence>
</complexType>
<complexType name="UCRRegistrationType">
  <sequence>
    <element name="CompanyIdentification"
type="ts:CompanyIdentificationType"/>
    <element name="RegistrationFeePaid">
      <simpleType>
        <restriction base="string">
          <enumeration value="Y"/>
          <enumeration value="N"/>
          <!-- Fee Paid -->
          <!-- Fee Not Paid -->
        </restriction>
      </simpleType>
    </element>
    <element name="RegistrationYear">
      <simpleType>
        <restriction base="string">
          <maxLength value="4"/>
        </restriction>
      </simpleType>
    </element>
    <element name="RegistrationUpdateDate" type="date"
minOccurs="0"/>
    <element name="RegistrationBaseState"
type="ts:globalFullJurisdictionType" minOccurs="0"/>
    <element name="RegistrationOperatingStates"
type="ts:RegistrationOperatingStatesType" minOccurs="0"/>
  </sequence>
</complexType>
<complexType name="RegistrationOperatingStatesType">
  <sequence>
    <element name="RegistrationOperatingState"
type="ts:globalFullJurisdictionType" minOccurs="0" maxOccurs="60"/>
  </sequence>
</complexType>
</schema>

```