Office of the Assistant Secretary for Transportation Policy (OST-P)

INFRASTRUCTURE PERMITTING IMPROVEMENT CENTER ANNUAL REPORT

May 12, 2017
Executive Summary

The U.S. Department of Transportation’s (DOT) Infrastructure Permitting Improvement Center (IPIC) serves as DOT’s central resource for accelerating project delivery, advancing reforms to improve interagency coordination and applying modern technological tools to expedite the environmental review and permitting of major infrastructure projects.

From its inception in 2015, IPIC has worked with key stakeholders to implement several project delivery reforms of the Fixing America’s Surface Transportation (FAST) Act. For example, IPIC met requirements of Section 1313, Aligning Federal Environmental Reviews, by documenting a series of improvements aimed at aligning the Federal environmental review process for non-23 U.S.C. Section 139 projects. In addition, IPIC met requirements of Section 1317, Modernization of Environmental Review Process, by documenting DOT progress in promoting concurrent environmental reviews and collaborative decisionmaking.

Over the course of the past year, IPIC coordinated with the Federal Permitting Improvement Steering Council (FPISC), established under Title 41 of the FAST Act, to align DOT efforts with government-wide permitting reform. IPIC managed and maintained the online Federal Permitting Dashboard on behalf of FPISC to improve the transparency and accountability of the permitting process.

In addition, IPIC provided support to DOT Operating Administrations (OA) and the Build America Bureau to help navigate environmental review and permitting issues for multimodal, complex, and challenging projects. IPIC served as liaison to the Council on Environmental Quality (CEQ) in its coordination of Federal environmental efforts and development of environmental policies and initiatives. IPIC served as co-chair to the Transportation Rapid Response Team, an interagency team identifying and implementing best practices to improve the transparency, efficiency, and effectiveness of environmental review and permit decisions for transportation projects.

As documented in this first annual report, IPIC’s accomplishments this past year have laid the foundation for the time and resource efficiencies that DOT expects will soon be realized in the environmental review and permitting of infrastructure projects.
Introduction

The U.S. Department of Transportation’s (DOT) Infrastructure Permitting Improvement Center (IPIC) was established by the Consolidated Appropriations Act of 2016. Located within the Office of the Secretary’s Office of Policy Development, Strategic Planning, and Performance, IPIC serves as DOT’s central resource for accelerating project delivery, maximizing the efficiency and effectiveness of environmental reviews and approvals for major infrastructure projects while achieving improved outcomes. IPIC oversees the implementation of permitting reforms stipulated in transportation authorizations and other laws, including the Fixing America’s Surface Transportation (FAST) Act and Moving Ahead for Progress in the 21st Century (MAP-21). These reforms include: synchronizing environmental reviews and minimizing duplication; establishing programs to measure progress in accelerating project delivery; and integrating geospatial and other data tools with fiscal management systems to provide improved data and greater transparency.

The Fiscal Year 2016 Senate Committee Report 114-75 directs DOT “to transmit an annual report to the House and Senate Committees on Appropriations describing how the IPIC has reduced aggregate time for Federal permitting and review of infrastructure projects government-wide.” This report meets this requirement by outlining IPIC activities since its inception in December 2015 to identify and begin implementation of reforms, and to create a baseline by which to measure progress in accelerating project delivery times. The report describes planned activities to be completed in 2017, including generating the first quantitative information on time and resource efficiencies.

Implementation of FAST Act Reforms

The FAST Act included a number of reforms intended to accelerate project delivery and streamline the environmental review and permitting processes for transportation projects across the Federal Government. One of IPIC’s key responsibilities is to ensure the full implementation of these reforms. Since December 2015, IPIC has worked with the DOT Operating Administrations (OAs); the White House Council on Environmental Quality (CEQ); and the Transportation Rapid Response Team (TRRT), a work group comprised of Federal permitting and land management agencies to implement several FAST Act project delivery efficiency provisions within Title I through rulemaking and guidance.

A complete summary of DOT’s FAST Act first-year deliverables are summarized in the Appendix and can be found on the DOT Web site. Details on the implementation of Sections 1313 and 1317 of the FAST Act are outlined below.

5 https://www.transportation.gov/fastact/project-delivery-factsheet.
FAST Act Section 1313: Aligning Federal Environmental Reviews

Section 1313 of the FAST Act, “Aligning Federal Environmental Reviews,” directed DOT to develop a series of process improvements to align Federal environmental review for non-surface transportation projects (those not covered by 23 U.S.C. Section 139). The requirements included:

- Developing a coordinated and concurrent environmental review and permitting process for transportation projects;
- Developing an environmental checklist;
- Facilitating annual interagency coordination sessions with Federal, tribal, State and local transportation entities to gather input on alignment techniques; and
- Developing a program to measure progress towards aligning reviews and reducing permitting and project delivery times.

In 2016, IPIC created a document to meet the requirements of Section 1313(a), which directed DOT, in coordination with the heads of Federal agencies likely to have substantive review or approval responsibilities under Federal law, to develop a coordinated and concurrent environmental review and permitting process for transportation projects when initiating an environmental impact statement (EIS) under NEPA. The document describes the processes in place resulting from previous efforts to develop a coordinated and concurrent environmental review and permitting process, including the Federal Infrastructure Permitting Dashboard (Dashboard) and the 2015 Red Book, a “how to” guide for synchronizing NEPA and other Federal reviews.

To meet the requirements of Section 1313(c), IPIC created an environmental review checklist, which is available on the DOT Web site. The checklist is intended to help project sponsors identify agencies of jurisdiction and cooperating agencies; develop the information needed for the purpose and need and alternatives for analysis; and to improve interagency collaboration to help expedite the permitting process.

IPIC also developed a Program to Measure and Report on Progress toward Aligning Federal Environmental Review as described in Section 1313(e). Moving forward, IPIC will collect the data necessary to implement the program, including information on alignment efforts and reducing permitting and project delivery time. Data will come from the Dashboard; interviews with, and information requests of, NEPA staff and liaisons within DOT OAs; and information gathered at interagency collaboration sessions required by Section 1313(d). Three sessions have taken place and were focused on identifying methods to collaborate with State and local transportation entities to improve project planning, siting, and application quality. They also provided environmental review practitioners an opportunity to consult and coordinate with relevant stakeholders and Federal, tribal, State, and local representatives early in the permitting process.

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7 https://www.permits.performance.gov/
FAST Act Section 1317: Modernization of the Environmental Review Process

Section 1317 of the FAST Act focused on accelerating project delivery to save time and money while improving environmental outcomes. Section 1317 is divided into three sections:

- Section 1317(a) directs the Secretary to examine ways to modernize, simplify, and improve DOT’s implementation of the National Environmental Policy Act (NEPA);
- Section 1317(b) outlines the materials, tools, resources, and methods that must be considered in the examination conducted under Section 1317(a); and
- Section 1317(c) directs that the Secretary to submit a report describing the results of this review to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Environmental and Public Works of the Senate.

On December 5, 2016, in accordance with Section 1317(c), DOT submitted a report to Congress describing the results of its review. Overall, DOT has succeeded in promoting concurrent rather than sequential reviews, and collaborative rather than independent decisionmaking; improving efficiency and timeliness of environmental review and permitting; and, achieving better decisions and outcomes. This includes significant advances in the use of technology in environmental review, the prioritization of programmatic EISs, methods to encourage cooperating agencies to present analysis in a concise format, and additional improvements to modernize process implementation. Key examples are contained in Table 1 below.

Table 1. DOT activities, guidance, and programs that support Section 1317(b) of the FAST Act

<table>
<thead>
<tr>
<th>Use of Technology</th>
<th>Prioritization of Programmatic EISs</th>
<th>Methods to Encourage Analyses in a Concise Format</th>
<th>Improvements to Modernize Process Implementation</th>
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<td>• Planning and Environment Linkages</td>
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<td>• eNEPA</td>
<td>• Programmatic Approaches</td>
<td>• Improving the Quality of Environmental Documents</td>
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<td>• DOT Project Tracking Systems (PAPAI, PMT, TrAMS)</td>
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<td>• Red Book</td>
<td>• Combined FEIS/ROD</td>
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<td>• Financial Project Management Systems</td>
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<td>• National Transit Institute’s Managing the Environmental Review Process Course</td>
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<td>• Environmental Standard Operating Procedures</td>
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DOT continues to seek methods that refine this process and responsibly accelerate the environmental review and permitting process.
Collaboration with FPISC and Management of the Permitting Dashboard

Title 41 of the FAST Act (FAST-41),\(^\text{10}\) which established new procedures that standardize interagency consultation and coordination practices, created the Federal Permitting Improvement Steering Council (FPISC).\(^\text{11}\) DOT is a member of FPISC, and is represented by IPIC at FPISC meetings. Along with the Office of Management and Budget (OMB), CEQ, and other Federal agencies, IPIC participates in weekly work group meetings convened by FPISC to coordinate on key issues and implementation of FAST-41. In addition, IPIC convenes separate weekly meetings with FPISC, OMB and CEQ to discuss the Permitting Dashboard and identify necessary Dashboard enhancements as part of its responsibilities to manage and maintain the Dashboard.

The major function of the Dashboard is to track infrastructure projects designated as “covered” projects under FAST-41,\(^\text{12}\) as well as all EA and EIS projects subject to Titles I, IX, and XI of the FAST Act, and other infrastructure projects identified for inclusion. FAST-41 requires the use of the Dashboard to track certain timelines for these projects. IPIC manages and maintains the Dashboard to meet this requirement on behalf of FPISC. The Dashboard provides transparency in the environmental review and approval process and identifies potential delays. Management of the Dashboard is central to IPIC’s mission, and IPIC staff work to ensure that the Dashboard meets the needs of its users and stakeholders.

Section 1304 of the FAST Act, “Efficient Environmental Reviews for Project Decisionmaking”, directs that DOT use the Dashboard to “make publicly available the status and progress of projects\(^\text{13}\) requiring an environmental assessment or environmental impact statement,” as well as “to make publicly available the names of participating agencies not participating in the development of project purpose and need and range of alternatives.”\(^\text{14}\) Further, Section 1304 requires agencies to provide status and progress information on the Dashboard, encourages the participation of State and local agencies, and requires the participation of States with delegated authority.

\(^{10}\) 42 U.S.C. §§ 4370m – 4370m–12.
\(^{12}\) FAST-41 defined a covered project as “any activity in the United States that requires authorization or environmental review by a [f]ederal agency involving construction of infrastructure for renewable or conventional energy production, electricity transmission, surface transportation, aviation, ports and waterways, water resource projects, broadband, pipelines, manufacturing, or any other sector as determined by a majority vote of the Council that— (i) (I) is subject to NEPA; (II) is likely to require a total investment of more than $200,000,000; and (III) does not qualify for abbreviated authorization or environmental review processes under any applicable law; or (ii) is subject to NEPA and the size and complexity of which, in the opinion of the Council, make the project likely to benefit from enhanced oversight and coordination, including a project likely to require— (I) authorization from or environmental review involving more than two federal agencies; or (II) the preparation of an environmental impact statement under NEPA.” 42 U.S.C. § 4370m(6)(A). See also, OMB and CEQ. Guidance to Federal Agencies Regarding Environmental Review and Authorization Process for Infrastructure Projects (Jan. 13, 2017) available at https://www.permits.performance.gov/sites/permits.performance.gov/files/docs/Official%20Signed%20FAST-41%20Guidance%20M-17-14%202017-01-13.pdf.
\(^{13}\) Section 1304 defines a project as “any highway project, public transportation capital project, or multimodal project that, if implemented as proposed by the project sponsor, would require approval by any operating administration or secretarial office within the Department of Transportation.” 23 U.S.C. § 139(a)(6).
The Secretary of Transportation has implemented Section 1304 provisions that require certain agencies to use the Dashboard to post project information for their covered projects. These agencies include the Federal Aviation Administration, Federal Highway Administration, Federal Railroad Administration and Federal Transit Administration, as well as all State DOTs that assume DOT’s environmental review responsibilities under an authorized NEPA assignment program pursuant to 23 U.S.C. 327.

The most recent enhancements to the Dashboard include improvements to data input and improved mapping visualization. The Dashboard currently contains over 200 projects, including approximately 131 DOT projects, 31 projects identified as covered under FAST-41, and 45 legacy projects included on the Dashboard prior to the FAST Act.

The Dashboard also provides new opportunities for a wide range of constituents to interface with the permitting and environmental review of infrastructure projects. State and local project sponsors or elected officials may visit the Dashboard or contact IPIC staff in regards to specific projects. Members of the public are able to use the Dashboard to check on the progress of projects in their communities.

**Support to DOT Operating Administrations and the Build America Bureau**

IPIC provides direction and support to the Department’s OAs and the Build America Bureau (Bureau) on projects. IPIC staff and contractors, comprising environmental specialists, data analysts, and conflict-resolution experts, assist the OAs and the Bureau in navigating permitting and environmental issues.

IPIC hosts weekly meetings with OA environmental and legal staff to discuss FAST Act implementation and other issues related to project delivery. Through these meetings, IPIC staff integrates DOT priorities into existing activities, and identify emerging issues of national concern. These meetings also serve as an opportunity to ensure that all DOT projects comply with legal requirements. Further, IPIC works with the OAs to share best practices and replicate innovative processes that originate in an OA across DOT to expedite project delivery. For example, IPIC invited the Federal Transit Administration to share its programmatic assessment approach to greenhouse gas emissions and accompanying estimator tool with the other OAs. Collaboration like this ensures consistent use of data and analysis tools, greater efficiency in project delivery, and that all OAs are leveraging the benefits associated with another OA’s best practices for expediting environmental review and permitting.

The Bureau streamlines credit opportunities and grants, provides access to the DOT credit and grant programs with more speed and transparency, while offering technical assistance and encouraging best practices in project planning, financing, delivery and monitoring. IPIC reviews Bureau meeting agendas to identify potential project delivery issues and participates in weekly meetings to provide input on environmental review and permitting issues as they may affect project delivery. As necessary, IPIC coordinates with OAs to understand the NEPA permitting status of individual projects, as well as project concerns.
Coordination with the Council on Environmental Quality

IPIC plays another important role within DOT, serving as the liaison to CEQ on issues related to permitting and project delivery. The IPIC Director also serves as the co-chair for the interagency TRRT, which works to address project delivery issues and interagency coordination for DOT project delivery rulemakings. TRRT meetings are scheduled bi-weekly, and held as appropriate.

Via the TRRT meetings, DOT works with CEQ on FAST Act implementation, and discusses program and project coordination issues, as well as large, complex, infrastructure projects. TRRT meetings are also an opportunity to discuss and put into practice interagency coordination reforms and best practices.

Next Steps and Conclusions

Since its establishment in December 2015, IPIC has made strides in advancing reforms to improve interagency coordination and expedite permitting and environmental review of major infrastructure projects. It has established the data collection and data analysis capacity to track the review process for active infrastructure projects, and has started tracking over 200 projects. In later 2017, IPIC plans to begin producing quantitative data showing how its activities reduce the time for Federal permitting and review of infrastructure projects, within DOT and across the Federal Government. Key components include:

- **Dashboard Data Analysis**: IPIC crafted and will continue to refine a methodology for analyzing data drawn from the Dashboard. This work will be both via the plan outlined above to meet the requirements of Section 1313 of the FAST Act, and more broadly across all projects in the Dashboard. The use of targeted queries, combined with an examination of first year Dashboard data against historic NEPA and permitting data, will provide key information on the progress made towards expediting project delivery. To accomplish this work, IPIC retained the services of a Data Fellow with a PhD in data analytics and addressed other resource needs through an Intra-Agency Agreement with the DOT Volpe National Transportation Systems Center.

- **Future Dashboard Enhancements**: Through regular Dashboard meetings with FPISC, OMB and CEQ, as well as through agency feedback, IPIC will continue to make modifications and enhancements to the Dashboard. The goal of these changes will be to make the Dashboard more user-friendly, transparent, and to provide additional utility.

- **Replication of Proven Best Practices**: IPIC, through regular meetings and targeted outreach, will work with the OAs to identify best practices proven to save time and/or money in the project delivery process. IPIC will work with the OAs to share and replicate these best practices across DOT, and through FPISC and the TRRT, across the government. For example, IPIC organized a working group comprised of inter-modal DOT subject matter experts, the Advisory Council on Historic Preservation, and the Department of Interior to develop procedures to align the requirements of Section 4(f), Section 106, and NEPA, in fulfillment of FAST Act requirements.15

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15 Section 1301 – Satisfaction of Requirements for Certain Historic Sites. Available at [www.transportation.gov/fastact/section1301](http://www.transportation.gov/fastact/section1301)
• **Continued Support within DOT:** IPIC will continue to work with the DOT OAs, and the Bureau to resolve major conflicts in the environmental review and permitting processes to move projects forward. IPIC will be able to understand the impact of these efforts through the Dashboard data analysis.

• **Continued Government-wide Partnerships:** IPIC will continue its role in cross-government coordination, to ensure all Federal parties are working to achieve expedited project delivery, minimize interagency challenges, streamline large, complex infrastructure projects, and achieve process reforms.

In its next annual report, through the data collection and analysis capabilities now in place, IPIC intends to include quantitative information on time and resource efficiencies resulting from the implementation of major environmental review and permitting reforms, and best practices.
Appendix: FAST ACT PROJECT DELIVERY ONE-YEAR UPDATE SUMMARY

The U.S. Department of Transportation (DOT) Web sites below include information on implementation of the Fixing America’s Surface Transportation Act (FAST Act), including summaries, fact sheets, guidance, and rulemakings.

- U.S. Department of Transportation https://www.transportation.gov/fastact
- Federal Highway Administration (FHWA) http://www.fhwa.dot.gov/fastact/
- Federal Railroad Administration (FRA) https://www.fra.dot.gov/Page/P0919
- Federal Transit Administration (FTA) https://www.transit.dot.gov/FAST

The information below summarizes DOT implementation of FAST Act project delivery provisions completed in the first year following enactment.

Section 1301, Satisfaction of Requirements for Certain Historic Sites
- Overview (https://www.transportation.gov/fastact/section1301)

Section 1303, Treatment of Certain Bridges under Preservation Requirements

Section 1304, Efficient Environmental Reviews for Project Decisionmaking

Section 1305, Integration of Planning and Environmental Review, and Section 1306, Development of Programmatic Mitigation Plans

Section 1307, Technical Assistance for States, and Section 1308, Surface Transportation Project Delivery Program

Section 1312, Improving State and Federal Agency Engagement in Environmental Reviews
- Interim Guidance (https://www.transportation.gov/fastact/section1312)

Section 1313, Aligning Federal Environmental Reviews
- Coordinated and concurrent environmental review and permitting process
- Annual Interagency Collaboration
- Program to Measure and Report

Section 1314, Categorical Exclusion for Project of Limited Federal Assistance
- Memorandum (https://www.environment.fhwa.dot.gov/projdev/FAST_ACT_Section1314_Final_Memo.asp)
• Implementation Guidance
  (https://www.environment.fhwa.dot.gov/projdev/FAST_ACT_Section1314_Implementation_Guide.asp)
• Final Rule (https://www.federalregister.gov/documents/2016/05/31/2016-12577/categorical-exclusions)

Section 1315, Programmatic Agreement Template
• Final Rule (https://www.federalregister.gov/documents/2016/05/31/2016-12577/categorical-exclusions)
• Practitioner’s Guide
• Programmatic Agreement (Model Agreement)

Section 1316, Assumption of Authorities
• Federal Register Notice, Request for Comments

Section 1317, Modernization of Environmental Review Process

Section 1415, Administrative Provisions to Encourage Pollinator Habitat and Forage on Transportation Rights-of-Way
• Memorandum
  (https://www.environment.fhwa.dot.gov/ecosystems/vegmgnt_pollinators_improving_habitat.asp)

Section 1432, Emergency Exemptions
• Fact Sheet (http://www.fhwa.dot.gov/fastact/factsheets/accelprojdelfs.cfm)

Section 11502, Treatment of Improvements to Rail and Transit under Preservation Requirements, and Section 11504, Section 106 Exemption for Railroad Right-of-Way
• Q&A (https://www.environment.fhwa.dot.gov/4f/FAST_act_guidance.asp)

Section 11503, Efficient Environmental Reviews
• FRA’s Survey of Categorical Exclusion Use
• FRA Request for Comment on Joining FWHA/FTA NEPA Procedures (23 CFR part 771)

Below are additional ongoing implementation activities identified in referenced FAST Act sections.

Section 1304, Efficient Environmental Reviews for Project Decisionmaking
• Rulemaking

Section 1309, Program for Eliminating Duplication of Environmental Reviews
• Rulemaking

Section 1310, Application of Categorical Exclusions for Multimodal Projects
• Guidance
Section 11503, Efficient Environmental Reviews
• Rulemaking