

NPR Performance Agreement - DOT

PHOTOCOPY
PRESERVATION

DOT Perf. Agreement 5-18

- Agreements are no substitute for normal policy council process
 - Deal with existing initiatives, not create new ones.
 - More performance based.
-

DOT

- already have Strategic Plan - Funneled thru 23 individual internal agency plans.

not - Internal

- Goal 1, Objective 2: restore the health of the airline, maritime, and passenger rail industries.
- Amtrak assess the feasibility of



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

MEMORANDUM FOR PAMELA JOHNSON

FROM: Roger S. Adkins *RS*
SUBJECT: DOT Performance Agreement

Under Goal 1: Drop "Restore the health of the airline, maritime, and passenger rail industry."

Annex A

NTS as indicated is not yet specific enough to know what it is and what it will achieve and most importantly what are the implications of it. Until more is known the President should not be making a commitment.

Expedited review by EOP is not realistic in terms of the general objectives that are listed in this document.

Substitute the following for the second bullet in Annex A.

Prepare a detailed study of the NPR proposal to create a corporation to provide air traffic control (ATC) services by May. Work with the Congress, in 1994 to develop a consensus supporting the corporation proposal with a goal of passing legislation as quickly as possible thereafter.

Last bullet on page 1.

A comprehensive strategic plan for AMTRAK by September 1994 may not be realistic.

Page 5 of Annex A:

Last bullet OSTP, CEA, NEC, OMB, DOT are working on a vision for highspeed rail as requested by the President. It will not be possible to have a comprehensive strategy done by May or secure legislation in 1994.

Should add a proposal that DOT should issue Mass Transit new start criteria in final by September 1994.

Also implementation of congestion relief measures should be included.

THE WHITE HOUSE

WASHINGTON

May 16, 1994

MEMORANDUM FOR PAMELA JOHNSON

FROM: Michael Deich (M)

SUBJECT: DOT Performance Agreement

I've listed below a few suggestions for the DOT performance agreement. Could you please pass them on to DOT or incorporate them into your notes for Wednesday's meeting as you see fit? Thanks.

Main Text

- Under Goal 1: drop "Restore the health fo the airline, maritime...." The objective is both too broad (the government alone can't achieve the objective) and too narrow (why just these industries? why not other private and public transportation providers, e.g., mass transit). Moreover, deleting the objective will not compromise the DOT's ability to achieve the broader Goal 1.
- Under Goal 2: the second objective should either include economic benefits alone or a more inclusive list of noneconomic benefits, e.g., environmental amenities, mobility for the urban poor and the elderly.
- Under Goal 4: the first objective reads as if we wish to reduce deaths and injuries solely in order to reduce the burden on our health care system. Instead, we could simply list our objective; the many justifications should be self-evident.
- Under "Administration Support": I don't know what the department means by an "administration-wide initiative on infrastructure development and financing."

Annex A

- page 1: the last sentence on the ATC corporation should drop the reference to CY 1994. Suggested alternative: "Work with the Congress toward early passage of enabling legislation."

- page 1: the discussion of Amtrak authorizing legislation should read "... a comprehensive strategic plan to move that corporation towards the long-term goals of providing world-class passenger service and becoming financially stable." The current language may commit the Administration to delivering a level of subsidy that -- given current constraints -- it may not be able to provide.
- page 2: "pursue" should replace "commence." The Department should not be held responsible if another country flatly refuses to engage in negotiations.
- page 3: Replace the first paragraph with: "Produce a plan by September 1995 to develop a standard set of criteria that can be used to measure both the economic and noneconomic benefits of transportation infrastructure investments. These criteria can be used to determine national priorities for transportation investment."
- page 3: if the Department's innovative financing proposals are to be incorporated into a broader Administration-wide effort, the May 1994 date should be dropped.
- page 5: TRP awards contracts on a competitive basis. This language suggests set-asides exist. Suggested alternative: "Use outreach to help the transportation industry and academia form the consortia needed to increase compete successfully for contracts under the Administration's Technology Reinvestment Project."
- page 5: drop deadlines for development of High Speed Rail initiative.
- page 8: Add:
 - Complete analysis of responses to the Advanced Notice of Proposed Rulemaking for Light Truck Corporate Average Fuel Efficiency within 180 days of receipt of comments and issue a notice of proposed rulemaking for at least Model year 1998 by April 1995.
- page 9: intermodal policy statement should be informed by the views of FRA and FAA as well as FTA and FHWA.
- page 10: Under the discussion of the National Information Infrastructure initiative add a bullet that reads:
 - Provide public access to DOT information over the Internet and other on-line systems;

Performance Agreement

between

The President of the United States

William Jefferson Clinton

and

The Secretary of Transportation

Federico Peña

May , 1994

These agreements can not
substitute for the normal
policy-council process

I Introduction

The American people deserve a government that works better and costs less. The departments and agencies of the Federal Government hold a vital key to improving performance and to restoring the faith of the American people in their government. Many changes will need to take place for this broad goal to be realized. The purpose of these agreements is to establish clarity and consensus about the priorities for departmental performance. I am committed to making the Department of Transportation (DOT) work better and cost less. This agreement provides a clear expression of priorities that were developed in collaboration with every administration within the Department. It shows how we will meet the needs and expectations of the American people.

II. The Department of Transportation

This agreement reflects the major multi-year objectives developed by the Secretary and his senior managers as well as specific performance measures to be accomplished in Fiscal Year 1994. It also describes delegations of functions by the President of the United States to support the achievement of these objectives.

The Secretary undertakes and accomplishes the following:

Goal 1: "Tie America together" through an effective intermodal transportation system.

Objective: Achieve a new ^National ⁺Transportation ^System ~~that~~ that integrates all modes and emphasizes connections, choices, and coordination of transportation services, and which positions this country as an effective economic competitor in the global market.

Objective: ~~Restore the health of~~ ^{support the health} the airline, maritime, and passenger rail industries - through implementation of President's

Goal 2: Invest strategically in transportation infrastructure which will increase productivity, stimulate the economy, and create jobs.

Objective: Work to "complete what we have started" and to "repair what is broken" on time and within budget.

Objective: Ensure that new projects strengthen the national and regional economies, reduce congestion, increase efficiency, and enhance safety.

way
- Too vague

- how do you measure results/success

rather broad
achievable?
has this
been
approved?

Goal 3: Create a new alliance between the Nation's transportation and technology industries to make them both more efficient and internationally competitive.

*Again,
Too vague?*

Objective: Accelerate technological advancements to make our transportation system more efficient, environmentally sound, and safe.

Objective: Promote the development and export of transportation technology.

Goal 4: Promote safe and secure transportation.

Objective: Significantly reduce deaths and injuries on our transportation system which will reduce the burden on our health care system.

Objective: Minimize the dangers to communities and industry associated with the transportation of goods.

Goal 5: Actively enhance our environment through wise transportation decisions.

*What does
this mean?*

Objective: Harmonize transportation policies and investments with environmental concerns.

Objective: Provide leadership by our own example to implement environmentally friendly solutions to DOT's daily activities.

Goal 6: Put people first in our transportation system by making it relevant and accessible to users.

*a bit more
specific*

Objective: Put consumers and the travelling public first.

Objective: Ensure that transportation policies and investments embrace the concerns of the travelling public and neighborhoods, economic development interests, and other societal concerns.

Goal 7: Transform DOT by empowering employees in a new team effort to achieve our goals.

Objective: Listen to our customers, both internal and external, and provide them with the quality services that they want.

Objective: Cultivate a responsive work ethic which rewards "getting it done."

III. Measurement of Performance

To measure progress against the above objectives, the Secretary is committed to accomplishing specific measurable results. Those specific measures for Fiscal Year 1994 are described in Annex A.

ND

To maintain focus, a sense of urgency and to have a real impact on performance, there will be periodic reviews of progress, discussion of difficulties encountered, and course corrections made. Progress reviews will be held by the President and/or his designees and the Department of Transportation officials and, with greater frequency, within the Department.

Has anyone else done this?

IV. Administration Support

In order to accomplish the objectives and measures described above during Fiscal Year 1994, the Secretary asks to be provided with the following specific authorities and commitments within all applicable laws:

Expedited review by all Executive offices including the Office of Management and Budget of all actions pertaining to the accomplishment of objectives contained in this performance agreement.

depends on when

~~Support for passage of legislation creating an air traffic control corporation.~~

Inclusion of infrastructure development and financing as an administration-wide initiative under the National Economic Council.

V. Term of Agreement

This agreement will remain in effect until modified. It is expected that it will be updated annually to reflect significant changes in budget, policy, personnel or other factors that may affect the accomplishment of objectives.

This agreement is intended only to improve the internal management of the Executive Branch and is not intended to and does not create any right, benefit, trust or responsibility, substantive or procedural, enforceable at law or equity by a party against the United States, its officers or any person.

This agreement reflects our joint commitment to creating a DOT that works better and costs less and fulfills our sacred trust to the American people.

Federico Peña
Secretary
Department of Transportation

William J. Clinton
President of the United States

is the annex public? or is it private

Annex A: Performance Measures, Fiscal Year 1994

During Fiscal Year 1994, performance will be measured by the successful accomplishment of the following specific outcome measurements:

1. "Tie America Together" Through an Effective Intermodal Transportation System.

To meet this goal, DOT will:

- Develop a conceptual framework and ~~implementation plan~~ for creation of the National Transportation System (NTS) including definition of concept, plan for integrating data and ~~outreach mechanism~~ by September 1994. ^{Complete consultation w/ castings and strategy} publication of the First Transportation Statistic Annual Report by May 1994.
- Develop a detailed action plan and necessary legislation to create a corporation to provide air traffic control (ATC) services by April. Develop a comprehensive ATC strategy ~~for transmittal to Congress by May 1994~~. Work with the Congress with a goal of passing legislation ~~in 1994~~.
- Develop a comprehensive Initiative to Promote a Strong Competitive Aviation Industry by January 1994. Complete regulatory review with the aviation industry and high density rule study during Calendar Year 1994.
- Work with Congress to secure passage of the Maritime Security and Trade Act of 1994, including funding for the Maritime Security Program (MSP) by September 1994.
- Strengthen transportation relationships with Canada and Mexico and develop a joint plan by June 1994 to improve the safety and efficiency of cross-border transportation, including border planning management and operations which will facilitate the movement of people and goods in a more efficient, cost-effective manner while maintaining the existing high standards and security.
- Take necessary actions including established Land Transportation Standards Subcommittee (LTSS) and technical working groups to seek compatibility of land transportation safety standard with Canada and Mexico to implement the NAFTA's land transportation provisions according to the Agreement's schedule.
- Work with Congress to secure passage of Amtrak authorizing legislation by September 1994, and develop, in conjunction with Amtrak, a comprehensive strategic plan ~~by September 1994~~ ^{by the end of 1997} which will ~~reflect~~ long-term goals of making Amtrak a world-class passenger service and financially stable.

Reich

feasibility
assess ~~the~~ resources needed to make
Amtrak financially stable and a world
class passenger service.

PWS - To deal with the policy concerns applicable to international aviation in the 21st century, we will prepare a new international aviation policy statement by the summer of 1994 and ~~commence~~ international aviation negotiations with key bilateral partners, including Japan, the United Kingdom and Canada.

- Authorize a formal Trade Promotion Task Force to coordinate ongoing efforts within the Department and to initiate new efforts by June 1994.

2. Invest Strategically in Transportation Infrastructure Which Will Increase Productivity, Stimulate the Economy and Create Jobs.

To meet this goal, DOT will:

- Interesting*
- Develop a plan by September 1994 to develop a standard set of measurement criteria which measure contributions to national and regional economies, congestion reduction, increased efficiency and safety enforcement against which all infrastructure needs can be measured (repair and new) to determine national priorities.

- what does this mean?*
- clear*
- ~~Develop a comprehensive strategy to support innovative financing alternatives to augment Federal funds to ensure ongoing preservation of transportation infrastructure by May 1994. The plan will include individual operating administration implementation plans; at least six innovative financing pilot projects, including one intermodal project and an innovative financing proposal which is currently in the Federal Aviation Administration (FAA) legislation. The plan will reflect suggestions and concerns raised during outreach sessions held around the country to identify issues and impediments to leveraging Federal funds; utilizing private investment and utilizing flexibility already permitted under the law.~~

- Complete and submit to Congress the Boston-NYC Northeast Corridor Transportation Improvement Program Plan by May 1994, complete the final Environmental Impact Statement (EIS) for electrification from New Haven to Boston by June 1994, in order for Amtrak to initiate construction by September 1994 upon receiving all appropriate State and environmental permits.
- Develop and implement a specific plan with identifiable milestones and clear goals to assure stronger management cost containment and usable end product of the FAA's Advanced Automation System (AAS) by September 1994.
- Achieve \$2B goal of negotiated small business and disadvantaged business enterprise share of transportation related procurement and business opportunities by September 1994. Approve \$5M in loans under DOT short-term lending and \$4M under bonding assistance program by September 1994. Establish a DOT marketing and assistance center pilot program by August 1994.

- Develop a comprehensive plan in collaboration with key industry leaders which identifies opportunities to expand the U.S. commercial space industry's share of the market, and develop and implement R&D ventures that will dramatically

NASA?

check w/ Jack Gibbons, w/ Ca H

reduce launch costs by the year 2000. The plan will include identifying proposals to facilitate commercial use of the Nation's space launch infrastructure and complete inventory of needs and priorities by September 1994.

3. Create a New Alliance Between the Nation's Transportation and Technology Industries to Make Them Both More Efficient and Internationally Competitive.

To meet this goal, DOT will:

- Develop a comprehensive intermodal strategy to accelerate Intelligent Vehicle Highway System technologies to improve highway safety, reduce congestion, and improve the ease and efficiency of highway use. By September 1994, complete Agreements on the prototype automated highway system; initiate cooperative project on automobile collision avoidance; and, demonstrations of improved operation in public transportation and customer satisfaction.
- Increase interdepartmental coordination in the development of new transportation research and technology including:
 - o Announce joint DoD/DOT effort to expand aviation and maritime navigational uses of Department of Defense's Global Positioning Satellite (GPS) system by February 1994. Negotiate addendum to the Memorandum of Understanding (MOU) between DoD and DOT that implements the recommendations of the joint task force for joint development of GPS augmentation. Implement follow on plans for civilian use.
 - o Expand transportation-related project funding in the Administration's Technology Reinvestment Program by April 1994. Increase the ability of transportation industry to compete in the Department of Commerce's ATP program.
 - o Initiate a plan of action to remove unnecessary or redundant regulations inhibiting competitive construction of commercial ships in U.S. shipyards by July 1994, and issue a final rule regarding applications for maritime loan guarantees for shipyard modernization and for ships constructed for export by August 1994.
- Secretary will publish clear research priorities which reflect recommendations of users and customers to provide priorities for the FY '96 budget process and future R&T priorities.
- Develop a comprehensive strategy for a High Speed Rail initiative by May 1994, and work with Congress to secure congressional authorization for this initiative by 1994.

OK with
DoD

How?
Michael's
changes

Pop into Amtrak discussion
P. 1 of Annex. ? Come
back w language

encourage the development of

- Continue to ~~develop~~ new technologies that result in improved transit and rail equipment and report by July 1994 on the potential for implementation of Advanced Train Control Systems (ATCS) to improve railroad safety and link other transportation-related information technologies.

↳ satellite-based Train control

cost-sensitivity

↳ work with industry to encourage
(mostly industry - financed)

4. Promote Safe and Secure Transportation.

To meet this goal, DOT will:

- Develop the strategy for the Highway Safety Health Care initiative to increase seat belt use to 75 percent nationally and reduce alcohol fatalities to no more than 43 percent of all fatalities by December 1996. Begin implementation of the initiative by March 1994.
- Develop a coordinated grade crossing safety improvement program for railroads and highways by proposing a Grade Crossing Safety Action Plan, including potential legislative initiatives and a high visibility education campaign by May 1994.
- Develop a coordinated bridge safety program with the U.S. Coast Guard (CG), FHWA and the Federal Railroad Administration (FRA) to reduce the number and severity of intersection collisions reported and reduce vessel/bridge collision by 20 percent over 5 years. Complete survey of bridges spanning navigable waters by August 1994.
- Issue final statutorily mandated drug and alcohol rules by September 1994. Develop implementation and monitoring program to be effective in January 1995.
- By September 1994, develop a comprehensive program to protect the Nation adequately against the risks inherent in the transportation of hazardous materials in commerce, to promote safety, to reduce the environmental impact of hazardous materials incidents, and to achieve international uniformity through strengthened hazardous materials regulations; increased enforcement/inspection programs; and, revised hazardous materials training programs.
- By September 1994, complete development of the prototype risk assessment model to support a risk-based management system for planning and prioritizing cost-effective safety and environmental improvements for natural gas and hazardous liquid pipelines.

5. Actively Enhance our Environment Through Wise Transportation Decisions.

To meet this goal, DOT will:

- Develop by September 1994 a Department-wide plan to accelerate the commercialization and market acceptance of alternative fuel vehicles including development of regulations to ensure AFV fuel system integrity.
- Accept delivery of 267 AFV vehicles for the DOT fleet and three 30-foot fuel-cell powered vehicles as part of continuing development of electric and fuel-cell powered transit buses by September 1994.
- Convene joint EPA/DOT environmental review team to recommend regulatory and procedural improvements to streamlining the environmental approval process while maintaining the quality of information.
- How? - Simplify Federal procedures which permit the State of California to accelerate completion of the EIS process for the proposed Alameda Corridor Project to improve intermodal connection to the Ports of Long Beach and Los Angeles by December 1993 to meet the goal of completion of the EIS in September 1994.
- Release National Academy of Sciences study on Congestion Pricing in June 1994. FTA-FHWA award 3-5 joint planning grants for congestion pricing demonstration projects by Fall 1994.
- By July 1994, assist state and regional transportation officials to develop plans to meet the Clean Air Act Amendment of 1990 through completion of the first stage of FHWA and FTA joint training workshops on the new planning regulations, management systems and on Clean Air Act conformity requirements.
- Implement a program to reduce the amount of oil, chemicals, and debris introduced into the water from Maritime sources including implement waterfront facility pollution prevention program and streamline violation enforcement process by June 1994 and incorporate the nationwide deployment of a "ticket" program for enforcement of pollution violations by December 1994. Complete rulemaking on vessel and facility response plans and interim rules on double hull vessels by July 1994.

6. Put People First in Our Transportation System by Making It Relevant and Accessible to Users.

To meet this goal, DOT will;

- Issue final rule on Over-the-Road-Bus accessibility requirements by December 1994. Award contract to analyze ADA maritime access. Complete rulemaking on lifts for commuter airlines by July 1994.
- Upgrade emergency response training, emergency medical systems, and computerized systems to improve emergency response effort and access to information for crisis management and publish operations plan for the transportation element of the Federal Response Plan for domestic crises by July 1994.

- How?
- Partner with state, regional and local officials to develop strategies to strengthen intermodal connectivity (e.g. - sea to port, port to rail, airport to transit or transit to commuter rail), increase the ability to participate in intermodal transportation decision making, identify problems and obstacles to movement and develop by September 1994 a public education effort to ensure that passenger or freight transportation users experience a seamless system. ~~FHWA and FTA will~~ develop and publish a policy statement on public involvement and examples of best practice in the MPO planning process will be identified and distributed.

- increase or improve
- Develop a strategy to ~~ensure~~ ^{increase or improve} access to public transportation for residents of central cities which includes defining principles for identifying strategic corridors by December 1994 and initiating the FTA Livable Communities grant process by September 1994.

- Commission a 3- to 4-month investigation to be completed by September 1994 in a rural geographic region of the Nation to develop a model on how transportation linkages would provide our rural citizens with greater access to health care.
- Develop a strategy to encourage quality design in transportation infrastructure to focus on the design, aesthetics and overall impact on the surrounding communities by June 1994. Implement the Secretary's design program through management with NEA to develop a design competition which has application deadline of October 1994 for best designed projects.

- UAGW
- Develop a short-term "put people first" transportation agenda which supports the strategic plan and focuses on initiatives which our customers identify which can be quickly implemented.

7. Transform DOT by Empowering Employees in a New Team Effort to Achieve Our Goals.

To meet this goal, DOT will:

- Develop and issue a DOT mission statement and strategic plan by February 1994. Develop coordinated action plans in each operating administration for FY 1994 to support the strategic plan's seven goals by April 1994 and prepare any revisions necessary for the FY 1996 budget process by Spring 1994.
- Consistent with the Vice President's National Information Infrastructure initiative, develop a comprehensive plan for DOT information technology which expands access to electronic communications and information to include:
 - o development of Department-wide standards and policies; and definition of Department-wide architecture to encourage multiple applications from same base (IPPS, DAFIS);
 - o pilot of a technology model for telecommuting by December 1994;
 - o imaging of OST docket system by February 1995.
 - o automation of internal forms by December 1994; and,
 - o pilot long-distance learning with four video conferencing experiments as alternative to conferences and training by May 1994.
- Reengineer DOT Human Resource Management through a collaboration of human resource experts, managers and employees to identify priority areas which will support and enhance our efforts to improve how we do our work and encourage employee involvement. Complete first phase by September 1994.
- Develop labor-management partnerships within all operating administrations. Each Operating Administration will establish a joint planning committee by August 1994 and provide initial training in consensual decision making and mutual interest-based bargaining for partnerships. A training component to support these partnerships will be available by September 1994.
- Develop a plan to reengineer DOT's performance management processes by November 1994. A plan to increase the use of group awards and other forms of team recognition will be developed by December 1994. Implementation of the new systems will begin by April 1995.

Pyre?

ambitious

done?

- Develop a DOT-wide Diversity Plan which identifies goals and strategies to enhance opportunities for women, minorities and the disabled to compete for positions of responsibility by June 1994. Review training curriculum, revise as necessary and pilot staff training course on how to work successfully in a diversified workplace by September 1994. Design an accountability measurement process for assisting senior managers and supervisors in meeting their diversity goals.
- Develop and pilot a comprehensive training curriculum to support continuous reinvention, customer service and employee involvement. The first three modules will be completed by December 1994.
 - o consensus decision making and mutual interest-based bargaining for teams initially involved in labor-management partnerships;
 - o continuous improvement or goals of the National Performance Review for all employees; and,
 - o reinvention training for key senior staff.
- Develop a customer service plan to provide customer service standards benchmarked to the best in the business by September 1994.
- Implement four pilot projects pursuant to the Government Performance and Results Act to develop and test results-based performance measures for DOT by February 1994.
- Support the Administration's streamlining/downsizing initiative by reducing staff by 4.7 percent, flattening the organization, reducing the senior levels by 239 position, and begin reducing the administrative controls by end of FY '95.