

## **I. INTRODUCTION/BACKGROUND**

### **PURPOSE OF THE TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

The Transportation Improvement Program (TIP) is a staged, multiyear program of projects proposed for funding by federal, State, and local sources within the Dallas-Fort Worth Metropolitan Area. The 2008-2011 TIP identifies roadway and transit projects programmed for construction within the next four years in the Dallas-Fort Worth Metropolitan Area. The 2008-2011 TIP was developed by the North Central Texas Council of Governments (NCTCOG) in cooperation with local governments, the Texas Department of Transportation (TxDOT), and local transportation agencies. The TIP is developed in accordance with the metropolitan planning requirements set forth in the Statewide and Metropolitan Planning Final Rule (23 CFR Part 450, 49 CFR Part 613) promulgated in the October 28, 1993 Federal Register as required by the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was reauthorized as the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), and more recently reauthorized as the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). The 2008-2011 TIP was prepared under guidelines set forth in the Code of Federal Regulations (referenced above) as updated on June 9, 2006, and in SAFETEA-LU.

### **TIP OBJECTIVES**

The 2008-2011 TIP for the Dallas-Fort Worth Metropolitan Area was developed with the following local objectives:

- To identify the priorities established by the RTC, local governments, transportation authorities, North Texas Tollway Authority (NTTA), and TxDOT for transportation system improvements;
- To identify transportation improvement projects recommended by TxDOT and the Regional Transportation Council (RTC) as a result of the comprehensive, cooperative, and continuing regional transportation planning process. This process yields a multiyear listings of roadway and transit projects;
- To indicate realistic, current estimates of costs for funding transportation improvement programs and individual projects for each year, balanced by estimates of available revenue;
- To demonstrate that energy, environmental, air quality, cost, and mobility considerations are addressed in regional transportation planning and programming of projects;
- To implement Mobility 2030: The Metropolitan Transportation Plan for the Dallas-Fort Worth Area (pending federal approval) in accordance with guidelines established in SAFETEA-LU; and
- To meet the requirements of the Clean Air Act as outlined in the State Implementation Plan (SIP) for air quality.

## **METROPOLITAN PLANNING ORGANIZATION**

Transportation planning for the Dallas-Fort Worth area began at NCTCOG in December 1969. NCTCOG was later designated by the Governor as the Metropolitan Planning Organization (MPO) for the Dallas-Fort Worth area in July 1974. The State Department of Highways and Public Transportation (SDHPT), now known as the Texas Department of Transportation, under the guidance of the Federal Aid Highway Act of 1973, initiated the statewide structuring of key policy committees of elected officials. NCTCOG's Transportation Department serves as staff to the MPO to support the transportation policy decisions made by local elected officials serving on the RTC and the NCTCOG Executive Board. The RTC is the regional transportation policy body for the MPO. According to the Statewide and Metropolitan Planning Final Rule (23 CFR Part 450.312), "the MPO in cooperation with the State and with operators of publicly owned transit services shall be responsible for carrying out the metropolitan transportation planning process.... They shall cooperatively develop the unified planning work program, transportation plan, and transportation improvement program...."

The designation of the MPO is by agreement among the units of general-purpose local governments and the Governor of Texas. The initial designation by the Governor was made on July 2, 1974. The latest designation (which was approved by NCTCOG's Executive Board on July 28, 1988, and by the RTC on July 8, 1988) will continuously be in effect until rescinded. A copy of this agreement is provided as [Appendix A](#).

## **LEGAL REQUIREMENTS IMPACTING THE TIP**

SAFETEA-LU and the Federal Transit Act describe the requirements of the TIP in general terms. More specific requirements are contained in the Statewide and Metropolitan Planning Rules contained in 23 CFR Part 450 and 49 CFR Part 613. This section summarizes those requirements and describes the methods through which they are met.

All roadway and transit projects to be funded under Title 23 U.S.C.—The Federal-Aid Highway Act and Title 49 U.S.C.—The Federal Transit Act by the U.S. Department of Transportation must be listed in the TIP. All projects in this document that are proposed for federal funding were initiated in a manner consistent with the federal guidelines in Section 450, Subpart B, of Title 23 of the Code of Federal Regulations and Section 613, Subpart B, of Title 49 of the Code of Federal Regulations. In addition, all regionally significant ground transportation improvements, regardless of funding source, within the Dallas-Fort Worth ozone nonattainment area must be inventoried and included in the TIP for the conformity analysis requirements of the Clean Air Act Amendments of 1990 (CAAA). This 2008-2011 TIP has been developed in accordance with these requirements.

Federal regulations mandate that the metropolitan transportation planning process must include development of a TIP for the metropolitan planning area by the MPO in cooperation with the State Department of Transportation, local governments, and public transportation authorities. Specific requirements of the TIP and a brief discussion of how NCTCOG complied with these requirements are outlined below:

- **The TIP must be updated at least every four years.**

The current policy of the RTC is to update the TIP for the Dallas-Fort Worth Metropolitan Area on a bi-annual basis. In addition, the TIP is refined on a quarterly cycle as project implementation costs, schedules, and scopes change, and as new projects are identified through funding initiatives. All refinements to the TIP are made in coordination with TxDOT, NTTA, Dallas Area Rapid Transit (DART), Fort Worth Transportation Authority (FWTA), Denton County Transportation Authority (DCTA), and counties and local governments in the Dallas-Fort Worth Metropolitan Area.

- **In nonattainment and maintenance areas for transportation-related pollutants, FHWA and the Federal Transit Administration (FTA), as well as the MPO, must make a conformity determination on any new or amended TIPs (unless the amendment consists entirely of exempt projects).**

The 2007 Transportation Conformity Determination for the North Central Texas Nonattainment Area was completed by NCTCOG and was forwarded to the federal and State reviewing agencies in February 2007. This analysis was conducted in accordance with the criteria and procedures promulgated by the U.S. Environmental Protection Agency.

The project listings for the 2008-2011 TIP were developed in conjunction with the 2007 air quality conformity analysis. All transportation projects contained in the final project listings of the 2008-2011 TIP were reviewed to ensure that no projects were included that were not included in the air quality conformity, unless those projects were exempt from the analysis. An overview of the conformity analysis is provided in [Chapter V](#) of this document. Complete copies of the report are available from NCTCOG. See [Appendix B](#) for certification.

- **There must be reasonable opportunity for public comment.**

On June 1, 1994, the RTC adopted the NCTCOG Transportation Department Public Involvement Process, which meets the requirements mandated by federal law. The public involvement procedures were amended on April 11, 2002. Regular, supplemental, and other applicable public meetings were held throughout the 2008-2011 TIP development process in accordance with this policy and federal law. The public involvement process followed in the development of the 2008-2011 TIP is further described in [Chapter II](#) of this document.

- **The TIP shall cover a period of not less than four years, but may cover a longer period if it identifies priorities and financial information for the additional years.**

The 2008-2011 TIP, in accordance with federal guidelines, identifies roadway and transit projects programmed within the next four years. Projects are programmed only for those years in which federal and State funding is committed or may reasonably be expected for each category.

- **The TIP shall be financially constrained by year and include a financial plan that demonstrates which projects can be implemented using current revenue sources and which projects are to be implemented using proposed revenue sources.**

The 2008-2011 TIP is financially constrained by category for the first four years of the TIP as required by federal regulation. The financial plan for the four-year period, identified for each TxDOT District (Dallas and Fort Worth), is provided in [Chapter VIII](#).

- **The TIP shall include projects as required by federal regulation.**

According to the Metropolitan and Statewide Planning Regulations (23 CFR Section 450.324(c)), the TIP shall include all transportation projects or identified phases of a project, within the metropolitan area, proposed for funding under Title 23, U.S.C. The Federal Aid Highway Act, and Title 49 the Federal Transit Act. The TIP shall also include all regionally significant transportation projects to be implemented with federal, State, or local funds consistent with the Metropolitan Transportation Plan. Detailed project listings are included in [Chapter VII](#). Information included in the project description includes: sufficient descriptive material to identify location of the project, type of work to be performed, estimated total cost, amount of committed federal funds for each program year, proposed funding source, and identification of the funding recipient and State and local agencies responsible for carrying out the project. [Chapter VII](#) also contains information on the National Environmental Policy Act (NEPA) clearance, identification of potential TCMs and exempt projects, and a Metropolitan Transportation Plan (MTP)-TIP referencing system.

- **In nonattainment and maintenance areas, projects included shall be specified in sufficient detail to permit air quality conformity analysis.**

The design concept, or the type of facility identified by each project, is contained in the project listings in [Chapter VII](#). The design scope identifies the design aspects which will affect the projects' impact on regional emissions, such as the number of lanes or tracks to be constructed, length of project, signalization, access control, etc. These characteristics are included in the project listings contained in [Chapter VII](#).

## **RELATIONSHIP TO TRANSPORTATION PLANNING PROCESS**

NCTCOG, serving as the MPO for the Dallas-Fort Worth area, has the responsibility of preparing and maintaining three key elements of the regional planning process: the metropolitan transportation plan, the transportation improvement program, and a unified planning work program (UPWP). In addition, areas greater than 200,000 in population, such as the Dallas-Fort Worth area, are designated as Transportation Management Areas (TMA) according to planning regulations, and must also have in place a Congestion Management Process (CMP). Because Collin, Dallas, Denton, Ellis, Kaufman, Johnson, Parker, Rockwall, and Tarrant Counties have been designated as nonattainment areas for the pollutant ozone, the MPO shall coordinate the development of a metropolitan transportation plan with the process of developing Transportation Control Measures for the SIP, as required by the federal Clean Air Act. The 2008-2011 TIP has been developed through a coordinated process maintaining consistency with the planning documents listed below, in addition to the planning factors identified by federal regulations which must be specifically considered by MPOs in developing transportation plans and programs. These planning factors are outlined in [Exhibit I-1](#). The relationship between the TIP, the UPWP, the MTP, and the CMP is described below.

## **EXHIBIT I-1**

### **SAFETEA-LU FACTORS TO BE CONSIDERED IN THE PLANNING PROCESS**

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency
2. Increase the safety of the transportation system for motorized and nonmotorized users
3. Increase the security of the transportation system for motorized and nonmotorized users
4. Increase the accessibility and mobility of people and for freight
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight
7. Promote efficient system management and operation
8. Emphasize the preservation of the existing transportation system

### **Mobility 2030: The Metropolitan Transportation Plan for the Dallas-Fort Worth Area**

Mobility 2030: The Metropolitan Transportation Plan for the Dallas-Fort Worth Area is the defining vision for transportation systems and services in the Dallas-Fort Worth Metropolitan Area. Serving as a guide for the expenditure of State and federal funds through the year 2030, the Plan addresses regional transportation needs that are identified through forecasting current and future travel demand, developing and evaluating system alternatives, and selecting those options which best meet the mobility needs of the region.

Mobility 2030 is the product of a cooperative effort among local governments, TxDOT, NTTA, DART, FWTA, DCTA, and other transportation agencies. Mobility 2030 was approved by the RTC on January 11, 2007. Mobility 2030 was developed in accordance with the planning requirements established in SAFETEA-LU and the Clean Air Act Amendments of 1990. The Plan is required to be updated at least every four years. Mobility 2030 is the product of a multimodal system evaluation which recommends a metropolitan transportation system, as well as congestion mitigation strategies designed to minimize drive-alone peak-period travel and enhance the operation of the transportation system.

The development of the Plan was guided by a set of goals presented and refined at technical workshops, policy briefings, and public meetings. The RTC adopted goals in three categories: traditional transportation, quality of life, and financial goals. The policies, programs, and projects developed as part of Mobility 2030 are designed to accomplish these goals. The Plan calls for approximately \$71 billion in metropolitan transportation system improvements. A summary of Mobility 2030 is provided in [Appendix C](#).

## **2008-2009 Unified Planning Work Program for Regional Transportation Planning**

The UPWP is the instrument for coordinating transportation and comprehensive planning in the North Central Texas region. This work program includes a description of proposed work submitted to State and federal agencies that are the financial sponsors of the Program, and it serves as a management tool for the participating entities. The 2008-2009 UPWP describes the transportation and comprehensive planning efforts in the North Central Texas region for the period from October 1, 2007 to September 30, 2009 and defines the functional and financial responsibilities of participating agencies. The UPWP was developed in accordance with the Metropolitan Planning Rules of Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

## **TxDOT Unified Transportation Program and Statewide Transportation Improvement Program**

The Unified Transportation Program (UTP) is TxDOT's 10-year planning document that guides the planning and development of each TxDOT District's transportation improvements. The Dallas-Fort Worth area includes two TxDOT District Offices: the Fort Worth District Office and the Dallas District Office. Planning rules require that the TIP be constrained by available financial resources, while TxDOT, based on State law, may overprogram the UTP by as much as 15 percent. Hence, the UTP may contain additional projects beyond those included in the TIP. The TxDOT Dallas and TxDOT Fort Worth sections of the 2007 UTP are available through the TxDOT District Offices and on the TxDOT website. In order for any of these additional projects to move forward into the programming and construction stages, they must be included in the TIP and, subsequently, the Statewide Transportation Improvement Program (STIP).

TxDOT's UTP will be used as a guideline for programming projects in the STIP. Only those projects with "Maintain It" or "Build It" authority may be selected for the categories programmed by TxDOT for inclusion in the Metropolitan and Statewide TIPs. In metropolitan areas, these projects are programmed in the Metropolitan TIPs, which are then included in the Statewide TIP. Projects in rural areas of the State are programmed into the STIP through the TxDOT District Offices, although the MPO reviews rural STIP projects outside the non-attainment area for consistency with air quality goals first. [Appendix D](#) contains a list of projects that are not planned for construction within the four-year time frame of the TIP, but are referenced in the current TIP while feasibility or environmental clearance efforts continue.

## **Management Systems**

The Metropolitan Planning Rules (23 CFR Part 450) describe the relationship of the metropolitan transportation planning process to the required management systems. The congestion management, public transportation, and intermodal management systems must be part of the metropolitan transportation planning process within metropolitan planning areas. These management systems are expected to enhance the traditional transportation planning process at both the project planning and system levels by providing more systematic and comprehensive data and analyses across the network as a whole. The CMP is a dynamic decision-making tool, integrated with the transportation planning and programming processes that is responsive to changing traffic conditions and trends. The CMP makes an initial assessment of congestion, identifies congested areas and systems, develops regional strategies, and targets resources needed for implementation of those strategies. The CMP provides effective management of new and existing transportation facilities through the use of travel demand reduction and operational management strategies. The effectiveness of these

management systems must be evaluated periodically as part of the metropolitan planning process. In nonattainment areas, single occupant vehicle (SOV) capacity improvements must be included in a congestion management system. In addition, the resulting SOV projects must utilize management strategies such as travel demand reduction and operational management strategies as appropriate for the corridor. Projects that had advanced beyond the National Environmental Policy Act (NEPA) stage prior to April 6, 1992, and which are actively advancing to implementation, are not subject to this provision. Additional information on the CMP is provided in [Appendix E](#).

## **APPROVAL OF THE TRANSPORTATION IMPROVEMENT PROGRAM**

The 2008-2011 TIP was developed and reviewed by technical and policy committees. Technical review was provided by the Surface Transportation Technical Committee (STTC). Members of this Committee are lead transportation personnel from local governments, TxDOT, and other transportation agencies in the North Central Texas region. This Committee aided in the development of the criteria/processes used to evaluate and select projects in MPO-selected categories included in the 2008-2011 TIP. They also guided the refinement of programmed projects, which in turn, provided input for the 2008-2011 TIP. This committee serves as the technical body that recommends the TIP for RTC approval. The current Committee members are listed before the Table of Contents of this document.

The 2008-2011 TIP will be approved by the RTC, the transportation policy body for this MPO, on April 12, 2007. The RTC provides guidance to assure that multimodal, regional transportation planning is accomplished according to federal, State, and local requirements. Members of the RTC include elected officials, TxDOT district engineers, transportation authority board members, a NTTA representative, and a maximum of three citizen representatives. The current RTC membership list is shown before the Table of Contents of this document.

Effective May 1, 1984, the Texas Review and Comment System (TRACS) replaced the procedures formerly required by Office of Management and Budget (OMB) Circular A-95. These guidelines mandate cooperation among federal, State, and local governments in evaluating, reviewing, and coordinating federally assisted projects. NCTCOG has been designated by the Governor's Office as the Regional Review Agency (RRA) responsible for conducting the TRACS process. This review and comment system was developed pursuant to Executive Order 12372 (as amended by Executive Order 12416), issued in July 1982, and the following public laws: Section 204 of Demonstration Cities and Metropolitan Development Act of 1966, Intergovernmental Cooperation Act of 1968, and National Environmental Policy Act of 1969.

The TRACS process decreases the federal grant applicant's burden and increases review effectiveness through uniform criteria and improved funding agency accountability. The multilevel review system that was part of the OMB A-95 procedures still exists in the TRACS process, as described previously. The TRACS project review criteria are listed below:

- Compliance with federal, State, and local laws, regulations, and ordinances
- Consistency with State, areawide, and/or local planning goals and objectives
- Addressing of a clearly defined need
- Study of effects on the environment
- Identification of goals that are specific, measurable, and achievable
- Demonstration of a feasible delivery strategy

- Contribution to a balanced delivery of services among political subdivisions covered by the application
- Analysis of costs and benefits
- Documentation of the applicant record

The TIP has been reviewed by the Government Applications Review Committee (GARC) as part of the TRACS process. GARC is the primary advisory committee to the NCTCOG Executive Board in fulfilling the agency's responsibilities as the Regional Review Agency (RRA) for the Texas Review and Comment System in State Planning Region IV (NCTCOG's 16-county area). In order to comply with TRACS, NCTCOG solicits comments from local governments in the Metropolitan Area on the projects included in the TIP. This eliminates the need for project-by-project consideration. For the 2008-2011 TIP, all federally funded projects were reviewed through this process. Finally, GARC makes recommendations to the NCTCOG Executive Board for final action as the TRACS Regional Review Agency for North Central Texas. This was the last phase of TRACS review. Executive Board action is the actual endorsement that: 1) projects in the TIP are consistent with local plans, and 2) local governments have been satisfactorily involved in the development of those projects. NCTCOG Executive Board members include local elected officials and other citizen representatives of the region.

## **PLANNING AREAS**

The North Central Texas region is the 16-county area within which NCTCOG is responsible for coordinating regional planning. This area consists of the Counties of Collin, Dallas, Denton, Ellis, Erath, Hood, Hunt, Johnson, Kaufman, Navarro, Palo Pinto, Parker, Rockwall, Somervell, Tarrant, and Wise. The region was designated as the North Central Texas State Planning Region by Executive Order of the Governor on August 28, 1973. Comprehensive transportation planning in North Central Texas was initiated by the Texas State Department of Highways and Public Transportation (now TxDOT) in July 1967 in the Dallas-Fort Worth Regional Transportation Study. That study set the foundation for subsequent transportation planning in the region and defined the area of primary interest for such work.

NCTCOG is designated by the Governor of Texas as the MPO for the Dallas-Fort Worth Metropolitan Area in accordance with federal law (PL 102-240). The 1990 U.S. Census revealed that the populations of both the Denton and Lewisville urbanized areas (UZAs) each exceeded 50,000. As a result, the U.S. Bureau of the Census designated these cities as small urbanized areas of less than 200,000. According to Section 134 of Title 23 of the United States Code and as reaffirmed in SAFETEA-LU, an MPO shall be designated for each urbanized area with a population of more than 50,000. NCTCOG was designated in 1993 as the MPO for both the Denton and Lewisville Urbanized Areas. The 2000 U.S. Census and resulting delineation of urbanized areas combined the Denton and Lewisville Urbanized Areas into a single Urbanized Area of greater than 200,000, while still remaining separate from the Dallas-Fort Worth-Arlington Urbanized Area. In addition, the 2000 Census data resulted in portions of the City of McKinney and surrounding areas to be designated as an Urbanized Area of greater than 50,000, for which NCTCOG continues to serve as the MPO.

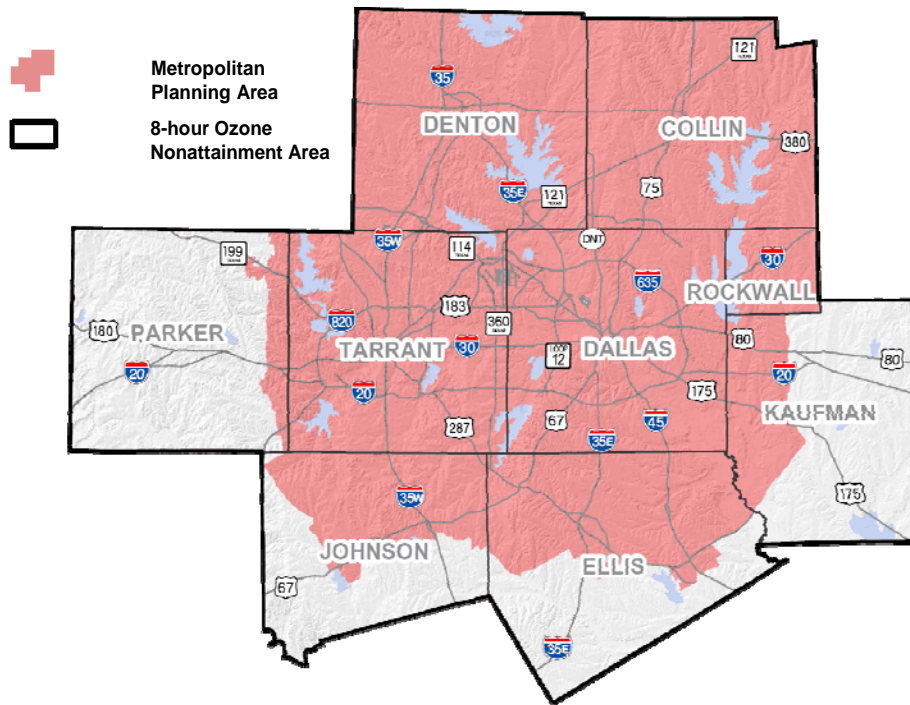
The Metropolitan Area includes all of Collin, Dallas, Denton, Rockwall, and Tarrant Counties and portions of Ellis, Johnson, Kaufman, and Parker Counties, a total area of approximately 4,980 square miles. The Metropolitan Area covers the existing urbanized area and the contiguous area expected to be urbanized by the year 2030. The Metropolitan Area also has the federal designation as the TMA for the Dallas-Fort Worth area, which is a metropolitan area



with a population greater than 200,000. The TMA boundary is identical to the Metropolitan Area boundary. This TIP contains programmed transportation improvements inside the Metropolitan Area boundary. All programmed transportation improvements located outside of the Metropolitan Area are contained in the STIP. A map of the Metropolitan Area boundary is provided in [Exhibit I-2](#).

## **EXHIBIT I-2**

### **PLANNING AREA BOUNDARIES**



On April 14, 2004, the United States Environmental Protection Agency (EPA) designated nine North Central Texas counties as a nonattainment area for the pollutant ozone under the Eight-Hour Ozone National Ambient Air Quality Standards. The nine counties include Collin, Dallas, Denton, Ellis, Johnson, Kaufman, Parker, Rockwall, and Tarrant. The 2008-2011 TIP and the Plan operate within the Metropolitan Area. Areas within the nine counties listed above, but outside the Metropolitan Area, are referred to as the extended nonattainment area (see [Exhibit I-2](#)). Projects within the extended nonattainment area are identified in the Transportation Conformity document.

At the project programming level, the Metropolitan Area has been divided into Eastern and Western Subregions. These subregions are divided into the portions of the Metropolitan Area for which each TxDOT District (Dallas and Fort Worth) has jurisdiction. Inside the Metropolitan Area, the Eastern Subregion (TxDOT Dallas District jurisdiction) includes Denton, Collin, Dallas, Rockwall, and portions of Kaufman and Ellis Counties. The Western Subregion (TxDOT Fort Worth District jurisdiction) includes Tarrant and portions of Parker and Johnson Counties inside the Metropolitan Area. Projects are selected for funding in each category according to these Subregions. Annual program apportionments of federal and State funds are made to each District by the Texas Transportation Commission.