East Lancaster Complete Streets Project

October 2017

PROJECT TYPE: Complete Streets
LOCATION: Fort Worth, Texas
AREA: Urban
REQUESTED AMOUNT: $25,000,000
DUNS NUMBER: 10-246-2256

Fort Worth
Texas Department of Transportation
North Central Texas Council of Governments
The East Lancaster Avenue Complete Streets Project TIGER 2017 application was submitted to the US Department of Transportation by a broad coalition of government agencies in the greater Dallas-Fort Worth metropolitan area, as well as multiple project partners. For ease of communication, the main applicant contact is:

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**Project Parties:**  
City of Fort Worth  
Tarrant County  
Fort Worth Transportation Authority  
Texas Department of Transportation Fort Worth District  
North Central Texas Council of Governments

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**Congressional Districts and Elected Officials:**  
US Senator: Ted Cruz  
US Senator: John Cornyn  
US Congress, District 6: Joe Barton  
US Congress, District 33: Marc Veasey
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I. PROJECT DESCRIPTION

The East Lancaster Avenue Complete Streets project in Fort Worth, Texas is being submitted by the Regional Transportation Council (RTC) of the North Central Texas Council of Governments (NCTCOG) in coordination with project partners at the city of Fort Worth, Tarrant County, the Texas Department of Transportation (TxDOT), and the Fort Worth Transportation Authority (FWTA). The RTC is the independent policy body consisting of 44 elected or appointed officials for the Metropolitan Planning Organization (MPO) for the Dallas-Fort Worth region.

The project epitomizes the Ladders of Opportunity initiative. The completed project will:
- Connect corridor residents to employment and retail opportunities through improved bus rapid transit service, a dedicated bicycle facility, and a buffered sidewalk.
- Connect and strengthen the community by providing a modern, multimodal transportation facility to a neglected area.
- Be built by and for the East Lancaster community, training and employing project-area residents to construct the proposed improvements through NCTCOG’s innovative Transportation Jobs Program.

The project is designed to revitalize an important economic and socially significant corridor in southeast Fort Worth and return the corridor to a vibrant community asset. The completed project will reestablish East Lancaster Avenue as a centerpiece for economic development and social activity. The primary influence area and East Lancaster Avenue are shown in the map below.
In the 1920s, East Lancaster Avenue was designated as part of the Bankhead Highway, the first all-weather transcontinental highway stretching from Washington, DC to San Diego, California\(^1\). Today, the TxDOT on-system roadway is listed as a Historic Texas Highway by the Texas Historical Commission.

Reconstructed in 1937 and several times later, the East Lancaster Avenue corridor has grown and regressed over the past 79 years. The completed project will initiate an economic and social rebirth in southeast Fort Worth.

To foster revitalization and infill development, the project will include accommodations for several mobility options. The corridor’s daily existing (16,800 vehicles in 2014) and projected daily traffic volumes (25,500 vehicles in 2040) indicate four general purpose travel lanes are sufficient. The project will reduce the existing six general purpose lanes to four and add accommodations for the Spur bus rapid transit (BRT), bicycles, and pedestrians. The existing 140-foot right-of-way and forecast traffic volumes provide opportunities to implement a complete streets concept. The project will include the following components in each direction:

- Two 11-foot general purpose travel lanes
- Dedicated 12-foot bus lane
- Dedicated 7-foot bicycle facility
- 10-foot pedestrian facility
- 16-foot landscaped median
- Landscaped traffic separators

The project will be implemented in full with anticipated project funding supplied by several sources including a federal Transportation Investment Generating Economic Recovery (TIGER) Grant, city of Fort Worth, Tarrant County, and various state and regional sources. The existing and proposed corridor typical sections (including existing condition photographs) are graphically shown below.

\(^1\) The Bankhead Highway in Texas, Dan L. Smith, 2013
Proposed typical cross-section with protected and continuous sidewalks, bus-only lanes, buffered bicycle facility, and landscaping.

Existing conditions showing unprotected and sporadic sidewalks, wide median, and existing land uses.
Texas is one of the Federal Highway Administration’s (FHWA) designated Pedestrian Safety Focus States, and Fort Worth is one of its Focus Cities due to the high number of pedestrian crashes and fatalities.

Previous studies and transportation plans incorporating the study area have not moved forward due in part to limited funding. These works include Creating Connections: A Community-Driven Plan for Northeast Fort Worth, 2013; Oakland Corners Neighborhood Empowerment Zone Strategic Plan, 2008; and Oakland Corners Urban Village Master Plan, 2007. In addition, the Southeast Fort Worth Passenger Rail Feasibility Study, 2011, conducted by the FWTA, recommended passenger rail service in the East Lancaster Avenue corridor. Currently the Spur BRT service on the East Lancaster Avenue corridor serves as a surrogate for a passenger rail system.

The traditional methodology for roadway design has placed a higher prioritization on moving vehicles along roadways to benefit commuter traffic, sometimes deemed detrimental to the comfort and safety of non-motorized transportation modes and neighborhood residents. Transit cannot physically connect every home, job, and place, but new and improved links to transit by bicycle and pedestrian transportation access could be dramatic.

The proposed East Lancaster project will implement an integrated system of multimodal transportation and safety measures to improve safety and accessibility. Safety enhancements will be addressed throughout the corridor through the installation of buffered bike lanes, new and wider sidewalks with protective buffers, and traffic safety improvements through a separated, dedicated bus only lane for the Spur BRT route. The project will implement bicycle access to the Spur stations and help complete gaps in the pedestrian “walkshed”. These first and last mile connections to the Spur stations are critical for walking and bicycling access to residences and jobs in the area. Because connections to most locations are difficult and feel unsafe for many, improving the ease in accessibility is vital to increasing safety for East Lancaster residents.

**TIGER Project Overview**

Building on the recommendations of the city of Fort Worth Complete Street Initiatives, the East Lancaster Avenue Complete Streets project includes features that will:

- Implement proven safety measures throughout the neighborhood.
- Reduce crashes, improve operations, and enhance pedestrian and bicycle safety.
- Improve access to bus facilities.
- Connect disadvantaged residents to employment, retail, health, and educational destinations.
- Serve as a complete street demonstration project for Fort Worth.
II. PROJECT LOCATION

The Dallas-Fort Worth Metropolitan Area (as identified in the graphic on the left) has many needs in an area that is geographically larger than nine states, has a population currently slightly more than 7 million, and is projected to grow to 10.7 million persons by 2040. Areas in the “sunbelt” are experiencing high population growth, but their transportation systems “grew up” around the car. This pattern has led to increasing challenges of rising congestion, poor air quality, sprawl, isolation, and growing division among communities and classes.

The proposed project is located in the city of Fort Worth along East Lancaster Avenue.

Neighborhood Overview
The East Lancaster Complete Streets project area is located in east Fort Worth, south of Interstate Highway (IH) 30, north of US Highway 287, east of IH 35W, and west of Loop 820. The proposed project limits span 5.9 miles. The Project Influence Area is identified graphically on page 1.

East Lancaster Avenue serves as Fort Worth’s historic eastern transportation spine. Once part of the historic Bankhead Highway, this roadway is the local link of one of the earliest paved transcontinental roads running from Washington, DC to San Diego, California. Until 1934, the Northern Texas Traction Interurban electronic trolley ran through this corridor between downtown Fort Worth and downtown Dallas via the Handley community on what was then private right-of-way in the space that is now the eastbound lanes of East Lancaster Avenue. At that time, with public Depression-era funds, the roadway was transformed into a wide boulevard with a large median using the old Interurban right-of-way and renamed East Lancaster Avenue. Through this project, the region can take a significant step toward reclaiming and upgrading the historic Interurban trolley corridor between Fort Worth and Dallas as a revitalized, multimodal, transit corridor.

Disadvantaged and Transit Dependent Population Served
The term ‘Transit Dependent’ refers to individuals who, because of disability, low income, or lack of alternatives, rely largely or fully on public transportation for their mobility.

The following data from the US Census Bureau and the American Community Survey 2010-2014 describe the higher level of unemployment, poverty, and disability of many of the residents that live in the neighborhoods located adjacent to the East Lancaster Avenue corridor.
The East Lancaster neighborhood has a population density of 3,390 per square mile, which is twice the density per square mile of Tarrant County. The average density per acre per Census block group is 6.3 persons, with a median density of 5 persons per acre. The median age of housing stock in this area is 1946, compared to a city median of 1983, and many are in need of repairs or rebuilding. The area consists primarily of apartment complexes and rental housing. Of occupied housing units, 47% are renter occupied and 44% of the residential housing is valued less than $35,000. There are 36 apartment complexes in the project area (1,516 units) and 70% of those complexes are located along East Lancaster Avenue.

Census Tracts: 1013.01, 1013.02, 1014.02, 1014.03 (part), 1015.00, 1035.00 (part), and 1231.00 (part). Block Groups are labeled in the map above.

11% of area households do not own private vehicles.
There are six schools within the study area boundary: three elementary schools, one middle school, one high school, one charter school, and two private schools. Combined enrollment of these schools is 4,524 students. There is a railroad hazard that runs through the East Lancaster area, requiring the Fort Worth Independent School District to provide transportation to schools in the area; however, a large number of students walk or bike to school on a daily basis. A school location map is shown on page 14.

The East Lancaster Avenue project area has a high poverty level with 37% of persons living below the federal poverty level. The median household income of $28,196 is nearly half of Tarrant County’s median household income of $57,725. Six of the 18 project area Census block groups have median household incomes less than $25,000.

Of family households in the area, 31% are female headed with no husband present. Of all household types, 10% of the households are limited English speaking.

**Twenty-five percent of persons with disabilities are over age 65.** Although there are lesser numbers of people over 65 in the vicinity of Texas Wesleyan University, almost 10% of the study area’s population is over 65. Although this is in line with Tarrant County, the number of persons over 65 with disabilities is almost five times higher in the study area than the county.

**Stakeholder Groups**
Several active neighborhood associations are located in the East Lancaster Avenue Complete Streets Influence Area. Many of these neighborhood associations actively participated in past planning efforts and support the following program and policy recommendations.
65 and Over Population: East Lancaster Avenue

65 and Over Population is any individual aged 65 or older. The regional average of 65 and Over Population per block group is 10.33 percent. Data is from the 2009-2013 American Community Survey 5-Year Estimates.

Persons with Disabilities: East Lancaster Avenue

Persons with Disabilities is any civilian, non-institutionalized individual with at least one disability that may limit the individual’s ability to care for himself or herself. The local population of civilian, non-institutionalized individuals of all ages was used to determine the regional average. The regional average of Persons with Disabilities per Census Tract is 4.63 percent. Data is from the 2009-2013 American Community Survey 5-Year Estimates.
Transportation Supportive Public Programs and Policies

Southeast Fort Worth Passenger Rail Feasibility Study. Completed in December 2011 by FWTA, the study evaluated a number of potential future rail transit corridors that could serve the disadvantaged neighborhoods of southeast Fort Worth and help to spur investment, economic development, and neighborhood revitalization. The Passenger Rail Feasibility Study identified the East Lancaster Avenue corridor as southeast Fort Worth’s prime target location for new fixed-route transit investment. The study further recommended a BRT system be developed within the East Lancaster Avenue right-of-way as a near/mid-term solution, with a longer term prospect being to develop passenger rail transit within the East Lancaster Avenue right-of-way and continuing eastward into the city of Arlington.

Enhanced Bus Corridor. In 2011, FWTA responded to the Southeast Fort Worth Passenger Rail Feasibility Study recommendations by launching an enhanced bus service along East Lancaster Avenue. The enhanced bus service simulates rail transit using bus technology. The key components are: high frequency bus service, improved passenger stop information, enhanced amenities such as aesthetic street furniture and landscaping, technology treatments to make the service more rapid than elsewhere on the FWTA bus system, and unique marketing and branding of East Lancaster Avenue.

Fort Worth Complete Streets Policy aims to create a complete and connected context-sensitive transportation system for all users that supports mobility options, accessibility, healthy living, and economic benefit, while ensuring the safety, comfort, and convenience of people of all ages and abilities, including pedestrians, bicyclists, motorists, public transportation users, emergency responders, freight haulers, and the owners and users of adjacent land. The Fort Worth Complete Streets Policy is scheduled for Fort Worth City Council consideration on May 3, 2016.

Walk! Fort Worth Pedestrian Transportation Plan provides policy direction and technical guidance intended to make walking a safe and more convenient option for shorter trips. By replacing short vehicle trips with pedestrian trips, air quality can be improved, vehicular traffic can be reduced, and Fort Worth residents can become healthier due to increased physical activity. The Walk! Fort Worth Plan was adopted in October 2014 by the Fort Worth City Council.

Bike Fort Worth is the city’s comprehensive bicycle transportation plan for developing a friendlier bicycle environment. Recommendations for supportive policies, programs, and facilities are included to increase bicycle transportation within the city of Fort Worth. Implementation of this plan will provide a safe and attractive alternative mode of transportation. Replacing a small portion of vehicular trips can help roadways, while improving the health and wellbeing of city residents. The recommendations in this plan are intended to help accomplish that shift in travel mode.

Master Thoroughfare Plan is Fort Worth’s long-range plan that identifies the location, type, and physical characteristics of new or reconstructed roadway facilities needed to meet projected growth. A completely new version of the plan is scheduled for City Council consideration for adoption on May 3, 2016. The new plan is based on street character types responding directly to existing and planned adjacent land uses, resulting in very specific, context-sensitive, and multimodal cross-section design standards for each street type. The reconstruction of East Lancaster Avenue will benefit from the context-sensitive design guidance provided by the new Master Thoroughfare Plan.

specific goals, objectives, policies, and strategies for guiding city growth and development. A sample of relevant policies contained in the Comprehensive Plan include the following:

- Promote sustainable development patterns that include greater density at appropriate locations, mixed-use development, public transit, park-and-ride facilities, and access management to reduce vehicle trips.
- Emphasize public transportation and bicycle and pedestrian improvements in designated growth centers, urban villages, and transit-oriented developments.
- Support and encourage appropriate mixed-use zoning and mixed-use development in designated growth centers, urban villages, and transit-oriented developments.
- Support passenger rail expansion and associated transit-oriented developments as a means to efficiently connect workers and employers.
- Promote transit-oriented development which encourages compact urban development adjacent to transit stations. Mixed uses in a single building, minimal setbacks, and taller structures help achieve the higher densities necessary to support transit. Retail businesses and services for commuters should be located adjacent to transit stops.
- Encourage appropriate development through the planning and implementation of a multimodal transportation system.
- Incorporate the needs of pedestrians, bicyclists, transit riders, and persons of all ages and abilities when planning and designing transportation projects.
- Protect planned transit-oriented development locations from inappropriate new low-density development by adopting high-intensity mixed-use zoning or form-based codes in planned transit-oriented development areas.
- Improve linkages between adjacent neighborhoods and integrate nearby land uses to decrease vehicle miles traveled.
- Use urban design as a tool to revitalize central city neighborhoods and commercial districts, and to redirect a significant amount of future population and employment growth into these areas.

Plans for Transportation Supportive Land Uses

Urban Village Program

Three Council-designated urban villages are located on East Lancaster Avenue: Near East Side, Oakland Corners, and Historic Handley. Urban Villages are urbanized places with a concentration of jobs, housing, commercial uses, public spaces, public transportation, and pedestrian activity. They are frequently centered near significant intersections. Within these relatively compact geographical areas, different land uses are found side-by-side or within the same structures. The mix of uses in the village, including a variety of owner and renter occupied multifamily residential products, is located in taller buildings with minimal setbacks from the street and reduced parking requirements, achieving the densities necessary to support transit and pedestrian activity, attract private investment, and create a sense of place. Pedestrian activity and access to alternate modes of transportation have the added advantage of helping improve air quality by reducing reliance on automobiles. Urban villages serve as catalysts for public and private investment and support renewed economic activity in the central city, effectively building on the strengths of the area and connecting the adjacent neighborhoods.

Near East Side Urban Village

Located east of downtown Fort Worth immediately beyond the IH 35W/IH 30 interchange, the Near East Side Urban Village includes historic buildings, artist lofts, a youth artists program, and many social service agencies that primarily serve the city’s homeless population. The larger tenants include Union Gospel Mission, Presbyterian Night Shelter, and the operations division of the Fort
East Lancaster Avenue Complete Streets Project

Worth Transportation Authority. The Near East Side Urban Village Master Plan recommends higher density and mixed-use development. Below is the conceptual redevelopment plan for the Near East Side Urban Village (adopted by the Fort Worth City Council in December 2007).

Oakland Corners Urban Village
Located at the intersection of East Lancaster Avenue and Oakland Boulevard, the Oakland Corners Urban Village includes approximately five blocks along East Lancaster Avenue. Current land uses include large-scale strip shopping centers, repurposed former big box retail buildings that include small retail and social service agencies, neighborhood retail, fast food restaurants, and a Fort Worth Transportation Authority bus transfer center. As redevelopment occurs, it is envisioned that mixed-use development and structured parking would replace the existing large surface parking lots. Much of the East Lancaster Avenue Complete Streets project location is within the Oakland Corners Neighborhood Empowerment Zone (NEZ), through which property owners and developers can access incentives such as city tax abatements, fee waivers, and release of city liens. NEZ incentives are intended to work with mixed-use zoning and capital improvement projects like pedestrian and bicycle enhancements to stimulate private sector investment and neighborhood revitalization. The map below depicts the conceptual redevelopment plan from the Oakland Corners Urban Village Master Plan (adopted by the Fort Worth City Council in December 2007).
Historic Handley Urban Village
Located just east of East Loop 820, the Historic Handley Urban Village includes small antique and furniture stores, taverns and dining establishments, professional offices, and neighborhood retail. Just north of the urban village is a new Fort Worth Independent School District middle school with urban school features inspired by the Historic Handley Urban Village. Just east of the Historic Handley Urban Village is the eastern terminus of The T’s Spur bus service. Historic Handley Urban Village Stakeholders seek to retain the small scale charm of the urban village and position the urban village as a tourist attraction. Current project activities include developing the Historic Handley Railroad Museum at the corner of Handley Drive and East Lancaster Avenue.

In addition to the above urban villages, the intersection of East Lancaster Avenue at Dallas Avenue, Weiler Boulevard, and Craig, Stark, and Yeager Streets provide a distinct urban hub that includes a school, church, library, police station, bank, numerous restaurants, and two enhanced bus service stops.

The current zoning and future land-use designations support high density mixed-use development within the designated urban villages. Mixed-use designations are shown in bright pink in the following maps.
Generalized Zoning

Future Land Use
Educational Institution – Texas Wesleyan University

Colleges and universities offer high public transportation ridership potential. College students tend to have lower incomes and low rates of automobile ownership. Texas Wesleyan University (TWU) is located adjacent to the East Lancaster Avenue Complete Streets Influence Area. TWU’s current school enrollment is 2,606 (1,917 undergraduate enrollments and 689 graduate enrollments). Just over 400 students live on campus, leaving approximately 2,200 students as commuters, many residing within the East Lancaster Avenue Influence Area. The campus is located immediately south of the Project Influence Area as shown in the Influence Area Schools map below.

Employment Centers

Although located outside the specific project area, a number of major employment centers are located nearby and are accessible by transit on East Lancaster Avenue, often via the Intermodal Transportation Center in downtown Fort Worth. The following employment centers offer job opportunities for the primarily working class residents living in the Influence Area.

- Located one mile west of the western end of the identified project area, Downtown Fort Worth is the major employment center for the western half of the Dallas-Fort Worth metropolitan area. Downtown employment opportunities are associated with a dense office tower environment supported by a large number of restaurants, hotels, and government offices.
- The Near Southside District, located immediately south of downtown, is a redeveloping area anchored by several major hospitals (Texas Health Harris Methodist Hospital, John Peter Smith Hospital, Cook Children's Medical Center, Baylor All Saints Medical Center, and Plaza Medical Center). A large number of medical clinics and supporting services call Near Southside home. These medical institutions and facilities offer working class jobs including licensed vocational nurses, hospital orderlies, cafeteria, and janitorial workers, etc.
- A third major employment center anchored by Alliance Airport and the Alliance Corridor and Gateway business districts is located approximately 19 miles north of downtown Fort Worth.
The Fort Worth Transportation Authority recently adopted a Transit Master Plan that includes improvements to its transit service linking the East Lancaster Avenue project area to the Alliance employment centers.

III. PROJECT PARTIES

The East Lancaster Avenue Complete Streets project is a multijurisdictional effort through the city of Fort Worth, Tarrant County, FWTA, TxDOT, and NCTCOG. NCTCOG, along with TxDOT, will serve as the TIGER Grant grantee and lead agency for coordination, respectively. As the lead implementation agency, TxDOT will be responsible for facilitating and coordinating construction, maintaining ownership and maintenance responsibilities for the improved roadway, and monitoring the project’s progress and impact. The city of Fort Worth will coordinate on design and construction. FWTA will own and maintain the various improvements for bus shelters and will contribute towards certain BRT facility enhancements in the corridor.

The various community groups and associations will be important partners in the public involvement process. These entities will keep the community involved through dialogue with residents as the complete streets design and construction moves forward.
Once TIGER funds are received, Interlocal Cooperative Agreements will be developed between NCTCOG and the city of Fort Worth; NCTCOG and TxDOT; NCTCOG and FWTA; TxDOT and the city of Fort Worth; and TxDOT and FWTA. This group of agencies has a strong history of working together cooperatively on complex multijurisdictional construction projects.

IV. GRANT FUNDS AND SOURCES

The East Lancaster Complete Streets Project application is requesting $25 million from the TIGER Grant Program, from a total estimated project cost of $107 million. The percent of total project costs paid by TIGER is 23%, with $82 million (77%) provided by contributing federal, state, regional and local sources as noted in the following table. The TIGER funds will be used for construction.

<table>
<thead>
<tr>
<th>Funding Source</th>
<th>Type</th>
<th>Funding Amount</th>
<th>Percent Project Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>State</td>
<td>TxDOT PE Funding</td>
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<td>3%</td>
</tr>
<tr>
<td>State</td>
<td>TxDOT ROW/Utilities Funding</td>
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<td>1%</td>
</tr>
<tr>
<td>State</td>
<td>State Match to Leveraged STP-MM Funding</td>
<td>750,000</td>
<td>1%</td>
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<tr>
<td>State</td>
<td>State Match to TIGER Funding</td>
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<td>State (Joint TxDOT-MPO Selected Funds)</td>
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<td>Local</td>
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<tr>
<td><strong>Total of Non-Federal Funding Sources</strong></td>
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<td>Federal (MPO-Selected Funds)</td>
<td>Leveraged STP-MM (Federal)</td>
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<td>TxDOT PE Funding</td>
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<td><strong>Total Project Funding</strong></td>
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<td><strong>$ 107,000,000</strong></td>
<td><strong>100%</strong></td>
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</table>

The Proposition 1/Proposition 7 and Local funds have been committed to the project via RTC action in December 2016 for the TxDOT FY 2017-26 Unified Transportation Program (UTP). In essence, the requested $25 million TIGER Grant leverages an additional $50 million to the project.

A detailed project cost estimate is provided below.

<table>
<thead>
<tr>
<th>Cost Category</th>
<th>Total Cost (2016 dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preliminary Design And Engineering</td>
<td>$17,000,000</td>
</tr>
<tr>
<td>Utilities</td>
<td>$5,000,000</td>
</tr>
<tr>
<td>Construction – Roadway</td>
<td>$32,000,000</td>
</tr>
<tr>
<td>Construction – Structures</td>
<td>$2,000,000</td>
</tr>
<tr>
<td>Construction – Drainage</td>
<td>$19,000,000</td>
</tr>
<tr>
<td>Construction – Miscellaneous</td>
<td>$32,000,000</td>
</tr>
<tr>
<td><strong>Estimated Total Project Cost</strong></td>
<td><strong>$107,000,000</strong></td>
</tr>
</tbody>
</table>
NCTCOG currently manages federal, as well as state-administered, grants in various stages of development, implementation, and closeout. In FY 2014, NCTCOG facilitated expenditures of $22.5 million from various federal grants including awards from the Department of Energy, Environmental Protection Agency, Federal Transit Administration, Federal Aviation Administration, Department of Housing and Urban Development, Department of Labor, and the Department of Defense. Also in FY 2014, NCTCOG facilitated expenditures of $99.6 million from various state-administered grants including awards from the Texas Commission on Environmental Quality, Texas Department of Health, Texas State Energy Conservation Office, and TxDOT. The NCTCOG Transportation Department employs 21 fiscal and grant professionals who provide financial, legal, and compliance support for projects funded from grants.

No adverse audit findings from standards used by states, local governments, and non-profit organizations expending federal awards (Circular A-133) have been determined at this time. NCTCOG has not been required to comply with special “high risk” terms and conditions under agency regulations in the implementation of consistency and uniformity in the management of grants and cooperative agreements with state, local, and federally-recognized Indian tribal governments (OMB Circular A-102).

V. SELECTION CRITERIA

A. Primary Selection Criteria

1. State of Good Repair

Improving the condition of existing transportation facilities and systems is an important focus for NCTCOG. Because the transportation needs of the region far outweigh the available funds, strategic investments in infrastructure are required. Mobility 2040: The Metropolitan Transportation Plan for North Central Texas (Mobility 2040), the long-range transportation plan for the region, includes recommendations to balance the most critical mobility needs with making a variety of transportation options available. The regional plan places infrastructure maintenance as a top priority (see below), followed closely by the development of other management and operations type projects like alternative transportation facilities for bicyclists and pedestrians.

Source: Mobility 2040
The addition of safe alternative modes of travel is viewed as a way to improve resiliency and to mitigate deficiencies and delays in the current auto-focused systems. Congestion in the Dallas-Fort Worth region is projected to continue increasing. Relief to our roadway systems can be made by improving access to the established bus, bicycle, and pedestrian networks. The proposed project will enhance overall network efficiency, accessibility, and mobility of people and promote economic growth and opportunities. This project also addresses the needs of vulnerable population groups that are not served by auto-oriented infrastructure. It also encourages active transportation and creates a healthier community.

TxDOT, the city of Fort Worth, and FWTA will maintain these projects, and will utilize local funds for roadway maintenance and asset management. The proposed project will remain in a state of good repair through the NCTCOG Asset Management Program. This program explores all relevant strategies to maintain and utilize existing assets before major capital projects are initiated.

2. Economic Competitiveness

Federal funding assistance will substantially improve economic competitiveness throughout the project influence area by encouraging additional investment designed to create sustainable and active transportation options. Additionally there are many vacant commercial properties not functioning to their highest and best use. The investment in multimodal infrastructure will serve as a business community reinvestment catalyst, satisfying a project goal.

By creating a more complete transportation network, including a safe bicycle and pedestrian network connected to public transit, the project will enhance the efficiency and productivity of commuters. The improved network will safely encourage mode shift to walking, bicycling, and the use of public transit – three cost-efficient transportation choices.

The results of the Benefit-Cost Analysis (BCA) outlined in Appendix A include the following factors related to the economic competitiveness of the proposed project:

- Movement of Workers (Mobility Benefit)
- Economic Development Benefit
- Job Creation and Accessibility to Jobs Benefit

**Movement of Workers**: The BCA estimates the number of work commuters for each facility will provide a total Mobility Benefit of $6.6 million (discounted at 7%) and $11.1 million (discounted at 3%) for the overall TIGER project. The East Lancaster Avenue corridor population has many mobility needs but often fewer automotive options (11% no car households) than other typical Dallas-Fort Worth residents, which is very high when compared to the 2% regional average of no car households. Safe walking and bicycling options and connections to transit are crucial for the East Lancaster Avenue corridor residents to access jobs, training centers, and other services.

**Economic Development**: The Economic development benefit calculated in the BCA considers factors such as increased land values and sales tax revenues. Other benefits are realized due to increases in economic activity after constructing bikeways, sidewalks, and enhanced streetscapes and improving the transit fixed guideway. The BCA estimates a total Economic Development Benefit for the project of $89.3 million (discounted at 7%) and $148 million (discounted at 3%). This transportation investment can catalyze redevelopment among the many vacant commercial properties fronting East Lancaster Avenue and enhance its economic competitiveness as a regional destination.
**East Lancaster Avenue Complete Streets Project**

**Job Creation and Accessibility to Jobs:** The proposed project leverages a substantial complete street retrofit that will create both short- and long-term employment benefits in the corridor. The BCA estimates a total of 5,565 short-term jobs and 2,460 long-term jobs will be created as a result of this project. Additionally, this translates into a cumulative spending benefit from construction of $19.6 million as a result of the short-term jobs created and an annual spending benefit of $3.5 million as a result of the long-term jobs created over the next 20 years.

The proposed project job creation potential will contribute to mobility and economic revitalization in these areas. The map below identifies major employers nearby that will have improved accessibility for area residents. There are over 19,000 jobs from major employers alone within a half mile of the Spur BRT route which is made more accessible and convenient by the project. NCTCOG forecast data estimates an additional 55,000 jobs within a half mile of the corridor.

**3. Quality of Life**

The proposed project promotes the following Livability Principles developed by the US Department of Transportation (USDOT) in coordination with the US Department of Housing and Urban Development, and the US Environmental Protection Agency (EPA):

**Provide more transportation choices:** The East Lancaster Complete Streets project will improve safe, reliable, and economical transportation choices and access through bicycle and pedestrian transportation facilities to connect to existing Spur bus routes/stations.

The improved bicycle and pedestrian facilities are estimated to reduce transportation costs through fuel savings by an estimated cost savings of $874,000 (discounted at 7%) and $1,400,000 (discounted at 3%).

Active transportation mode use will improve residents’ health, which is estimated to result in a health benefit of $1.6 million (discounted at 3%) across the next 20 years. The use of transit within the project area is also projected to increase by several hundred riders daily as a result of the proposed improvements (see Appendix A).

**Promote equitable, affordable housing:** The TIGER project will connect affordable housing to existing bus and rail transit stations to lower the combined housing and transportation costs. The median household income in the area demonstrates the wide range of household income in this part of the city (see Appendix A). Furthermore, the housing choices of residents are substantially constrained with 11% of the project area population lacking access to vehicle, a rate over 5 times the regional average of 2%.

**Enhance economic competitiveness:** The project increases the area’s economic competitiveness by improving access to many large employers (with 75 + employees). See the Major Employers map above. Once the project is completed, it is estimated to create 5,565 short-term jobs and 2,460 long-term jobs over time. Through the infrastructure investment, the area will become more desirable to investors and will bring other businesses to the corridor.

**Support existing communities:** The project supports the existing ethnically diverse community which is in an aging area of Fort Worth and which has a large concentration of low income households. This strategic investments of TIGER funds will aid in revitalizing an economically distressed area consistent with the city of Fort Worth’s Urban Village planning. Redevelopment along this urban
corridor advances the regional goal of creating infill development rather than unchecked sprawl fueled by North Texas’ robust housing demand.

An Environmental Justice Index (EJI) is used by NCTCOG to aggregate low income and minority populations for analysis efforts. Low income and minority status are aggregated and analyzed in an effort to examine the effects of recommendations in long-range transportation planning for the Dallas-Fort Worth region on the protected population as a whole. The EJI has been refined to reflect the demographic and development patterns of the region. Three variables, including percent below poverty, percent minority, and persons per square mile, are used to identify the block groups with dense minority and low-income populations. It is staggering to see the variation of this community compared to its nearby neighbors. The EJI is displayed graphically below.

**Coordinate policies and leverage investment:** The TIGER project leverages federal funding by making safer active transportation connections to existing bus and rail transit stations, improving accessibility for a wider range of users. The project also implements numerous components of Fort Worth’s Complete Streets Policy, Walk! Fort Worth Pedestrian Transportation Plan, and The T’s Enhanced Bus Corridors. The project will implement first mile/last mile active transportation connections to transit, a key policy of NCTCOG’s regional transportation plan, Mobility 2040. The TIGER funded improvements will also implement the years of planning and public involvement in the East Lancaster Avenue corridor and make good on the promises to area residents for needed improvements. In addition, a $25 million TIGER award is leveraged with $50 million in non-federal funds for the project.
**Value to communities and neighborhoods:** The project will create a complete street with bicycle, pedestrian, and transit facilities that improve safety for all right-of-way users. Neighborhood organizations have expressed concerns for safety and the need for more infrastructure investment. Poor lighting, disconnected sidewalk networks, no bicycle accommodations, and cluttered utilities creating Americans with Disabilities (ADA) challenges for the disabled and families with strollers are all issues that will be addressed by the project. These improvements will provide a sense of pride to area residents and create a place where they can be safer and more comfortable in their environment and daily activities.

4. Environmental Sustainability
The proposed complete streets projects will promote non-motorized transportation options which will improve the environment by decreasing fuel consumption and emissions as a result improving air quality in the region. Air quality has been an issue of significant concern in the Dallas-Fort Worth area for over two decades. Currently, the EPA classified ten counties in the region as moderate nonattainment under the National Ambient Air Quality Standard for ozone, including Tarrant County where the project is located. North Texas also received a grade of “F” from the American Lung Association in 2013 for ozone. There is a strong need to reduce emissions from mobile sources in the region to not only meet the ozone standard, but also to protect the health of residents, particularly sensitive populations.

The proposed project will reduce greenhouse gas emissions and improve environmental quality of the region. Based on the air quality analysis included in the BCA, the overall project is estimated to reduce 5.2 tons of Nitrogen Oxides (NO\textsubscript{X}), 4.5 tons of Volatile Organic Compounds (VOC), and 3,190 metric tons of Carbon Dioxide (CO\textsubscript{2}) between 2020 and 2040. The monetized value of non-CO\textsubscript{2} emission benefits is $31,500 (discounted at 3%) and $19,000 (discounted at 7%). The monetized value of CO\textsubscript{2} emission benefits is $121,000 (discounted at 3%). **Overall value of air quality benefits are $152,000 (discounted at 3%).**

The BCA estimates a total fuel savings of over 600,000 gallons for the proposed improvements in the area between 2020 (completion of construction) and 2040. These savings amount to $1.4 million (discounted at 3%).

Green Infrastructure opportunities and components will be reviewed for possible inclusion where feasible within the projects. Permeable pavement materials that assist in storm water mitigation, along with xeriscape plant materials will be investigated. The project will include solar for bus stations and light-emitting diode (LED) street lighting. The use of LED streetlights will further enhance the environmental and sustainability benefits. Financially, the project will benefit from reduced operational and maintenance costs associated with LEDs, which consume less energy and cost less to operate. The project also supports air quality by minimizing increased energy demand which helps minimize increases in air pollution produced by electrical generating units. Finally, energy security is supported by placing a minimal incremental energy load on the grid, helping to ensure grid reliability and adequate energy supply.

Opportunities for additional green infrastructure and materials will be pursued through the design process. The use of the Clean Construction Specification will increase the sustainability benefits for the project, including reductions in air pollutants and petroleum consumption. Investment in newer construction equipment and/or diesel retrofit technologies will result in use of cleaner burning engines in place of higher polluting equipment. This will minimize criteria emissions, including ozone-forming NO\textsubscript{X} from construction equipment, which is critical for further progress in working toward
attainment of the federal ozone standard. Additional reductions are anticipated in particulate matter and diesel exhaust. These reductions positively impact human health, which is negatively impacted by exposure to ozone, fine particulate matter, and diesel exhaust. Furthermore, because newer equipment often has a better fuel economy than older engines and incorporate technologies allowing for minimized idling and other efficiencies, use of the specification could yield reductions in petroleum consumption.

5. Safety
The East Lancaster Avenue area represents a high rate of bicycle and pedestrian crash density in Tarrant County. Between 2011 and 2015, 87 bicycle and pedestrian accidents were reported within the Vickery Meadow area, including 17 fatalities.

There are many challenges facing the area in balancing the needs of all road users. The high number and diversity of pedestrians in the area is vastly disproportionate compared to the city at-large. Intersection geometries in most locations are designed to encourage large volumes of traffic and high speed turns, thus creating a challenging environment for pedestrians. This, combined with roadway infrastructure prioritizing vehicle movements over pedestrians and bicyclists, has created unsafe conditions for bicyclists and pedestrians. General safety concerns identified include:

- Intersection geometry and pedestrian crossings requiring safety measure improvements.
- Sidewalks that are narrow, missing, or in need of repair.
- Inadequate curb ramps and other ADA accommodations.
- Lack of on-street bicycle accommodations.
- Insufficient roadway and pedestrian lighting levels.

The project will implement a wide range of safety measures endemic to the complete streets concept. These include road diets, buffered sidewalks, related ADA improvements, and the addition of separated bike lanes. As documented by FHWA research studies and evaluations these measures will enhance safety, mobility, and access for a variety of transportation modes.

B. Secondary Selection Criteria

1. Innovation
The East Lancaster Avenue Complete Streets project is innovative by focusing on non-traditional transportation modes. The network of non-motorized transportation choices and first mile/last mile connections to transit stations will improve the existing transportation system by improving energy efficiency, enhancing economic competitiveness, and by creating more livable communities overall. The proposed complete streets project provides access to transit in an area with a significant transit dependent population, as well as providing access to numerous nearby employment centers.

As the MPO of an ozone non-attainment area, the NCTCOG Transportation Department works to develop air quality control strategies to reduce emissions of criteria pollutants associated with ozone formation. These efforts are primarily focused on reducing NOx emissions, which the Texas Commission on Environmental Quality (TCEQ) has determined are the primary cause of ozone pollution in the nonattainment area. To support these efforts, several innovative strategies are proposed to be employed on this project to help realize regional air quality and sustainability benefits that are ancillary to the principal project purpose. This will serve as a case study for the rest of the region and showcase how seemingly unrelated initiatives can be combined in a way that makes for a more comprehensively beneficial project.
Clean Construction Specification
According to TCEQ modeling, construction equipment contributes approximately 7% of all ozone-forming NOx emissions in the 2012 emissions inventory for North Central Texas. Contract specifications that include emissions-related requirements on public works or other construction projects can be an effective way to reduce emissions. Negative impacts associated with diesel pollution from construction equipment utilized in transportation projects were recognized at the federal level through introduction of the Clean Construction Act of 2011 and discussion of the prioritization of diesel retrofit projects in the interim Congestion Mitigation and Air Quality guidance published in November 2013. To this point, NCTCOG developed Clean Construction Specification language to employ on this project. The project is proposed to incorporate the Clean Construction Specification to mitigate emissions produced by vehicles and equipment utilized during the construction phase. The specification will require use of non-road equipment which meets Tier 3 or better emissions standards, with certain exemptions for situations where such equipment is not practicable (e.g. equipment which is seldom used or is brought on-site in an emergency situation). Operational requirements such as an idling limitation will also be in place. Up to 1% of the total project cost may be utilized to help offset additional project expenses associated with contractors’ compliance with this requirement.

Light-Emitting Diode Street Lights
In recent years, many energy-efficiency lighting programs have moved away from conventional technologies toward LEDs. In 2004, NCTCOG and the Regional Transportation Council began work on a regional plan to convert existing traffic signals to LED lamps in the ozone nonattainment area and achieved 90% deployment by May 2006. In recent years, several cities have worked with local energy providers to convert existing streetlights to LED technology. The project will include requirements that all street lighting installed be powered by LED technology.

2. Partnership
(a) Jurisdictional and Stakeholder Collaboration
The project application is a multijurisdictional effort encompassing several agencies. NCTCOG will be the primary point of contact. The application is submitted in partnership with the city of Fort Worth and Tarrant County. TxDOT will assume responsibilities for coordinating the design and construction activities for the project. FWTA is also a funding partner and will be involved in planning for and funding improved Spur stations (see Appendix B: Letters of Support).

(b) Disciplinary Integration
The East Lancaster Avenue Complete Streets project has grown out of a robust planning process over the past several years through the time and support of numerous stakeholders. The project brings together the city and county municipal government, the region's second largest transit agency, the MPO, and TxDOT. The TIGER project would implement the vision and plans developed in recent years including the city of Fort Worth Complete Streets Policy, Bike Fort Worth bike plan, Walk! Fort Worth pedestrian plan, Fort Worth Master Thoroughfare Plan, and the 2016 Fort Worth Comprehensive Plan.

VI. RESULTS OF THE BENEFIT-COST ANALYSIS
The following table provides a summary of benefits and costs for the East Lancaster Complete Streets project. The overall B/C ratio is 2.88 (discounted at 7%) and 4.17 (discounted at 3%). The total net benefit of the overall project is $146.7 million (discounted at 7%) and $301.3 million (discounted at 3%).
The costs and benefits for the overall project are summarized in the table below by each benefit and cost indicator between 2016 and 2040. The tables for each year and each project are available in Appendix A. The total cost of the overall project, including construction and operation and maintenance was estimated to be $16.3 million (discounted at 7%) and $18.3 million (discounted at 3%). The total benefit of the overall project, including Mobility, Air Quality, and Quality of Life benefits was estimated to be $99.1 million (discounted at 7%) and $165.5 million (discounted at 3%).

### Costs and Benefits by Type of Indicators

<table>
<thead>
<tr>
<th>Costs and Benefits</th>
<th>Overall Project ($)</th>
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<tbody>
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<td>Costs</td>
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<tr>
<td>Construction Cost</td>
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<td>NET BENEFIT (7% Discount Rate)</td>
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</table>

NPV – Net Present Value

### Other Impacts or Indirect Benefits

Additional impacts of the proposed projects or indirect benefits were quantified and monetized values were calculated, but these variables were not included in the BCA because these benefits can be long term, and other external factors such as private investment can impact these benefits. Methodology for these estimates and detailed tables by project for each year between 2020 and 2040 are included in Appendix A.

- A total Economic Development Benefit of $148 million is estimated for the overall project (discounted at 7%) and $89.3 million (discounted at 3%).
A total **Health Benefit** of $0.9 million is estimated for the overall project (discounted at 7%) and $1.6 million (discounted at 3%).

A total 5,565 **short-term jobs** and 2,460 **long-term jobs** is estimated to be created.

### VII. PROJECT READINESS

#### A. Technical Feasibility

The project partners have completed, at minimum, feasibility and preliminary studies for the project. The project utilizes conventional design and construction techniques and will conform to applicable federal, state, and local standards including current ADA standards. Additionally, the project will conform to the requirements of local utility providers and FWTA.

#### B. Financial Feasibility

The TIGER project has local match fund commitments from project partners. As shown in the Grant Funds and Sources/Uses of Project Funds table on page 16, with the award of the requested TIGER Grant funds, the full project is fully funded, including the specific sources of funds sufficient to cover estimated costs. These local funding sources have contingency reserves should planned capital revenues not materialize. $25 million of federal TIGER funds are being leveraged for an additional $50 million of non-federal funds in addition to the local match commitments which allows this request for TIGER funds to go further to develop a more complete project.

#### C. Project Schedule

<table>
<thead>
<tr>
<th>East Lancaster Complete Streets Project</th>
<th>Project Schedule</th>
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<tbody>
<tr>
<td>2017</td>
<td>2018</td>
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<tr>
<td>1</td>
<td>2</td>
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<tr>
<td>Environmental</td>
<td>E</td>
</tr>
<tr>
<td>Design</td>
<td>D</td>
</tr>
<tr>
<td>Procurement</td>
<td>P</td>
</tr>
<tr>
<td>Construction</td>
<td>C</td>
</tr>
</tbody>
</table>

Pre-construction activities will be completed prior to June 30, 2020. All necessary right-of-way for the project are already owned by TxDOT. The funds can begin to be spent immediately upon receipt and continue to be spent at a steady rate until the end of the project in 2022. The project can begin construction by the third quarter of 2020. All construction will be completed by the third quarter of 2022.

#### D. Required Approvals

1. **Environmental Permits and Reviews**

   East Lancaster Avenue is anticipated to have no significant environmental effects because the project will reconstruct an existing roadway within the existing right-of-way. The National Environmental Policy Act (NEPA) process has not been initiated for the projects in this application because no federal or state money has previously been allocated. However, NEPA specialists have reviewed the proposed designs, assessed the current environmental conditions, and potential effects. The project does not require the acquisition of right-of-way, affect any Section 4(f) properties, require individual permits from the US Army Corps of Engineers or US Coast Guard, or impact any federal or state threatened/endangered species. In fact, the project would be highly
beneficial to the community by revitalizing the area and increasing mobility options for transit, pedestrians, bicyclists, and vehicles through improved lighting, sidewalks, and ADA accommodations.

Based on this information, the East Lancaster Avenue Complete Streets project would meet the conditions to be classified as D-list Categorical Exclusions (CE) (e.g., modernization of an existing roadway by resurfacing or reconstruction, adding safety lighting).

In 2014, TxDOT assumed FHWA responsibility for approving NEPA documents in Texas (see [link](http://ftp.dot.state.tx.us/pub/txdot-info/env/txdot-fhwa-ce-mou-121113.pdf) and [link](http://ftp.dot.state.tx.us/pub/txdot-info/env/txdot-fhwa-nepa-assignment-mou.pdf) for the agreements between TxDOT and FHWA). This delegation allows for quicker NEPA document review and approval. Additionally, TxDOT has developed a checklist format for CEs which will help streamline the NEPA review and approval process. Environmental approval is anticipated before December 2017.

2. Legislative Approvals
The East Lancaster Avenue Complete Streets project does not require legislative approval; no action by a legislative authority is required to move forward with the project.

3. State and Local Planning
This Project is supported by Mobility 2040: The Metropolitan Transportation Plan for North Central Texas and the City of Fort Worth Complete Streets Policy. Should the project be successful in receiving funds, the RTC will support its inclusion in the 2017-2020 Transportation Improvement Program for North Central Texas. Active Transportation projects, including first mile/last mile multimodal connections to transit are recommended as implementation.

Other plans relevant to the project include:

City of Fort Worth Complete Streets Policy (anticipated adoption May 3, 2016)
[link](www.fortworthtexas.gov/complete-streets)

Walk! Fort Worth Pedestrian Transportation Plan
[link](www.fortworthtexas.gov/walkfw)

Bike Fort Worth
[link](www.fortworthtexas.gov/bikefw)

Fort Worth Master Thoroughfare Plan (anticipated adoption May 3, 2016)
[link](www.fortworthtexas.gov/mtp/update)

2016 Fort Worth Comprehensive Plan
[link](http://fortworthtexas.gov/comprehensiveplan/)

Near East Side Urban Village Master Plan
[link](http://fortworthtexas.gov/uploadedFiles/PlanningandDevelopment/My_Urban_Village/Near%20East%20Side%20Urban%20Village%20Master%20Plan%20040808.pdf)

Creating Connections: A Community-Driven Plan for Northeast Fort Worth
[link](https://issuu.com/jasonapril/docs/fort_worth_without_appendix/1)
E. Assessment of Project Risks and Mitigation Strategies

The project is an integral part of larger, city-wide efforts and plans to improve pedestrian and bicycle safety across Fort Worth. The project will not require the acquisition of right-of-way and will not require extensive environmental documentation or permitting. All agencies involved annually receive and implement millions in various federal funds. Project management and oversight grant tools are available.

VIII. FEDERAL WAGE RATE CERTIFICATION

NCTCOG supports entities that comply with federal labor laws. Any procurement activities sponsored by these entities require compliance with all federal, state, and local laws. In addition, to qualify for incentives, businesses must abide by all federal, state, and local laws.

NCTCOG complies with Title VII of the Civil Rights Act of 1964 and the Americans with Disabilities Act. Both of these laws require all private employers, state and local governments, and educational institutions that employ 15 or more individuals, private and public employment agencies, labor organizations, and joint labor management committees controlling apprenticeship and training to comply. As a matter of policy and law, these agencies will follow these laws and principles for this (and all) projects. As the submitting agency, NCTCOG certifies compliance with federal wage rate requirements.
DATE: October 6, 2017

SUBJECT: Federal Wage Rate Requirement

The North Central Texas Council of Governments (NCTCOG), as an applicant for Transportation Investment Generating Economic Recovery (TIGER) Discretionary Grant funds, certifies that for TIGER funds awarded to NCTCOG it will comply with the requirements of Subchapter IV of Chapter 31 of Title 40 (40 U.S.C. 3141, et. seq.) (federal wage rate requirements) as required by the Fiscal Year 2015 Continuing Appropriations Act.


Monte Mercer
Deputy Executive Director
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