TEXAS DEPARTMENT OF TRANSPORTATION
2021-2022 EDUCATIONAL SERIES

PROJECT DEVELOPMENT, SELECTION, AND DELIVERY
(PROJECT LIFE CYCLE)

- Project Life Cycle Overview
- Public Involvement
- Environmental Review
- Connecting You With Texas

TxDOT RESOURCE LINKS
Scan the QR codes with your mobile device or click on the resource link buttons located here and at the bottom of every page of this document to direct you to additional resources and more details on the information provided in this document.

TxDOT's complete 2021-2022 Educational Series that focuses on a range of transportation issues affecting TxDOT and the state of Texas.

TxDOT's Visual Dictionary is designed to provide better understanding of transportation elements, words, and concepts.
PROJECT DEVELOPMENT, SELECTION, AND DELIVERY

PROJECT LIFE CYCLE OVERVIEW
Planning and preparing for the future makes good business sense. Transportation projects can take many years to plan, design, and construct. How the Texas Department of Transportation (TxDOT) invests resources today will impact the system of tomorrow, so TxDOT must anticipate the future needs of the system and invest resources wisely. Through TxDOT’s planning activities, TxDOT engage our partners and the public to deliver a system that serves all of Texas. The three planning activities discussed in this document are project selection, public involvement, and environmental review. It is important to understand that the three activities overlap throughout the project development and selection process.

IDENTIFYING A NEED
Every project starts with a need. The impetus for a project can come from any number of sources at the local, state, or federal level. Those interested in addressing a need through a transportation improvement usually approach the local TxDOT district office, their local Metropolitan Planning Organization (MPO), or their local toll project entity. Local authorities are especially familiar with the unique transportation needs of their area. TxDOT assists in

TxDOT PROJECT DEVELOPMENT PROCESS

Need identification: TxDOT conducts analyses related to safety, congestion, and other needs. An initial project concept and preliminary funding strategy are developed.

Assess Need: TxDOT conducts planning studies to explore project design alternatives prior to performing more detailed, expensive analysis. Public involvement is essential.

Advanced Planning: Many types of projects require preliminary design and examination of environmental and community impacts. For many projects, this stage involves a high level of public engagement.

Environmental & Design Studies: At this stage, the project is fairly well defined and details of project construction are being addressed, including acquiring right of way, moving utilities, and other construction preparation.

Construction: In order to move forward to construction, a project must be fully designed and have all funding identified. Public information about construction activities is critical to ensure public safety and address construction-related traffic.

PROJECT DEVELOPMENT
The project development phase may range from a few months for simple projects to several years for more complex projects. During this stage, the funding strategy may be refined as needed.
developing feasibility studies and initial project concepts when involved in project development partnerships. For large-scale, complex, and new-location projects, TxDOT and its planning partners perform advanced planning studies to assess the need and known constraints and to explore various potential project approaches. Other types of projects, including safety and bridge and pavement maintenance, have specific analysis requirements.

BUILDING A FUNDING STRATEGY FOR THE PROJECT

After the development of the initial project concept, the entity or entities developing the project, including the local planning organization, local toll project entity, or TxDOT, work with local project sponsors to devise a preliminary funding strategy for the proposed project. The project funding strategy is dependent on project type, current estimated project cost, implementation schedule, and potential funding sources available to deliver the project. Since project funding is typically comprised of a combination of federal, state, and local sources, this a complex task. The planning partners revise the funding strategy as they refine the project.

TxDOT organizes its projected future funding into 12 categories, each associated with specific types of projects or ranges of eligible activities (see TxDOT Funding Sources by UTP Category chart below).

Local Metropolitan Planning Organizations typically identify long-term projects in urban areas in a Metropolitan Transportation Plan. Once the Metropolitan Planning Organizations include a project in the plan, projected funding availability is a major factor in determining whether a project may proceed to further development. TxDOT may list projects with identified projected funding in the 10-year Unified Transportation Program (UTP) and the four-year Statewide Transportation Improvement Program (STIP).

Inclusion in these plans indicates authority from TxDOT and local transportation partners to continue the planning and development of a project. TxDOT and its planning partners develop these planning documents with input from the public and local stakeholders. These plans are integrally related to each other, with shorter-term documents being “nested” within longer-term documents (see TxDOT Family of Planning and Programming Documents on page 4).

TxDOT FUNDING SOURCES BY UTP CATEGORY

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<td><strong>OTHER STATE &amp; LOCAL FUNDS</strong></td>
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*While funding in these categories is primarily from federal sources, state funding may also be used.
ADDITIONAL PLANNING AND PROJECT DEVELOPMENT ACTIVITIES

TxDOT primarily accomplishes its project development tasks, including advanced planning, environmental studies, design, and right-of-way acquisition at the local level, working with city and county officials. Depending on a project’s size and scope, project development can last from a few months for simple projects to several years for more complex projects. For large-scale, complex, and new-location projects, advanced planning studies may continue for years to support project refinement. During the advanced planning period, a project concept may change considerably as project teams gather additional information concerning project needs, project constraints, environmental impacts, and public and stakeholder input. During this period, TxDOT also explores alternative approaches, including their environmental impacts and estimated costs; and TxDOT may need to reassess the initial funding strategy as the project team develops and refines the original concept.

Many activities, such as public involvement and stakeholder engagement efforts, continue throughout the project development process. The project team disseminates project information through traditional and social media, websites, and public meetings and hearings to provide the public with an opportunity to be involved in the decision-making process.

When a project’s development is complete or near complete, and the Texas Transportation Commission has authorized it to be included in the 10-year Unified Transportation Program, and then in the four-year Statewide Transportation Improvement Program, the project is ready for construction scheduling.

CONSTRUCTION

After projected funding has been identified for a project, TxDOT may place the project on TxDOT’s 24-month letting schedule. TxDOT typically awards construction contracts through a competitive bidding process and submits the lowest-cost qualified bid to the Texas Transportation Commission for approval.

After the Texas Transportation Commission has approved and awarded a contract, construction may begin on a project. Once a project is underway, TxDOT district staff and other transportation entities generally handle construction oversight and management at the local level. Public information activities continue as appropriate.

ALTERNATIVE PROJECT DELIVERY METHODS

In addition to the traditional project development approach described above, TxDOT has used alternative delivery methods, including Design-Build contracts and Comprehensive Development Agreements (CDA), to expedite the design and construction of large-scale transportation projects. A Design-Build contract permits the use of a public-private partnership for design and construction services. Comprehensive Development Agreements permit the use of a public-private partnership for designing, constructing, and, sometimes, financing and maintaining transportation projects. State law authorizes these delivery methods and outlines the competitive bidding process through which TxDOT selects best-value contractors.

TxDOT does not currently have the authority to initiate new Comprehensive Development Agreement projects. However, TxDOT may enter into six Design-Build contracts per biennium with a minimum construction value of $150 million per contract.
Ensuring that TxDOT’s project development process is efficient requires TxDOT and its planning partners to identify needed projects years in advance of their actual funding and construction. As described, a project must pass through many development steps, including identifying a need, exploring alternatives, studying impacts and cost, gathering local stakeholder and public input, acquiring right-of-way, producing construction plans, and awarding construction contracts. At any point along this path, the project team may decide not to implement the project or they may change the project definition to better meet the identified needs and balance community, environmental, and cost considerations. The actions listed above must occur in sequence to bring a traditionally developed project from an idea to a reality.

In addition to the time required, there are many factors that may affect project funding or implementation, including the favorability of the project bidding environment, availability of federal and state revenue sources, and streamlined efficiencies. Other factors, such as unforeseen environmental findings or delays in project phase implementation, may result in the need to delay or cancel a project. As a result, TxDOT must have additional projects developed and available to move forward.

In response to the need for flexibility, TxDOT develops planning targets based on an anticipated 10-year planning scenario funding forecast. TxDOT works with Metropolitan Planning Organizations and local toll project entities to move authorized projects through the development process based on these planning targets. In Texas, there are 23 Metropolitan Planning Organizations and 10 Regional Mobility Authorities. TxDOT and its local planning partners identify and evaluate projects using criteria that address TxDOT’s strategic goals, including safety, system preservation, congestion, and connectivity. The Texas Legislature in 2015 and 2017 enacted new requirements that have led TxDOT to further integrate performance-based planning and programming processes into the development of the Unified Transportation Program. These actions include the Texas Transportation Commission’s consideration of performance-based criteria when distributing funding among the 12 Unified Transportation Program categories.

The project evaluation process relies on technical information as well as direct input from local stakeholders and Metropolitan Planning Organizations. The Texas Transportation Commission uses the relative condition and future performance of the projects to inform project selection and anticipated funding. Anticipated funding availability (whether a project is fully or partly funded) and project readiness (how far along the project is in the development process) are important factors for optimizing TxDOT’s project portfolio and ensuring that TxDOT prioritizes projects efficiently. Identifying, evaluating, and prioritizing projects allows TxDOT to respond to unforeseen delays in scheduling projects and to quickly respond to new funding opportunities.
MANAGING TRANSPORTATION SYSTEM PERFORMANCE
As TxDOT develops and enhances its project selection and prioritization process, TxDOT will continue to engage the public while pursuing innovative ways to maximize available funds and address the state’s transportation needs. TxDOT will continue to deliver projects that optimize transportation system performance, preserve and maintain the existing system, and promote safety. TxDOT will also continue to facilitate the development and exchange of comprehensive multimodal transportation funding strategies with transportation program and project partners.

THE UTP DEVELOPMENT PROCESS

UNIFIED TRANSPORTATION PROGRAM (UTP)
For the most up-to-date UTP document and a more comprehensive overview of the UTP development and project selection process.

https://www.txdot.gov/inside-txdot/division/transportation-planning/utp.html
OVERVIEW
Public participation and involvement is an integral part of today's transportation planning and project development process. Public involvement and public input are important parts of the Texas Department of Transportation’s (TxDOT) goals and objectives to “incorporate customer feedback and comments into agency practices, project development, and policies.” The public expects TxDOT to fulfill its mission — “Connecting You With Texas” — and to do the right thing at the right time in the right way by including communities and their residents in all phases of our projects from transportation planning and project development through construction. Engaging the public is the essence of public service and the foundation of TxDOT’s values of people, accountability, trust, and honesty.

TxDOT PUBLIC INVOLVEMENT POLICY
In 2011, the Texas Legislature enacted legislation requiring TxDOT to develop and implement a policy that guides and encourages public involvement; and includes specific elements, such as using techniques that target different groups and individuals, making efforts to clearly tie public involvement to TxDOT decisions, and encouraging continuous contact between TxDOT and its stakeholders throughout the decision-making process.

TxDOT’s Public Involvement Policy includes eight key objectives to more effectively involve the public. TxDOT will:

- Ensure continued adherence to all regulatory guidelines and policies in compliance with federal and state law and sound public involvement practice;
- Solicit and encourage proactive public involvement that TxDOT can fully integrate into the planning process and incorporate in the various planning activities;
- Provide opportunities for accurate and timely information on which Texas residents can rely;
- Establish and maintain TxDOT’s reputation as a trusted source of information;
- Proactively seek early and continuing public input and involvement and be responsive to inquiries and suggestions;
- Listen to stakeholder comments and be responsive and accountable to all stakeholders;
- Energetically adhere to or exceed all applicable TxDOT, state, and federal public participation requirements for planning and project implementation; and
- Use multiple methods to explain TxDOT’s processes, priorities, and procedures so that the public will have a solid foundation on which to make requests, inquires, and suggestions.
IMPORTANCE OF INVOLVING THE PUBLIC
Though some steps of the transportation project development process do not require public involvement, involving the public early and often is important in establishing open lines of communication that are critical to building trust and credibility between TxDOT and the public. Public input and comments are a valuable part of TxDOT’s project development process because these comments lead to building better transportation projects for a community, improved project planning and development, and a more transparent decision-making process. TxDOT reviews and considers all comments from the public in the decision-making process. TxDOT also communicates to the public when and how decisions reflect public input.

TxDOT PUBLIC INVOLVEMENT SECTION
Staff in TxDOT’s Public Involvement Section facilitate a deliberate and meaningful public involvement process. Public Involvement staff provide support to TxDOT districts in public involvement and community outreach planning and implementation. Each of TxDOT’s 25 geographic districts has a public involvement liaison, who is responsible for guiding TxDOT districts in the development of public involvement plans and assisting with related strategies and tactics, including stakeholder assessments, issue identification and prioritization, and working group and public meetings and hearings.

In addition to planning and guidance, public involvement staff develop material for outreach efforts. Because transportation project development can take decades, the process is flexible regarding when to use specific public outreach tools and hold public meetings. Some of the most commonly used tools include meetings and hearings and open house-style events.

TxDOT uses the various meeting types during the process to gather community input about transportation needs and concerns. In many communities, one of the most effective approaches early in the process is the use of smaller, stakeholder working group meetings to identify and prioritize issues before vetting with the general public.

During the formal environmental study stage, TxDOT frequently uses public meetings and open houses to gather public feedback and talk with the community about proposed project details. Public meetings feature a presentation followed by time for a one-on-one conversation between the public and TxDOT staff, while open houses feature a come-and-go format, with TxDOT staff available at information stations to answer questions and share information about the project. Often the environmental study process concludes with a public hearing that includes a formal presentation.

Public hearings offer the public an opportunity to provide formal input on their preferred alternative at the end of the formal public involvement stage of the environmental process. TxDOT staff does not respond to questions and comments from the public at formal project hearings. Instead, staff takes detailed notes of all public input and then crafts responses that later become a part of the formal written record of the environmental study.

TxDOT also uses public meetings and open houses in the construction and maintenance stages to inform the public about project details, lane closures, and traffic control plans. Because the project development process is flexible and because each community has a unique set of needs, public involvement staff work with local TxDOT district offices to decide on the most appropriate outreach tools and meeting types to best gather public feedback and provide convenient public participation opportunities.

PUBLIC INVOLVEMENT CHALLENGES
Since transportation planning and development is often a long-term endeavor, sustained public involvement can be challenging. It can require long-term commitments from members of the public, and continuous open and clear communication from staff of complex, technical transportation concepts and terms.

TxDOT staff makes every effort to open lines of communication between the community and TxDOT and by involving the community early and often in the transportation decision-making process.

TxDOT knows that the public expects TxDOT to continually update and modernize its outreach efforts to both inform and involve the public. TxDOT encourages the public to sign up for project email updates and uses quick response codes that allow the public to scan for quick access to information from mobile devices. Other effective tools include project-specific online engagement surveys, virtual public meetings, and video presentations. TxDOT has sought to make public involvement more convenient by providing online open houses and posting meeting materials on TxDOT’s website.
so the public can view project information and provide comments at their convenience. For some projects, TxDOT receives greater online public participation and more online public comments than TxDOT receives from in-person meetings. The use of innovative, three-dimensional visualization of proposed projects is another effective approach to addressing the challenge of communicating complex, technical transportation concepts.

TxDOT has researched and established best practices on the most effective methods to engage and involve the public. TxDOT has developed public involvement templates for informational materials so that the public receives more consistent and thorough information. Additionally, TxDOT provides translation services, such as translating public meetings and outreach materials, when appropriate. To better meet the needs of diverse populations, TxDOT strives to continually adapt to the rapidly changing demographics of the state and anticipate what future generations will expect in terms of information and access to the decision-making process. TxDOT will also continue to develop statewide best practices in public involvement and use public input to improve transportation projects.

ENVIRONMENTAL REVIEW

During the environmental process, TxDOT may provide notice and an opportunity to comment when a project will require right-of-way acquisition or will add capacity. TxDOT may hold public meetings at any time to engage the public in project development, while TxDOT uses public hearings for projects with substantial public interest or more intense impacts. TxDOT also engages the public and tribes through the Section 106, National Historic Preservation Act, Programmatic Agreement consultation process for input on what resources are important to tribal, state, and local history.
ENVIRONMENTAL REVIEW

OVERVIEW
TxDOT staff integrates environmental considerations into activities to achieve compliance with applicable laws, regulations and standards. TxDOT focuses on delivering safe, efficient transportation projects and making sound decisions based on a balanced consideration of transportation needs and of social, economic and environmental impacts of proposed transportation improvements. TxDOT’s archeologists, biologists, historians, and environmental scientists work together to ensure that each project considers the preservation of natural, human, and cultural resources in Texas. State and federal laws, like the National Environmental Policy Act of 1969 (NEPA), the Clean Water Act, and the National Historic Preservation Act, guide TxDOT’s work.

ENVIRONMENTAL REVIEWS FOR PROJECTS
TxDOT ensures a thorough review of a project’s environmental impacts before clearing it for construction. TxDOT looks at multiple issues in a project’s location:

- Historic places and structures;
- Ancient cultures and archeological sites;
- Native American sacred places and properties;
- Wildlife habitats and endangered species;
- Environmental justice;
- Air quality;
- Water resources and storm water quality; and
- Pollution prevention and spill response.

TxDOT has designed its environmental review processes for two major purposes:

1. To involve the public in projects that affect them; and
2. To make informed decisions.

TxDOT and others completing such processes prepare documentation to demonstrate compliance with those requirements. This provides the basis for a project’s approval.
ENVIRONMENTAL PROCESS IMPROVEMENTS & STREAMLINING
The time required to complete the environmental process has long been a concern at both the state and federal levels. TxDOT focuses on implementing improvements that streamline this process.

NATIONAL ENVIRONMENTAL POLICY ACT ASSIGNMENT
The Surface Transportation Project Delivery Program provides an opportunity for the Federal Highway Administration to assign its responsibilities for making final decisions regarding The National Environmental Policy Act to states. In 2013, the Texas Legislature enacted legislation to grant TxDOT the necessary authority to pursue the National Environmental Policy Act assignment. TxDOT approached the National Environmental Policy Act Assignment in two phases, beginning with assignment of Federal Highway Administration decision-making responsibilities for Categorical Exclusions and later applying for assignment of all Federal Highway Administration National Environmental Policy Act responsibilities. This approach allowed the Federal Highway Administration to assign TxDOT responsibility for the majority of its projects quickly while working toward the assignment for more complex projects.

TxDOT negotiated a memorandum of understanding with the Federal Highway Administration that addresses assignment for the most common type of transportation projects, those classified as Categorical Exclusions. The memorandum of understanding took effect on February 12, 2014.

TxDOT entered a full National Environmental Policy Act (NEPA) assignment with a second memorandum of understanding effective on December 16, 2014. TxDOT is now responsible for Federal Highway Administration’s National Environmental Policy Act responsibilities for virtually all TxDOT projects. On December 9, 2019, TxDOT and the Federal Highway Administration entered a “first renewed” memorandum of understanding that extended TxDOT’s participation in the NEPA assignment program for an additional five years. Under NEPA assignment, TxDOT has seen a 30 percent reduction in environmental processing times for environmental assessments. Participation in the NEPA assignment program enables TxDOT to develop certain large, complex projects more quickly, which significantly reduces the inflation cost associated with acquiring materials and right-of-way for affected projects.

TxDOT has experienced process improvements from the NEPA assignment that have further streamlined TxDOT’s environmental review process:

- The approval of Categorical Exclusions shifted to TxDOT districts, thereby eliminating the previous practice of project handoffs;
- A simplified Categorical Exclusion process uses an electronic form, instead of a written report as the basis for environmental approval;
- TxDOT emphasizes a collaborative approach to projects to identify technical errors early so they do not become sources of preventable delay during environmental document approval. This also reduces sequential tasks and associated handoffs; and
- TxDOT is working towards improving procedures and guidance for environmental tasks to increase predictability in the process and reduce delays caused by uncertainty.
THE NATIONAL ENVIRONMENTAL POLICY ACT PROCESS

The National Environmental Policy Act process typically begins when TxDOT selects a project to advance from an existing plan. Once TxDOT and its planning partners have defined the scope of the project, TxDOT determines what type of environmental review to pursue based on the project’s potential environmental impact. TxDOT then performs the environmental review and documents the process under one of the environmental review types listed below.

ENVIRONMENTAL REVIEW DOCUMENTS

• Categorical Exclusions (CE)
  Projects that are categorically excluded from the requirement to prepare an environmental assessment or environmental impact statement under the Federal Highway Administration’s rules, including projects within operational right-of-way, and projects with less than $5 million in federal funding. The document is a form maintained in the Texas Environmental Compliance Oversight System.

• Environmental Assessments (EA)
  Projects may add lanes to existing roadways or that construct new roadways but are not expected to involve significant environmental impacts. The Environmental Assessment is a document that includes alternatives, resource evaluations, and mitigation plans.

• Environmental Impact Statement (EIS)
  Major projects such as large roadways on a new location that involve significant environmental impacts. There are Draft and Final Environmental Impact Statements. The document includes substantial alternatives, resource evaluations, and mitigation plans.

OTHER LAWS

In addition to the environmental analysis required by the National Environmental Policy Act, TxDOT projects are subject to more than 60 separate statutory and regulatory environmental requirements. The environmental studies for a project normally include investigating impacts to wetlands, water quality, vegetation, threatened or endangered species, air quality, farmlands, parks, cultural resources, communities (including environmental justice populations), and habitats. TxDOT also studies the presence of hazardous materials and the potential for increased traffic noise.

Environmental analyses may include a variety of tasks that fit the potential effects of projects on the environment. The scoping process is done electronically in the Texas Environmental Compliance Oversight System and determines the type and level of intensity of the tasks in the study. Environmental analysis tasks may include coordination with other state or federal agencies, public involvement, production of technical reports, and development of plans for mitigating environmental impacts. The scoping process also determines the level of environmental review documentation necessary to secure environmental clearance for a project.
PERMITS & COORDINATION

TxDOT projects frequently require coordination with other agencies and additional permits due to federal requirements. Frequent types of coordination and permits include:

- Section 404, Clean Water Act of 1972 (amended), which requires permits from the United States Army Corps of Engineers when a project includes activities that will affect waters of the United States, including wetlands;

- Section 106, National Historic Preservation Act of 1966, which requires consultation with the State Historic Preservation Officer when a project might affect historic properties;

- The Endangered Species Act of 1973, which requires consultation with the United States Fish and Wildlife Service when a project has the potential to affect listed species or their habitats; and

- Section 4(f), Federal Department of Transportation Act of 1966, which prohibits the use of land from publicly owned parks, recreational areas, wildlife and waterfowl refuges, or public and private historical sites, unless there is no feasible and prudent alternative to use of the land and the action includes all possible planning to minimize harm to the property. The act requires consultation with the affected governmental entities when a project has the potential to affect a resource protected by Section 4(f).

PROJECT COORDINATION

While developing environmental analyses and documents, TxDOT must work with and satisfy the requirements of numerous state and federal agencies. Federal agencies involved in the environmental review process include the United States Army Corps of Engineers, United States Fish and Wildlife Service, United States Coast Guard, United States Environmental Protection Agency, National Marine Fisheries Service, and Federal Highway Administration. State agencies involved in the process include the Texas Commission on Environmental Quality, Texas Parks and Wildlife Department, Texas Historical Commission, and Texas General Land Office.

AGENCY AGREEMENTS AND CONTRACTS

TxDOT substantially reduces the time spent coordinating with state and federal agencies, tribes, and other parties by developing agreements with these entities. The following entities have entered into agreements involving TxDOT to improve the coordination process:

- Federal Highway Administration;

- Texas Parks and Wildlife Department;

- Texas Historical Commission;

- Texas Commission on Environmental Quality;

- United States Army Corps of Engineers;

- United States Fish and Wildlife Service;

- Advisory Council on Historic Preservation; and

- 16 federally recognized Native American tribes.

For the agencies listed below, TxDOT provides funds in exchange for expedited review services. TxDOT currently has contracts with the following entities:

- United States Fish and Wildlife Service;

- Texas Historical Commission;

- Texas Parks and Wildlife Department; and

- United States Army Corps of Engineers.
CONNECTING YOU WITH TEXAS

Project Tracker

Project Tracker is the gateway to up-to-date information about TxDOT highway improvement projects, providing 24/7-access to the public, employees, and elected officials.

TxDOT is committed to your safety and to the reliability of the information contained on this site. While road conditions can change rapidly, DriveTexas.org is an industry leader in providing some of the most accurate and up-to-date travel-related information currently available to drivers in Texas. Information presented here is as close to real time as possible. For those who use our roads, please do not use this site while operating a motor vehicle.

Be Safe. Drive Smart. Thank you!

TxDOT’s Government Affairs Division works closely with government on both the state and federal levels though the State Legislative Affairs and Federal Affairs sections.

TxDOT’s complete 2021-2022 Educational Series that focuses on a range of transportation issues affecting TxDOT and the state of Texas.