Appendix G

TID Strategic Plan

January 2022

Churchman's Crossing Plan Update

Appendix G

Transportation Improvement District (TID) Strategic Plan

WILMAPCO

New Castle County 1673 Delaware

DelDOT

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Executive Summary

This TID Strategic Plan describes the process and considerations for establishing a Transportation Improvement District (TID) as an implementation tool for a geographic portion of the Churchman's Crossing Plan Update study area. It provides background on the function and purpose of a TID, both as defined by the Delaware Department of Transportation (DelDOT) and as implemented elsewhere in similar formats nationally. It describes the necessary elements of a TID, both per the New Castle County Unified Development Code (UDC) and the DelDOT Development Coordination Manual (DCM), as well as general standards and practices common elsewhere. Finally, it also summarizes the next steps that the New Castle County Department of Land Use (DLU) can take, along with DelDOT and other key partners and stakeholders, to pursue the implementation of a TID for a portion of the Churchman's Crossing area.

Both the UDC and the DCM define a TID as "a geographic area defined for the purpose of securing required improvements to transportation facilities in that area." In operation, a TID is a public-private partnership to implement planned transportation system improvements. A TID identifies private sector financial contributions toward public sector projects based on a comprehensive assessment of areawide needs and the nexus between the future traffic and the private sector role. A TID functionally replaces the use of Transportation Impact Studies (TISs) for individual developments that are consistent with the TID future land use plan.

Within the Churchman's Crossing area, a TID could be used to match public and private sector funding to transportation improvements necessary to support planned economic growth. Some of the potential benefits of a TID include the ability to establish fair-share contributions to transportation improvements, manage transportation impacts, support sustainable development and complete communities, foster market-ready (re)development, and promote intergovernmental coordination.

Key findings of the Churchman's Crossing Plan Update that relate to the TID as an implementation tool include:

- Suitability for additional development, considering available land for development or redevelopment, community compatibility, and transportation system access, is generally focused in the eastern part of the study area between the Fairplay station, the hospital campus, and Christiana Mall.
- Several transportation system improvements needed to provide areawide access and circulation, most notably but not limited to Churchman's Road Extended and the Eagle Run Road / Continental Drive connector across I-95, are not needed to satisfy concurrency for any one given development site.
- Without the subregional transportation projects, it would be difficult for many development projects that would otherwise be consistent with the Churchman's Crossing Plan Update to satisfy state and local rules governing transportation system concurrency through the TIS process. To the extent that TISs identify reasonable solutions, they would tend to be ad-hoc intersection capacity improvements that might not contribute to the overall area

transportation system objectives (essentially creating wide intersections with multiple turn lanes rather than a more robust network of multimodal facilities).

For these reasons, this TID Strategic Plan recommends continuing the development of a Churchman's Crossing TID through more detailed stakeholder engagement centered on a Churchman's Crossing TID Working Group to be established by New Castle County and supported by DelDOT, provided that both agencies wish to proceed with creating a TID.

1. What is a Transportation Improvement District?

A Transportation Improvement District (TID) is defined by DelDOT Development Coordination Manual (DCM)[1] as "A geographic area defined for the purpose of securing required improvements to transportation facilities in the area".[2] TIDs can be effective in places where land use and transportation are planned in detail in advance, such that development consistent with that planning can pay a readily determined fee and forego the Traffic Impact Study (TIS) process.

A. Purpose

DelDOT describes the purpose of a TID as helping provide the transportation improvements needed to support land development in locations identified as appropriate for development in local Comprehensive Plans. Coordinating land use and transportation can lower infrastructure costs and foster planning for market-ready development / redevelopment opportunities. As a transportation-based impact fee, TIDs provide a way to equitably distribute the cost of transportation improvements triggered by development-related growth to the private sector benefiting from the facilities.

The DelDOT TID approach is one example of a "pro-rata share district", similar in intent and nature to programs across the nation where the TIS process has been replaced by a more comprehensive approach to implementing multimodal transportation plans. Establishment of a pro-rata share district includes a comprehensive study of what transportation improvements would be needed to support an agreed upon future land use scenario for the entire district. Each developer in the district is then required to pay a fee that covers their portion of the cost of those improvements.

B. TID Suitability

Creation of a TID should be considered when individual TISs are not achieving, or are not expected to achieve, desired results. Such situations include areas with large infrastructure needs, where a district can serve to focus developer contributions where they are most needed and, as appropriate, to supplement them with public funds. The Churchman's Crossing study area includes such needs, including key new roadway connections such as Churchman's Road Extended and the Eagle Run Road / Continental Drive connector across I-95, that would not meet the rational nexus requirement for any single development to construct. These types of

[1] Development_Coordination_Manual-Chapter_2.pdf (deldot.gov), accessed 10/9/21
[2] Transportation Improvement Districts - Delaware Department of Transportation (deldot.gov), accessed 10/6/21

improvements provide benefits distributed across many properties with economic development potential and a TID helps organize the participation of those many properties toward facility construction.

By spreading the responsibility for private sector participation across a wide range of properties, TIDs address the "last in" or "free rider" problem associated with TISs nationwide. In a traditional TIS, there may be existing transportation capacity for many developments to proceed with no mitigation or exaction (these are the "free riders") until one development triggers the need for improvements (the "last in") and is required to construct an improvement that provides capacity. In many cases, the logical capacity-enhancing project is disproportionately large compared to that one property's needs, as transportation system capacity is lumpy; even if the last-in development only needs one-third of a lane it must construct the entire needed lane.

The TID approach also facilitates the inclusion of multimodal projects, such as transit improvements and bicycle and pedestrian projects that might not contribute to the needs identified in a TIS but are a key element of a multimodal transportation plan. For this reason, TIDs are most appropriate in locations with a relatively detailed vision for both planned development and planned transportation system needs.

C. TID Examples

DelDOT Experience

The Delaware Department of Transportation has established a Transportation Improvement District (TID) process for a pro-rata share approach that is implemented in coordination with local jurisdictions as needs arise, with parameters defined to meet those needs. Four TIDs have been developed, two for the Westown and Eastown Districts in the Town of Middletown, the Southern New Castle County District, and the Henlopen District. In each case, a comprehensive transportation impact analysis was conducted for a series of development proposals, essentially treating development across the district as though controlled by a single property owner. Horizon years are generally 20 years in the future and incorporation of the TID parameters are part of the comprehensive plan.

Near the Churchman's Crossing study area, DelDOT is currently coordinating with the City of Newark on a TID that would encompass most of the municipality. Four other TIDs are in development in Kent or Sussex Counties for the Cheswold Area, Little Heaven, South Frederica, and Southeast Milford. Additional information on the process and status for these TID areas is available online.[3]

Relevant National Examples

The DelDOT TID approach is similar to other pro-rata share districts nationwide which can help provide context for review by a future Churchman's Crossing TID Working Group. The following

[3] Transportation Improvement Districts - Delaware Department of Transportation (deldot.gov), accessed 10/7/21

paragraphs describe how two progressive jurisdictions have implemented pro-rata share districts to provide additional context.

The City of Portland, Oregon has established two Transportation System Development Charge (TSDC) overlay zones, where the TSDC has been increased to provide funds for local contributions to a series of targeted projects, including the City's $55M contribution to the $1.5B Portland-Milwaukie Light Rail project. TSDC charges citywide can be paid up front or in installments, with interest, for up to 20 years. The TSDC is linked to the planning and zoning process in that travel demand from forecast land uses are incorporated into small area plan updates, and the peak-hour person trips generated by those assumed land uses form the basis for the TSDC rates. Generally, no transportation impact analysis is required if the proposed development is within the assumptions built into the small area plans.

Developers pay fees to improve the transportation system, specifically projects that are on a TSDC project list. Funds collected through the TSDC program can only be used to pay for projects that are on the TSDC project list. This list is updated every 10 years with input from the public. It includes a subset of projects from the larger Transportation System Plan (TSP) and other adopted City plans. Each project on the list that is prioritized for funding is expected to use a combination of TSDC funds plus other funding—from grants or other sources. TSDCs are just one tool that helps pay to construct Portland's transportation system—along with federal and state grants, gas tax revenues, and other sources

Montgomery County, MD has established two pro-rata share districts with slightly different approaches to funding; both established in conjunction with a Sector Plan amendment process. The White Oak Local Area Transportation Improvement Program (LATIP) covers the roughly 3,000 acres of the White Oak Science Gateway Sector Plan and is similar to the DelDOT TID process in its formation and execution. By contrast, within the 430-acre White Flint Sector Plan area, the White Flint Special Taxing District takes the form of an ad valorem tax on all commercial properties. This ad valorem tax replaces Local Area Transportation Review (LATR) traffic studies and other transportation impact taxes for new development. The ad valorem tax incorporates funding for elements that are beyond typical LATR improvements such as the redesign of a mile of Rockville Pike for BRT within the Plan area and a second entrance to the Metrorail station. The tax does not include any changes beyond the study area (although five intersections were analyzed and considered for funding during the Plan development). Potential master planned improvements were distributed among three "buckets" of funding; private sector "on-site" streets, projects funded by the special taxing district revenue, and projects funded through other public sector sources. The funding for the special taxing district projects were identified in a County Council resolution.

The County originally considered a mobility fee approach to replace the traditional LATR study, but public sentiment favored the continuing ad valorem tax approach for three reasons. First, area constituents recognized that while the transportation improvements would provide additional multimodal capacity for higher density, they would also represent new infrastructure that would benefit all property owners. Second, the County was interested in spurring development to leverage prior investments; the White Flint Metrorail Station had opened in 1984, yet most

properties remained auto-oriented two decades later and the low ratio of residential to commercial development contributed substantially to congestion. Finally, charging all commercial development an ad valorem tax helped create pressure for redevelopment into mixed-use transit-oriented development.

D. Application to Churchman's Crossing

The technical analysis and stakeholder engagement conducted for the Churchman's Crossing Plan Update concluded that a TID could be appropriate for the eastern portion of the study area, with technical details to be defined by a future Churchman's Crossing TID Working Group following the conclusions and general guidance described in this Strategic Plan, provided that New Castle County and DelDOT wish to proceed with establishing a TID.

2. TID Elements

Section 40.11.310 of the New Castle County Code governs the implementation of TIDs and includes requirements for a Land Use and Transportation Plan (LUTP) composed of nine elements (subsections C.2.a through C.2.i). These sections are designed to be complementary to Section 2.4 of DelDOT's DCM governing TID establishment and operation. In addition, there are several TID elements not specified by the County Code but important to address during TID establishment. The following paragraphs describe each of these elements, how they relate to the Churchman's Crossing study area, and how they might be addressed during TID Implementation.

A. Agreement (NCC Code 40.11.310.B)

Both the cited section of the New Castle County Code and Section 2.4.2.2 of the DelDOT DCM specify the need for a written agreement that establishes several key TID operational parameters. The agreement should include the initial boundaries and the target horizon year for the TID and procedures for amending them, roles and responsibilities with regard to the creation of a land use and transportation plan (LUTP), service standards to be used in developing the LUTP, implementation of the improvements identified in the LUTP, and any other provision agreed to by the County and DelDOT.

B. Land Use and Transportation Plan Adoption (NCC Code 40.11.310.C)

The County Code requires that the County adopt a land use and transportation plan (LUTP) with the elements of Section 40.11.310.C.2 addressed. The Churchman's Crossing Plan Update provides content for several of these elements and is prepared for, and expected to be accepted by, WILMAPCO through a resolution of endorsement. The County plans to complete and adopt the NCC@2050 comprehensive plan with suitable incorporation of each of the community area master plans such as Churchman's Crossing in 2022.

Boundaries (NCC Code 40.11.310.C.2.a)

The establishment of a TID must include a fixed boundary defining which development parcels are within the TID and which are outside the TID. Properties inside the TID follow the TID process,

paying the established fee to satisfy transportation concurrency in lieu of following the TIS process. During the course of the Churchman's Crossing Plan Update, the study team found that both the areas of greatest suitability for growth and the need for additional subregional connectivity were focused in the eastern portion of the study area.

Regional accessibility to and from the study area is provided by both SEPTA and I-95, and SR 1, and the proximity of the SEPTA Fairplay station and the I-95/SR-1 interchange are part of the development suitability consideration. Based on available land for development or redevelopment opportunities, regional transportation facilities, and opportunities to improve connectivity, the area around Christiana Mall, Christiana Hospital, and the SR 7 corridor towards the Churchman's Crossing SEPTA station has potential for balanced population and jobs growth in the region.

Figure 1 shows the generalized location of the SEPTA rail line and I-95 as key regional facilities that both provide valuable accessibility in the Newark – Wilmington – Philadelphia corridor but also act as barriers for local connectivity. The figure also identifies the Fairplay station and Christiana Mall as key development nodes that help frame an opportunity area that also includes the Christiana Hospital and other commercial properties where additional development opportunities are greatest.

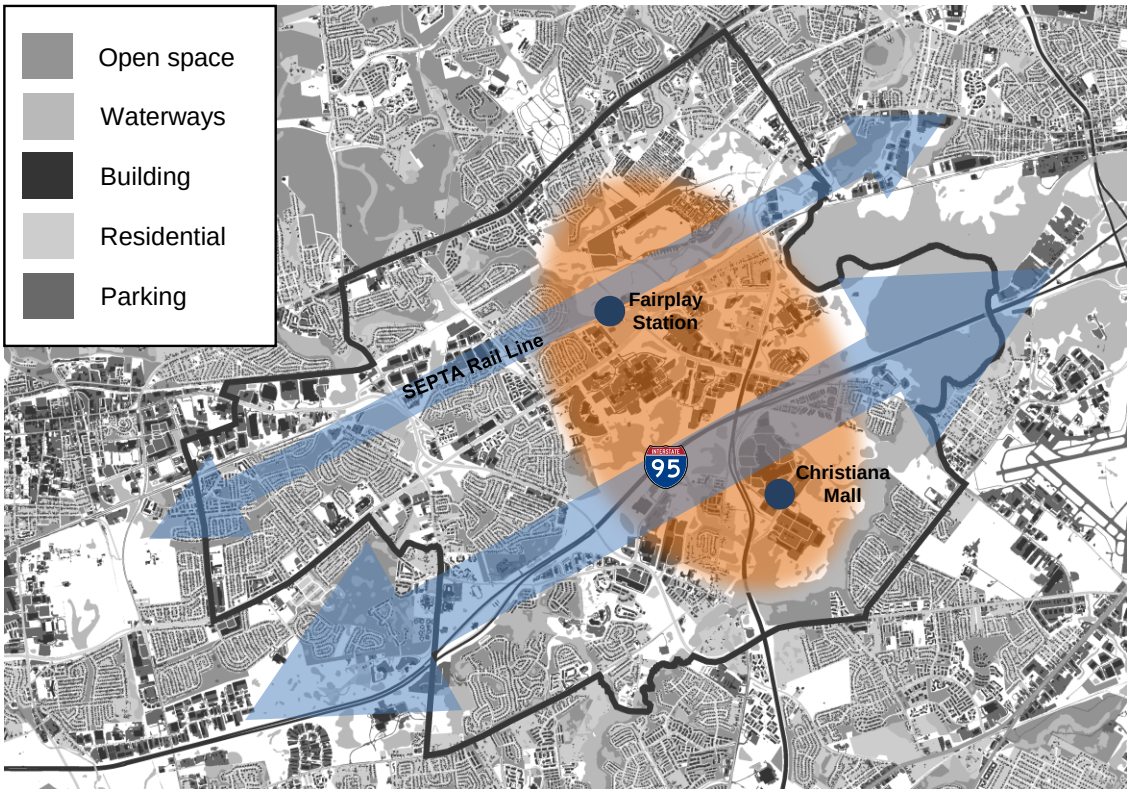

Figure 1. Churchman's Crossing Growth Opportunity Areas

Target Year (NCC Code 40.11.310.C.2.b)

The horizon year for TID analysis is intended to focus on an implementation timeline whereas the horizon year for the overall planning effort is designed to consider a longer planning timeframe. Per County Code, the horizon year for a TID cannot exceed a 20-year time horizon (which is a generally accepted timeframe for land use and transportation project planning purposes where implementation, rather than planning, is a key focus). For a Churchman's Crossing TID the recommended horizon year is 2040. The Churchman's Crossing Plan Update by contrast used a forecast year of 2050, because the focus for the planning effort is to seek the most distant horizon year for which adopted land use and transportation assumptions are available.

Parcel-Specific Forecast (NCC Code 40.11.310.C.2.c)

The Churchman's Crossing Plan Update developed two alternative land use scenarios for the 2050 horizon year: Expected and Balanced. The Expected scenario reflected adopted land use forecasts at a Transportation Analysis Zone (TAZ) level utilizing the adopted county-level population and employment forecasts from the Delaware Population Consortium (DPC).

The Balanced scenario, which includes the implementation of policies and actions to increase an area's mixture of uses and improve density, diversity, and design, was developed to explore how changes to land use density, diversity, and design (aka the "3 Ds") affected transportation system needs. **Figure 2** provides the current, expected, and balanced land use assumptions in Churchman's Crossing, including estimates of population, households, jobs, and activity units per acre by TAZ in the study area with a forecast year of 2050. The map depicted in **Figure 3** shows TAZs in the study area location and the boundary of Churchman's Crossing. The TAZ assumptions were made through an iterative review by interagency staff with a general understanding of development potential on underlying parcels from both regulatory and econometric perspectives, but without direct involvement of property owners or representatives. The development of a parcel-specific forecast for a TID will depend on the precise boundaries and would be expected to include planned development between the current year and the target year for all properties within the proposed boundaries.

TAZ	Acreage	Subarea	Description	2019 Pop	2019 HH	2019 Jos	2019 AU/acre	2050 Expected Pop	2050 Expected HH	2050 Expected Jobs	2050 AU / acre	2050 Balanced Pop	2050 Balanced HH	2050 Balanced Jobs	2050 AU / acre	2050 Delta Pop	2050 Delta HH	2050 Delta Jobs
142	859	NE	Fairplay North	6120	2712	1413	8.8	5917	2421	1324	8.4	5917	2421	1324	8.4	0	0	0
238	567	NE	Fairplay South	226	75	1478	3.0	268	82	1443	3.0	268	82	1443	3.0	0	0	0
318	296	E	Center Pointe	386	66	1811	7.4	334	61	2000	7.9	1963	755	2190	14.1	1629	694	190
149	960	E	DelTech Vicinity	25	11	3357	3.5	24	10	3731	3.9	24	10	3731	3.9	0	0	0
228	53	E	95_7_58 Gore	0	0	362	6.9	0	0	393	7.5	0	0	393	7.5	0	0	0
150	335	SE	Cavaliers Vicinity	2521	1057	232	8.2	4542	1693	271	14.4	4542	1693	271	14.4	0	0	0
227	105	SE	Christiana Mall	0	0	2569	24.6	620	248	2794	32.7	1599	615	2975	43.8	979	367	181
226	432	SE	Fashion Center	0	0	1046	2.4	207	83	1176	3.2	410	158	1252	3.9	203	75	76
225	109	SE	SR 7 - SR 1 Gap N	110	42	2	1.0	153	53	3	1.4	153	53	3	1.4	0	0	0
329	20	SE	SR 7 - SR 1 Gap N	2	0	4	0.3	2	0	10	0.6	2	0	10	0.6	0	0	0
222	200	SE	Christiana Town Center	332	105	1569	9.5	309	92	1711	10.1	309	92	1711	10.1	0	0	0
224	133	SE	Eagle Run East	149	53	122	2.0	569	164	132	5.3	569	164	132	5.3	0	0	0
223	106	SE	Eagle Run West	0	0	464	4.4	0	0	542	5.1	0	0	542	5.1	0	0	0
151	684	E	Christiana Hospital	91	32	12006	17.7	449	143	13626	20.6	5170	1880	14966	29.4	4721	1737	1340
154	749	W	Birchwood Park	4729	1982	1757	8.7	4668	1739	1907	8.8	4668	1739	1907	8.8	0	0	0
229	82	SW	95_273_Chapman Gore	0	0	1163	14.2	0	0	1263	15.4	0	0	1263	15.4	0	0	0
344	363	SW	Norwegian Woods	1533	580	708	6.2	1582	584	768	6.5	1582	584	768	6.5	0	0	0
345	39	SW	Old Christiana	333	123	129	11.9	328	108	139	12.0	328	108	139	12.0	0	0	0
158	868	NW	Ogletown Far West	9284	3610	481	11.3	9115	3247	455	11.0	9115	3247	455	11.0	0	0	0
155	438	NW	Ogletown West	1957	708	507	5.6	1908	632	480	5.4	1908	632	480	5.4	0	0	0
152	1252	NW	Ogletown East	5662	2372	1802	6.0	5602	2212	2457	6.4	13582	5224	2372	12.7	7980	3012	-85
237	359	NW	Sycamore Gardens	3141	1397	506	10.2	3066	1250	479	9.9	3066	1250	479	9.9	0	0	0
	9007		TOTALS	36601	14924	33487	7.8	39663	14822	37104	8.5	55175	20707	38806	10.4	15512	5885	1702
Churchmans Subtotals																		
	2917	NW	Ogletown North	20044	8086	3295	8.0	19691	7341	3871	8.1	27671	10353	3786	10.8	7980	3012	-85
	1427	NE	Fairplay	6345	2787	2891	6.5	6185	2503	2767	6.3	6185	2503	2767	6.3	0	0	0
	749	W	Ogletown South	4729	1982	1757	8.7	4668	1739	1907	8.8	4668	1739	1907	8.8	0	0	0
	1992	E	Center Point	502	110	17536	9.1	807	214	19750	10.3	7157	2645	21280	14.3	6350	2431	1530
	484	SW	Old Christiana Vicinity	1867	703	2000	8.0	1910	692	2170	8.4	1910	692	2170	8.4	0	0	0
	1439	SE	Christiana Mall Vicinity	3114	1256	6009	6.3	6402	2333	6639	9.1	7584	2775	6896	10.1	1182	442	257
	9007		Churchman's Study Area	36601	14924	33487	7.8	39663	14822	37104	8.5	55175	20707	38806	10.4	15512	5885	1702
	277625		Total County	562429	204151	291342	3.1	580554	200768	281217	3.1	596066	206653	282919	3.2	15512	5885	1702
	268618		Remainder of County	525828	189227	257856	2.9	540891	185946	244113	2.9	540891	185946	244113	2.9	0	0	0

Figure 2. Land Use Data by Traffic Analysis Zone in Churchman's Crossing

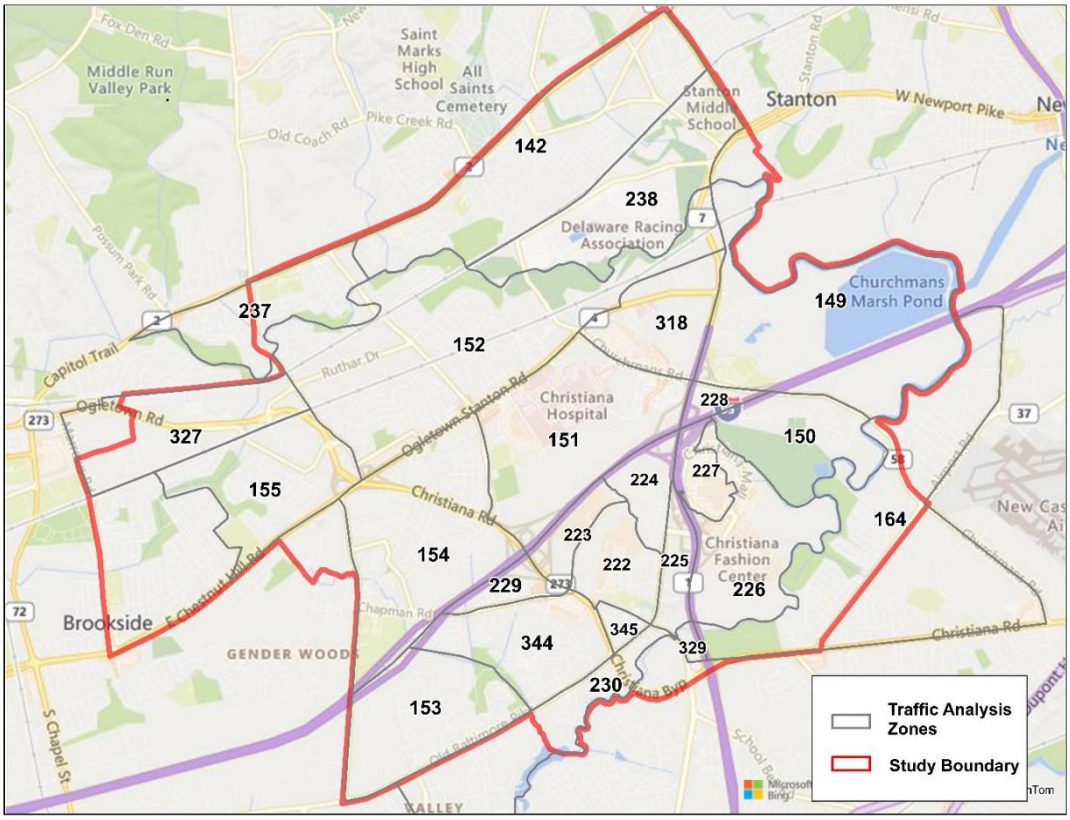

Figure 3. Traffic Analysis Zones in Churchman's Crossing Area

LOS Standard (NCC Code 40.11.310.C.2.d)

The establishment of a level of service (LOS) standard for the TID incorporates both the type of measures to be evaluated and the degree of mobility desired. The Churchman's Crossing Plan Update considered alternative measures for vehicle congestion from the Highway Capacity Manual (HCM) published by the Transportation Research Board (TRB). The use of Relative Arterial Mobility was proposed and accepted as the primary measure for defining system adequacy for 2050 conditions and is proposed as a starting point for continuing TID development. The study also considered congestion levels for several key intersections and the study team found a general consistency between the two as shown conceptually below (**Figure 4**).

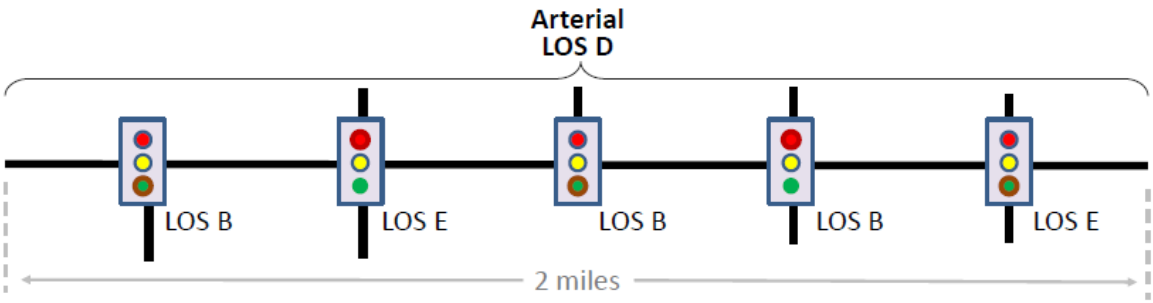

Figure 4. Conceptual Relationship Between Arterial and Intersection LOS

Transportation Improvements (NCC Code 40.11.310.C.2.e)

The transportation improvements recommended in the Churchman's Crossing Plan Update form the starting point for considering improvements to be included in a TID. The determination of final projects to be included in the TID will be dependent on the precise boundaries of the TID and would be expected to include all projects within the TID geography plus any key projects on or near the TID periphery deemed integral to TID area success. The coordination of final TID transportation improvements under the guiding Code subsection (e) should be conducted in tandem with review of the developer participation in subsection (g).

Measurement (NCC Code 40.11.310.C.2.f)

The Churchman's Crossing Plan Update utilized 2019 National Performance Measure Research Data Set (NPMRDS) data to assess typical travel times for roadway segments for the hours between 6:00 AM and 10:00 PM. This information was used to calibrate the Peninsula travel demand model maintained by DelDOT so that the peak period delays in the travel model reflected the observed data at a segment level for the purposes of forecasting future conditions.

Public and Private Sector Funding Sources (NCC Code 40.11.310.C.2.g and h)

The essence of any pro-rata share district is to recognize a public-private partnership in implementing transportation system improvements to the extent that a reasonable nexus exists between economic growth and the projects necessary to accommodate additional travel demand generated by that growth. The public sector is responsible for projects that do not have a nexus to anticipated growth, likely due either to geography (i.e., perhaps a key project is really needed to accommodate through rather than locally generated traffic) or to currency (i.e., perhaps a key project is addressing existing needs more so than accommodating future growth).

A key element of any pro-rata share approach is to identify the proportional share of demand generated by all properties in the TID for the purposes of converting travel demand estimates to capital cost estimates. In simplest terms, pro-rata share districts assess development application impacts according to a three-step formula expressed as:

$$\text{Mobility Fee} = (A/B) * C$$

where:

- A is the cost of transportation system improvements needed to accommodate the demand generated by expected land development,
- B is a measure of the demand generated by that expected land development, and
- C is a policy decision regarding the balance of private-sector and public-sector responsibility in providing the improvements in item A.

This basic pro-rata share formula is quite simple, but the details of components A, B, and C can vary substantially from one jurisdiction to another and need to be developed through a public process that considers the interests of all stakeholders.

For the value of A, the expected cost of all transportation elements in the Churchman's Crossing Plan Update is approximately $652 million in capital costs. Once a TID boundary is established, the capital costs in the plan for projects within or integral to the TID can be itemized to define the projects that have a nexus to the planned development.

For the value of B, assumptions and relationships are needed to convert planned changes to land use to an equitable measure of travel demand. Suggested guidance for these approaches includes selection of the following specifications for measuring demand:

- Impact units defined as PM peak hour vehicle trip generation rates from the ITE Trip Generation Manual. Options to consider could include weekday totals rather than peak period totals, persons rather than vehicles, and miles of travel rather than trips. While person or vehicle miles of travel (reflect both the number and length of trips) is more directly linked to transportation need, the use of PM peak hour vehicle trip generation rates is a pragmatic and generally accepted approach based on the availability of data. This approach has been used in other TIDs in Delaware.
- Fee assessment based on land use units such as dwelling units for residential uses and square feet for commercial uses, by use type. Generally, the most effective means for tracking required payments is for the assessment to be based on the same type and detail of information as contained in a development plan approval (which typically also uses Land Use Codes established in ITE Trip Generation Manual).
- The type of private sector contribution:
    - A Defined Contribution approach establishes a dollar value for land use type and is "one and done" in that the private sector obligation is completed upon paying the fee, which increases predictability for an applicant.
    - A Defined Benefit approach establishes a separate outcome objective (such as a cap on vehicle trips entering/leaving the site) and requires monitoring conditions that run with the land so that the property is required to provide Travel Demand Management (TDM) measures to achieve the outcome regardless of the cost to the property owners/managers. As with many stand-alone TDM programs not associated with a TID, a Defined Benefit approach may be strengthened with financial incentives such as bonds posted for non-performance, or a "remedy fund" in which case some amount of the initial fee payment can be refunded over time if the defined benefit is achieved. Monitoring programs typically have a lifespan of about ten years.
    - A hybrid approach would apply the Defined Contribution approach for most smaller sites but leave the opportunity open for certain applicants to pursue a Defined Benefit approach should certain applicants find the commitment to limiting vehicle trips for a reduced initial contribution outweighs the cost of monitoring and the risk of non-performing.

For the value of C, the appropriateness of developer contributions as contrasted with public sector contributions is typically considered either by assessment of private/public sector shares for a full suite of projects or on a project-by-project basis; the latter being of greatest value where there are specific project types with particularly complex funding considerations (such as LRT in the Portland, OR example previously described) that likely are not applicable to Churchman's Crossing, but that should be confirmed as part of a future Churchman's Crossing TID Working Group. For general context, the TID Working Group might consider that within the full Churchman's Crossing study area about three-quarters of the development in the Balanced land use scenario is already on the ground, as well as the degree to which mobility needs are driven by through traffic rather than locally generated trips.

The choices made in this element of TID establishment can have an incentivizing effect on land use policies. For instance, using vehicle miles of travel rather than vehicle trips helps incentivize use types and mixes that result in short trips. Similarly, the choice of a peak period or daily basis affects the relative contribution of retail land uses as contrasted with office land uses.

Economic Analysis (NCC Code 40.11.310.C.2.i)

The County Code identifies the need for an economic analysis to help ground-truth the level of economic activity anticipated in the study area. Several exploratory economic analyses have already been conducted to assess general economic trends and opportunities. In 2017, the Institute for Public Administration at the University of Delaware prepared an economic analysis of what was then described as the "273 Corridor" but focused on a study area similar to the Churchman's Crossing Plan Update study area. The assessment of Expected and Balanced land use scenarios as part of the Churchman's Crossing Plan Update considered economic development opportunity from a qualitative basis to evaluate a range of possible future outcomes in the Churchman's Crossing area.

Broader scenario planning conducted by New Castle County as part of the comprehensive plan process also considered DPC control totals, as well as somewhat more aspirational scenarios based on the five active Community Area Master Plans (including Churchman's Crossing), and alternative 2050 forecasts prepared nationally on an annual basis at a jurisdictional level by Woods and Poole (providing a more global scale of economic development trends and opportunities but without the same level of local considerations incorporated in the DPC forecasts). The first phase of scenario planning serves as the foundation for the specific elements required in the economic analysis, including workforce characteristics and employment by industry and specialization; major area employers; comparisons of existing and potential economic activity in the study area to the rest of the county, relevant peer regions, and emerging development trends; future economic growth and associated industry wage potential; and an estimate for the potential of high wage employment opportunities in the study area.

C. Additional TID Considerations

In addition to the elements described in the County Code, once established, a TID Working Group will need to consider additional TID operational elements, including:

- Grandfathering provisions so that the current rules governing zoning entitlements are retained but that any further rezoning (or expiration of unused entitlements) follows the TID approach.
- Means for addressing technical adjustments such as unique land uses (not included in the ITE Trip Generation Manual or other resource), credits against the fee for offsite improvements provided by the developer at their cost, and means for addressing internal capture on mixed-use sites.
- Establishment of a process and timing for fee escalation due to inflation, typically incorporated on an annual basis and based on Consumer Price Index (CPI) changes.
- Management and administration of the fee to include the timing (typically collected at time of building permit) and process of fee collection from applicants (typically managed by the land development approval agency), as well as TID fund management and distribution to help fund projects. A small portion of the fee is often retained for these administrative costs
- Periodic monitoring, reporting, and refinement (addressed by Section 2.4.3.2 of the DCM). A sound monitoring program is important to TID success. Often constituents express concern about switching from the TIS process to a TID process because there is comfort in the information and deliberation associated with TIS review and mitigation, and a sense that the TID process reduces public agency control over development approvals. Periodic and public monitoring, with oversight roles that include local stakeholders in addition to agency staff, can reduce these concerns. The monitoring program should consider:
    - Timing of monitoring and reporting. A cycle that is synchronized with capital budget reviews is typically effective. DelDOT uses a two-year CTP, which is updated every other year. Biennial monitoring and reporting for the TID would coincide with the CTP process.
    - Process and schedule for TID revisions. The TID looks forward across a 20-year time horizon and it is expected that many of the inputs (e.g., property development proposals, trip generation rates, funding sources) may change over time beyond the general accounting for inflation. Stakeholders should have an expectation for when such structural changes might be revisited. The timeline for structural revisions to the TID should be sufficiently infrequent so that the process is predictable.

3. Establishing the TID

The process of establishing a TID requires extensive stakeholder coordination to define and select the relevant elements described in the previous section of this strategic plan. This process would be expected to confirm the current finding that the TID is an appropriate implementation solution. The following steps apply to continued development of a Churchman's Crossing TID, among other relevant steps:

- Completion of the Churchman's Crossing Plan Update and endorsement by resolution by the WILMAPCO Council
- Completion of the NCC@2050 Comprehensive Plan update and adoption by resolution by the New Castle County Council
- Coordination between New Castle County and DelDOT on the elements needed for a TID agreement
- Establishment of a Churchman's Crossing TID Working Group by the New Castle County Department of Land Use with support by DelDOT
- Refinement of the Churchman's Crossing Plan Update contents to develop a Land Use and Transportation Plan for a TID, focusing on:
    - A parcel-level initial TID boundary (starting with the concept in **Figure 1**)
    - Parcel-specific land use forecasts with input from key property owners and/or their representatives
    - A 2040 horizon year rather than 2050
- Development of a draft TID by a future Churchman's Crossing TID Working Group
- Completion of a public process to include any additional stakeholders and property owners within the potential TID boundary that are not be part of a future Churchman's Crossing TID Working Group
- Adoption of the Land Use and Transportation Plan for the TID by the New Castle County Council