

**REGULAR COUNCIL MEETING
MAY 11, 2023**

The WILMAPCO Council meeting was held at WILMAPCO, 100 Discovery Boulevard, Suite 800, Newark, DE 19713 and virtually via Zoom.

1. CALL TO ORDER: Mr. John Sisson, Chair, opened the meeting at 2:04 p.m.

2. ROLL CALL:

Members present:

John Sisson, representing Delaware Transit Corporation
Tyson Byrne representing Heather Murphy, Maryland Governor's Appointee
David Edgell, Delaware Governor's Appointee
Timothy Lucas, representing City of Wilmington Mayor, Michael S. Purzycki
Stephen O'Connor, representing Cecil County Executive, Danielle Hornberger
Antoni Sekowski, representing New Castle County Executive, Matthew Meyer
Pamela Steinebach, representing DeIDOT Secretary of Transportation, Nicole Majeski

Members absent:

Michael Kline, Mayor of North East, representing Cecil County Municipalities
Eric Thompson, Mayor of Elsmere, representing New Castle County Municipalities

Guests, Observers:

James Coverdale, DNREC
Dee Durham, New Castle County Councilperson
Mike Kaszyski, PAC Chair
Charles Liggan
Rashad Pinckney, Maryland Department of Transportation
Jeff Riegner, Kittelson and Associates
Derrick Sexton, Maryland State Highway Administration

Staff members:

Dan Blevins, Principal Planner
Heather Dunigan, Principal Planner
Dave Gula, Principal Planner
Randi Novakoff, Outreach Manager
Bill Swiatek, Principal Planner
Jacob Thompson, Senior Planner
Dawn Voss, Outreach Coordinator
Tigist Zegeye, Executive Director

Minutes prepared by Dawn Voss.

3. MINUTES:

ACTION: On motion by Mr. Tyson Byrne seconded by Ms. Pamela Steinebach the Council approved the March 9, 2023, Council Meeting Minutes.

Motion passed

(05-11-23-01)

4. PUBLIC COMMENT PERIOD:

None.

COUNCIL MEMBERS' AND DIRECTOR'S REPORT:

5. Chairperson's Report:

Mr. John Sisson said the DART service changes take effect on May 21st. They are working on the DART Reimagined Study. An Executive Advisory Committee meeting will be held this month, and a TAC meeting will be held in June.

Council Member's Reports:

None

Nominating Committee Report:

Mr. Tyson Byrne said the Nominating Committee, consisting of MDOT, DeIDOT and Mr. Eric Thompson, nominated Mr. John Sisson as Council Chair and Mr. Stephen O'Connor as Vice Chair.

ACTION: The Council approved the re-appointment of Mr. John Sisson as chair and Mr. Stephen O'Connor as vice chair of the WILMAPCO Council.

Motion passed.

(05-11-23-02)

6. Executive Director's Report – Ms. Tigist Zegeye shared the following information:

- The Arden Transportation Plan Steering Committee met on March 21st. Their next meeting will be on May 24th.
- The second Southbridge Transportation Action Plan Public Workshop was held on March 21st and the next Steering Committee meeting will be on May 23rd. Staff participated in the Open Streets event in Southbridge on April 22nd.
- The second Churchman's Crossing Monitoring Committee meeting was on March 22nd and the Public Workshop was April 19th. The Monitoring Committee will meet May 24th.
- The Transportation Justice Working Group met on March 29th.
- The second Concord Pike Monitoring Committee meeting was on April 5th, and a Public Workshop was on May 3rd with about forty-five attendees in person and eleven online.
- Staff joined other planners from APA Delaware to speak about the planning profession at a University of Delaware class on April 12th, and at Del Tech class on April 19th.
- Staff presented to a University of Delaware class about the Route 9 Corridor.
- Staff participated in the Downes Elementary School Bike to School Day on May 3rd.
- The North Claymont Master Plan and the Governor of Printz Corridor Monitoring Committee had a Public Workshop on May 4th, with about fifty attendees in person. The next committee meeting will be in late May or early June to finalize the report.
- About eighty-nine people replied to the Safe Streets for All survey. Three hundred and seventy comments were made on the interactive map. There was a pop-up outreach event at the Open Streets event on April 22nd and at the Newark Greenfest on May 6th.
- Staff presented at the Commercial Industrial Realty Council of New Castle County about Delaware roads, rails, and trails on May 10th.

- The consultants for the Newport Transportation Study Monitoring Committee are working on the train station update. Results should be available in June.
- Staff are working with DVRPC on USEPA Climate Pollution Reduction Grant program for Pennsylvania, New Jersey, Delaware, Maryland MSA. DVRPC will manage the funds.
- The 2050 RTP was submitted to FHWA and FTA for approval.
- The final report of our TMA Certification Review listed nine noteworthy practices, five recommendations, and no corrective actions. Staff are putting together responses to the five recommendations.
- As of the April financial report, we have spent about 77% of the budget.

7. Public Advisory Committee (PAC) Report:

Mr. Mike Kaszyski said The PAC met on April 17th with twelve attendees. There were no action items. Heather Dunigan presented the FY 2024 UPWP Outreach. A PAC member had questions and comments about the Kirkwood Highway Corridor Land Use and Transportation Plan. Bill Swiatek presented the Southbridge Transportation Action Plan. PAC members discussed the possibility of using speed bumps and roundabouts to reduce speeds, how the plan takes climate resiliency into account, and how the plan relates to the previous plans in the area. Mr. Dan Blevins presented the Churchman’s Crossing and Concord Pike Monitoring Report and Public Outreach. PAC members discussed concerns about the time constraints for projects within the TID and the contents of the land use tab on the StoryMaps.

8. Technical Advisory Committee (TAC) Report:

Ms. Heather Dunigan said the TAC met on March 16th with no action items. DeIDOT and MDOT presented their individual statewide performance target measures. Ms. Tigist Zegeye presented the UPWP project submissions. At the April 20th meeting, TAC recommended adoption of both the UPWP and the performance targets as set by DeIDOT and MDOT. TAC recommended approval of the draft technical scoring for the draft prioritization. The Churchman’s Crossing and Concord Pike Monitoring process and the EJ Bus Connectivity Analysis were presented.

ACTION ITEMS:

9. To Adopt the State/Local Cash Commitment for Fiscal Year 2024.

Ms. Tigist Zegeye said for every dollar received from FTA and FHWA, WILMAPCO must have a 20% match, which can be in-kind or cash. It will be all cash this year. MDOT and Cecil County committed \$16,309 each. The State of Delaware committed \$608,881. New Castle County committed \$31,500. The City of Wilmington committed \$11,796. The total funding for FY 2024 is \$3.4 million. This resolution did not go to the PAC. TAC reviewed the resolution. The staff recommends the Council adopt the State and Local Cash Commitments for FY 2024.

ACTION: On motion by Mr. Stephen O’Connor seconded by Mr. Tim Lucas the Council adopted the State/Local Cash Commitment for Fiscal Year 2024.

Motion passed.

(05-11–23-02)

10. To Adopt the Draft 2024 Unified Planning Work Program (UPWP).

Ms. Tigist Zegeye said the UPWP has thirteen tasks from Administration to Monitoring Sub-Regional Studies. Out of the \$3.4 million, staff propose \$1.5 million for consultants. Five projects

are new to the UPWP. The rest are tasks that have been done over the past years, including a number of sub-regional monitoring efforts. The new projects in the FY 24 UPWP include the South Claymont/Philadelphia Pike Corridor Master Plan for \$200,000; Muddy Lane/Delancy Road Corridor Study for \$125,000; Belle Hill Road Safety Audit for \$60,000; Rising Sun Mobility Friendly Development Guidelines for \$75,000; and the Kirkwood Highway Corridor Land Use and Transportation Plan for \$200,000. The Newark Bike Plan Update will be done in-house. The PAC approved Public Participation and Public Education portion of the FY 24 UPWP. The draft UPWP was available on the website for public comment from April 3rd through May 2nd. No public comments were received, but the UPWP was the tenth most visited page with sixty-six clicks. The TAC recommended that the Council adopt the UPWP at their April meeting. The staff recommend that the Council adopt it. If adopted, it will be submitted to DeIDOT, MDOT, FTA and FHWA for approval, with a July 1st implementation date.

ACTION: On motion by Mr. Tyson Byrne seconded by Ms. Pamela Steinebach the Council adopted the Draft 2024 Unified Planning Work Program (UPWP).

Motion passed. (05-11-23-03)

11. To Adopt the Delaware and Maryland Transportation Performance Measure Targets.

Mr. Dan Blevins said we are seeking adoption of the Maryland and Delaware Performance Measure Targets. This is for PM 2, which is bridge and pavement; and PM 3, which is congestion, CMAQ, and transit access. We have one hundred and eighty days to agree with the State targets or create our own. WILMAPCO is looking to adopt the statewide measures set by DeIDOT and MDOT.

ACTION: On motion by Mr. Tyson Byrne seconded by Mr. David Edgell the Council adopted the Delaware Transportation Performance Measure Targets.

Motion passed. (05-11-23-04)

ACTION: On motion by Mr. Stephen O'Connor seconded by Mr. Antoni Sekowski the Council adopted the Maryland Transportation Performance Measure Targets.

Motion passed. (05-11-23-05)

12. To Approve the Technical Scoring for Project Prioritization for FY 2025-2028 Transportation Improvement Program (TIP).

Ms. Heather Dunigan said the criteria are quantitative measures that are tied to the goals of the Regional Transportation Plan. These criteria are used to develop technical scores for projects. The list of projects is grouped by projects currently in the TIP. Acknowledging that projects may be deferred due to funding, we hope Council and DeIDOT will make these the highest priority based on technical score. The second set of projects on this list are projects within the constrained RTP, but not currently in the TIP. If additional money is available, our hope is the technical score for the short-term projects in this group makes them the priority. The aspirations list is not scored, however, some of these projects fall within TID implementation and Bike/Ped Active Transportation Improvement projects. These would be prioritized in the case of the TID by the individual TID agreements. The Bike/Ped Active Transportation projects could be prioritized using DeIDOT's low-stress traffic analysis, WILMAPCO's non-motorized pedestrians priority analysis, or any other tool.

Mr. Bill Swiatek said our CMAQ Project Prioritization was developed using the Federal Highway Administration's public access system to look at which project types did the best job dollar for dollar in terms of reducing emissions, whether it is PM 2.5 or ozone. Then, the projects were ranked in the TIP based on that project type, with retrofit projects being towards the top. Within that ranking, they were ranked based on the air quality technical score. If projects were still tied, they were ranked based on overall technical score.

Mr. Tyson Byrne said there are two new programs for carbon reduction, which have specific guidelines. He asked if this is something WILMAPCO is considering. Ms. Zegeye said DeIDOT has not programmed any funds yet, so we will be working with them through the Air Quality Subcommittee. One of the discussions that we will have for the EPA grant is to have software or a consultant help us with project prioritization for these funds. Once we have that, we will amend it. Staff submitted CMAQ projects for Cecil County. Mr. Swiatek said the mechanism we use for CMAQ is not designed for carbon.

ACTION: On motion by Mr. David Edgell seconded by Ms. Pamela Steinebach the Council approved the Technical Scoring for Project Prioritization for FY 2025-2028 Transportation Improvement Program (TIP).

Motion passed.

(05-11-23-06)

PRESENTATION/DISCUSSION ITEMS:

13. Churchman's Crossing and Concord Pike Monitoring Report and Public Outreach

Mr. Dave Gula said the Churchman's Crossing and Concord Pike Monitoring Committee are similar in that the study is completed, and now we are maintaining engagement and communication with the community, agencies, and stakeholders as the projects go forward. Time will pass between making the recommendations and completing the projects, so these committees provide community updates. We look at congestion, talk about land use, and the monitoring serves also as a technical meeting group for community stakeholders. It is an opportunity to adjust tasks and move recommendations forward. We get into prioritization in some cases. This can build trust with stakeholders as we go into the next phase of the project. It is a dialogue with stakeholders, elected officials, business interests, advocacy groups, and civic groups. There are three meetings per year and one workshop. Public comments are kept so we can refer back to them.

Both of these monitoring efforts have a similar schedule. During the summer, data that was collected throughout the year is analyzed. There is a meeting in the fall. In January the data is brought in, work begins on the draft monitoring report, and another monitoring committee meeting is held. A public workshop is held in spring. A public workshop for Churchman's Crossing was held in April and for Concord Pike in May. Then there is the third monitoring committee meeting. A newsletter and the monitoring report are released in the winter.

The recommendations for Concord Pike were mostly smaller projects like ped/bike connections. There was a lot of resident participation. Churchman's Crossing is very project heavy with a series of large projects already programmed. There is a lot of stakeholder participation at the monitoring committee, because there are more business interests in the area including Delaware Park and Christiana Hospital. Churchman's began during the pandemic and has been virtual, which may be why the virtual meetings have been stronger than Concord Pike, which

was nearly completed before the pandemic. The monitoring process looks at land use, traffic, and other things that impact the corridor. The meetings help not only with project implementation but also project updates. Staff made the information more interactive and intuitive using a GIS-based StoryMap format which allows people to dig into the data and allows us to constantly update it.

Mr. Dan Blevins said when we did Route 40 monitoring, it was a paper document that was updated once per year. We have technology available to create a living document that we are able to update at any moment. Each project has a website that looks very similar. The StoryMap is a scrollable report. During COVID, people became more comfortable using Google Maps and other online resources, so an online report like StoryMap is more appealing. This enables people to focus on the area near their home and see what is happening there with traffic trends, land use, transit, etc. As time passes, more data will be added, and trends and changes will appear. Some of that trend information is hard to put in a large scale document but can be added to these StoryMaps for people who want to dig more into certain topics.

Mr. John Sisson asked if at some point we will be able to measure the impact of a project to see the benefit of implementing something. Mr. Blevins said some of the big data sources that we have can do that with travel time and reduction in crashes. A challenge of that is looking back at when the project was finished. He is doing that with congestion on Elkton Road to see if that was effective related to travel time. Then the problem is you have to look at Ott's Chapel. There is the issue of finding a good sample size before and after to be able to measure that. Mr. Sisson added that part of that before would include what it would be like if nothing had been done. Mr. Blevins said that may be the bigger question, whether the trends would stay the same. Data will accumulate over time to determine if changes made any impact. This is also affected by when a project is finished. Everything that was said would be done needs to be completed then allow time to collect the data and see if there is a change. Mr. Sisson said the next project may come in behind it. Mr. Gula said that is one of the good things about this interactive document, that changes can be added as we go. Mr. Blevins illustrated the point with AADT by Intersection that the data is collected each year and can be compared across years to see changes in traffic. The idea is we are starting from here as we did with the Route 40 plan and when we get a few years into it, we will see if we are not developing as fast or faster than anticipated and can make appropriate changes.

14. 2023 Transportation Justice Bus Connectivity Analysis

Mr. Bill Swiatek said but this is an update to the Bus Connectivity Analysis that came out of the 2019 TJ Report. In the TJ Plan it was found that several Black and impoverished neighborhoods had difficulty connecting by transit to job clusters with many entry level jobs. Several food deserts were also found with poor transit connectivity to supermarkets. A more detailed analysis of the location of entry level job clusters was done. We worked with CADSR, the Center for Applied Demography and Survey Research at the University of Delaware, who located the job clusters. They looked at jobs with below median wages and sites with many jobs, like the Christiana Hospital. These are employers like restaurants, retail, child care, and the senior services industry. The connectivity work in the 2019 TJ work was updated. Good connectivity is ten minutes walking or biking on a low stress route, fifteen minutes by car, and thirty minutes using transit including no more than ten minutes walking and allowing one transfer.

This analysis looks at communities that have poor connectivity. For example, in a food desert that has 0% homes connected to a supermarket, the analysis looks at changes to the system that would increase connectivity to a supermarket up to 100%. The focus is on non-complex

adjustments with the greatest impact. We began with block groups that had poor connectivity in the 2019 plan, updated the analysis, and then looked at which disadvantaged neighborhoods within the block group had the connectivity issue. The team field tested the data for accuracy. In three cases the data was not accurate, so they were removed as case studies. The team then looked for reasonable adjustments that could be made. In four cases no reasonable recommendations could be determined, so they were removed. If the changes that are recommended for the remaining case studies were made, in food deserts 1,500 new households would have good connectivity to supermarkets by bus, which would go from 39% households currently connected there overall to 83%. For Black and impoverished neighborhoods, there would be improved connections to entry level job clusters for 3,200 households, generally taking households there from having connections to 0 - 500 jobs to 5,000.

For example, in the Murray Manor trailer park community near Newark, a bus route deviation or addition of micro travel service closer to the entrances of Murray Manner would increase transit to supermarket access from 5% to 93%, which would be an improvement for 750 households. The adjoining neighborhoods would have improvements for 61 households in the northern subdivisions and 200 to the to the east. In a food desert in Northeast Wilmington, a deviation in the Route 25 bus to stop at the ShopRite in South Wilmington would take that community from 14% connected to 64%, which would improve transit to supermarket connectivity for 271 households. In front of Steele's Motel near Elkton, pedestrian improvements to make the bus stop more accessible would be an improvement to be 100% connected for twenty households there. Subdivisions on Route 40 in Bear are isolated from each other. Creating pathway punch-throughs would be an improvement for 225 households, in one example shown, which would improve job access for residents.

The Transportation Justice Working Group is guiding this work. There was a separate meeting with DART, who was encouraged by the study and thought it could support the DART Reimagined effort. We met with the TAC and PAC and will meet with the Nonmotorized Transportation Working Group. We will be looking for Council endorsement in July.

Mr. John Sisson said he will share this with staff. They discussed these matters at a meeting, and he and Ms. Steinebach have been working on pedestrian access and some of the other things recommended. Some of those connections are not going to normally show up on their radar, like path connections through tree lines. Mr. Swiatek said you do not see that until you go out and see the missing connection.

15. New Castle County Safe Streets for All

Ms. Heather Dunigan said the analysis of the data is nearly complete. The public outreach process began in March. Recommendations based on the public outreach are now being identified. We are using a safe systems approach, which is a paradigm shift away from focusing education and enforcement and towards the idea that we are all responsible for being proactive, prioritizing safety in our work design, and recognizing we are part of the solution.

The online public outreach ended May 14th. There was an online survey and interactive map, where people could click on the map and leave comments. We had some pop-up events in Southbridge and Newark, where people were asked for ideas to make our streets safer, and then their photo was posted on the Internet or in the report. The online survey has had a good response. Many respondents were drivers, but there was also feedback from those using other modes of transportation. Most responded they had not been in crashes themselves, and do not

know anybody who was seriously injured in the crash, though a few had life changing injuries or had loved ones who were killed. A slight majority felt lack of knowledge about traffic safety and lack of enforcement contributed to crashes. Some thought weather conditions were a factor. There was a strong response that missing bike and pedestrian connections and missing crosswalks were leading causes of crashes. Other causes were unsafe intersections and driveways, missing connections to transit, unclear traffic patterns, maintenance conditions of facilities, street lighting, and accommodations for accessibility. Many cited speeding drivers, not following the law and distracted street users. Pedestrians and cyclists not following the law and impairment of transportation users were less of a concern. The criteria for prioritization fall into four categories: transportation-related, crash-related, land use, and demographic. Survey respondents favored prioritizing streets without sidewalks for improvements, followed by places with a high number of total crashes, and then a high number of injury and fatal crashes. None of the individual equity factors scored very high, but almost everyone selected at least one of the six equity criteria. People support adding off-street bike and pedestrian pathways and separated bikeways. Focusing on land use development scored high, as well as reducing speed limits in areas with high numbers of pedestrians, connecting walking and biking spaces to transit, road diets, and doing pilot projects for pedestrian safety. There was less support for high visibility crosswalks, intersection safety projects, and traffic calming. Automated red-light cameras are popular, but speed enforcement cameras are not. People support safety strategies including prioritizing the safety of people walking, better education in K-12, driver training, funding for safe streets, and prioritizing safety over travel time. Three-hundred and seventy-one comments were shared on the interactive map. The City of Wilmington is starting a Wilmington Safe Streets for All Plan and received a \$200,000 grant.

The next committee meeting will be scheduled soon. WILMAPCO is doing the initial work but will need to hear from all of the member agencies, because they will implement the plan. DelDOT cannot apply for Federal grant funding, and though WILMAPCO can apply, a local government is more likely to apply. We merged the GIS point data from the crashes with the DelDOT road network file to see the roadway characteristics for each crash. That will be overlaid with our Transportation Justice GIF to see what locations are in an EJ or mobility challenged area. To identify the crash network, we used methodology from other jurisdictions where they took locations that have three or more fatal or serious crashes per year. DelDOT's road network file is in short segments, but the points will be merged. We are not using ASRI, but if member agencies do, ASRI has a Safe Streets for All module.

Mr. John Sisson said this is the number one priority for the Secretary right now. The fatalities on Delaware roads this year were a record high, so it is something we have to address. It is interesting that on the I-95 construction project, where the speed cameras were used, it had an impact on speed and crashes. Ms. Dunigan said even though it was not popular on the survey, it does not mean that that will not be a recommendation, because it is reliably proven as effective. She would like to know why people do not like speed cameras but do like the red-light cameras.

Ms. Heather Dunigan said we have a license for Streetlight data which provides real-time data on traffic and speed distribution. We will do mapping that shows an overlay of what speed people are driving and what the speed limit is, because if you look at the crash data in the crash report, only a small percentage of crashes are speed related. Ms. Dunigan thinks it is much higher. Mr. Sisson said it is not one thing, but it is speed, distraction, fatigue, and other factors. Ms. Dunigan agreed that you need a multi-pronged approach to solve it. Mr. Sisson said at WILMAPCO we can focus on what we can do with planning studies and recommendations for how we design our transportation network.

Ms. Pamela Steinebach said one of the biggest changes coming from the design world is recognizing that we cannot fix people's behaviors, but changing the narrative to acknowledge people make mistakes. As much as we try to forecast what people will do, it is part of that multi-pronged approach, where we also talk about it with our family and our friends and spread the word and just caring about people as well as trying to mitigate things from engineering and psychological perspective.

Mr. Tyson Byrne said Maryland is also very interested in this. Recently six people were lost in a crash in a construction zone on the beltway. Another thing they are tracking is they have had an extreme number of people being hit by trains and that is something else we have to engineer out. Ms. Heather Dunigan said in Delaware there are a couple of crashes with trains per year. Mr. Byrne said it seems like this last year it has been higher in Maryland. Mr. Blevins said there is a 200-yard stretch by the Deer Park in Newark, where there are some crashes. Ms. Dunigan said when they happen, they get a lot of attention. She wishes crashes where someone is trying to cross the street, and someone is speeding would get the same attention. Mr. Byrne suggested that we may try that tactic and try to get the crashes publicized more.

INFORMATION ITEMS:

16. DeIDOT's Administrative Modification Request Letters

ADJOURNMENT:

ACTION: On motion by Mr. Tyson Byrne the Council adjourned at 3:35 p.m.

Motion passed

(05-11-23-06)

ATTACHMENTS: (0)