

TECHNICAL ADVISORY COMMITTEE MEETING
August 15, 2019

A meeting of the Technical Advisory Committee (TAC) was held on Thursday, August 15, 2019, at WILMAPCO, The Tower at STAR Campus, 100 Discovery Blvd., Suite 100, Newark, DE 19713.

1. CALL TO ORDER: Mr. David Dahlstrom, Maryland Department of Planning, brought the TAC meeting to order at 10:00 a.m.

2. TAC Members present:

Ian Beam, Maryland Department of Transportation
Cooper Bowers, Delaware Department of Transportation
Alexandra Brun, Maryland Department of the Environment (via conference call)
Valerie Gray, DNREC
David Dahlstrom, Maryland Department of Planning
Stacey Dahlstrom, New Castle County Department of Land Use
Mike Fortner, City of Newark
Gwinn Kaminsky, City of Wilmington Planning
Stephen Miller, MDOT SHA
Brian Mitchell, City of Wilmington Department of Public Works
Steve O'Connor, Cecil County Land Use
Steve Ottinger, DTC

TAC Ex-Officio Members present:

TAC Members absent:

Delaware Division of Small Business, Development, and Tourism
Delaware River and Bay Authority
Delaware State Planning
Maryland Transit Administration
Town of Elkton

TAC Ex-Officio Members absent:

Amtrak
Diamond State Port Corporation
U.S. Environmental Protection Agency
U.S. Federal Highway Administration
U.S. Federal Transit Administration

Guests and Invitees:

B.J. DeCoursey, University of Delaware Institute for Public Administration (IPA)
Kevin Racine, Citizen

Staff:

Janet Butler, Administrative Assistant
Heather Dunigan, Principal Planner
Sharen Elcock, Executive Assistant
Dave Gula, Principal Planner
Bill Swiatek, Principal Planner
Jacob Thompson, Transportation Planner

Minutes prepared by: Janet Butler

3. MINUTES

The July 18, 2019, TAC minutes were amended and approved with updates to the New Castle County Ordinance No. 19-005, submitted by Stacey Dahlstrom (**Attachment A**).

ACTION: On motion by Mr. Mike Fortner and seconded by Mr. Brian Mitchell, the TAC approved the July 18, 2019 TAC minutes as amended.

Motion passed.

(8-15-19 - 01)

4. SUBCOMMITTEE UPDATES

a. Nonmotorized Transportation Working Group (NMTWG)

Ms. Dunigan said that the NMTWG met on August 6, 2019. Marco Boyce, New Castle County, discussed the New Castle County Trails and Pathways plans including updates on current projects. In addition, WILMAPCO staff members presented The 2019 Transportation Equity (TJ) Connectivity Analysis, and planning for the US Bicycle Route System.

5. PUBLIC COMMENT PERIOD

Mr. Kevin Racine, Harford County citizen, said that he often uses transit to travel from Virginia to New York and sometimes goes as far as Pittsburgh. He also said a bus coming out of Perryville, Maryland is changing its schedule, which will cause him to spend at least an extra hour to get to WILMAPCO in Newark, Delaware from his home in Havre de Grace, Maryland. Mr. Racine added that scaling back bus schedules is fine, as long as you make sure that people know how to get around. He also said that hopefully, the schedule would change back again and become more convenient for bus riders.

ACTION ITEMS:

6. To Recommend Endorsement of the 2019 Transportation Justice (TJ) Plan

Mr. Swiatek said the 2019 Transportation Justice Plan identifies key social inequities in the Wilmington region's transportation system. The plan examines the fairness and inclusivity of the existing and planned system, as well as the public engagement processes. Recommendations are made to overcome observed barriers and inequities.

This plan exceeds WILMAPCO's obligations under the following federal statutes and initiatives: Title VI of the Civil Rights Act, Environmental Justice, Language Assistance, and the Americans with Disability Act. It brings together and addresses these overlapping themes under an umbrella initiative that WILMAPCO henceforth calls Transportation Justice, or TJ.

The plan was guided by an ad hoc working group comprised of WILMAPCO staff, members of the Public Advisory Committee, researchers from the University of Delaware, and officials from the Maryland and Delaware Departments of Transportation, and the Delaware Transit Corporation. The group met five times between September 2018 and August 2019. They recommended Council endorsement in August. Numerous presentations were given to TAC, PAC, and NMTWG during that period.

Public outreach for the TJ Analysis has garnered recent WHYY and Delaware Public Media news stories and radio broadcast stories.

In terms of edits and corrections to the draft, WILMAPCO would be inserting a blanket recommendation to work towards implementing the 2050 RTP. Car dependence was found to be a foundational issue that affected transportation affordability in the Plan, and that the 2050 RTP has measures to reduce car dependence. In addition, he said that sometimes crime could prevent someone from walking to a grocery store, or other destinations, as pointed out by the NMTWG. Therefore, a discussion would be added to the connectivity analysis section. Finally, Steven O'Connor, Cecil County, found an error relating to a discussion about LEP areas in Cecil County that will be adjusted.

Mr. Dahlstrom pointed out that on page 132, the caption of the photograph indicates "a trailer park" and asked if Mr. Swiatek could add the name of that trailer park. Mr. Swiatek said he would make that change.

ACTION: On motion by Ms. Valerie Gray and seconded by Ms. Stacey Dahlstrom, the TAC recommended endorsement of the 2019 Transportation Justice Plan.

Motion passed.

(8-15-19 - 01)

PRESENTATION/DISCUSSION ITEMS:

7. Complete Communities Enterprise District (CCED) Evaluation

Mr. B.J. DeCoursey, University of Delaware Institute for Public Administration (IPA), said the CCED Evaluation project is part of an ongoing DeIDOT funded initiative to apply complete communities concepts to the municipal and county levels. A literature review of comparable initiatives, a Planner Roundtable (April 2017), a Bike Summit presentation (May 2017), DTC Leadership Engagement (June 2017), and a spatial analysis were completed.

Some of the requirements of the CCEDs include that they need to be at least one square mile, and less than nine square miles. They also need to have an isoperimetric quotient of 0.7; residential uses need to be zoned for transit supportive density; and they need to be exempt from all off-street parking requirements. They also must be zoned primarily as residential and cannot include regional commercial development zoning.

Once a CCED has been created, DeIDOT would use the CTP to work towards a higher farebox recovery ratio and fund projects that overcome barriers to walking and bicycling trips.

At the time the plan was presented to Delaware Transit Corporation (DTC), its leadership was very receptive. They were on board with density, and did not see the farebox recovery provision as a significant limitation. They would also like to provide enhanced routes and stops provided that they could demonstrate demand. They were generally willing to remodel and provide appropriate service to municipalities and service upgrades that would follow the increasing densities.

Regarding total area transformation, the CCEDs could be especially attractive for areas dealing with brownfields/grayfields. However, the size and shape requirements for a CCED present a challenge to their designation. Barely half of Delaware's municipalities are larger than one square mile. There are also no more than 20-25 that accommodate the minimum size district, without also including surrounding unincorporated county lands. Notable municipalities that would be too small include Newport, Elsmere, Townsend, Dewey Beach, and Delaware City. The 640 acres dwarfs some of the largest, progressive developments in Delaware. County Comp Plan amendments might be needed, which would add time to the process.

The reality is that the CCEDs are innovative, not incremental, and address fundamental decision points that need to be addressed. The counties will need to be involved and must be approached if large tracts of the state are going to experience beneficial and sustainable growth.

The Spatial Analysis includes Z-scores for normalization and comparison, which also includes retail employment, transit stop density, jobs per household, blocks per acre, and activity density. For more information, please visit: <http://udspace.udel.edu/handle/19716/24255>.

Possible approaches include: 1) Urban areas suggested by spatial analysis; 2) Less developed areas that are ripe for redevelopment to capitalize on political will and market trends; and 3) Partnering with the counties or municipalities in suburban, growing areas to alter the long-term pattern of development. In addition, the competing initiatives include Opportunity Zones, Downtown Development Districts, and TIDs.

Ms. Dahlstrom asked if Mr. DeCoursey had reviewed any applications for the isometric quotient and how it could work. Mr. DeCoursey responded that we stopped reviewing it when we were making the assertion that it was difficult because we did not want to get too deep into real technical policy issues. He added that Ms. Dahlstrom had hit upon vulnerability, for instance, having a parcel that is an odd shape and half of it would be in and the other half would be out.

Ms. Dahlstrom also said that New Castle County had looked at using the isometric quotient with parcels around the Claymont Train Station, and the challenge was in keeping it in full parcels.

Mr. Dahlstrom asked who designates the area, the state or local. Mr. De Coursey responded he believes that it is local.

Ms. Gray asked if this method would be incorporated into the New Castle County Comprehensive Plan. Ms. Dahlstrom replied yes. Mr. Fortner noted that Newark had considered CCED's but found that it would not be implementable due to the parking requirement change needed.

Ms. Dahlstrom said it is a tool to use in the future, but, you would also need to make an application to change your parking requirements; therefore, the current criteria would not be workable now. Ms. Dahlstrom added that she believes it would be funded through DeIDOT. Mr. DeCoursey agreed.

8. New Castle County Bicycle Plan Update

Ms. Dunigan said the vision for the New Castle County Bicycle Plan was developed from the Delaware State Bicycle Plan that states, "Everyone in Delaware has front-door access to a bicycle network that is safe, comfortable, and conveniently connected to places people want to go. A seamlessly integrated transportation and land use decision-making process, with many partners working together, and encourages a culture where people choose bicycling in their daily lives for transportation, recreation, and improved health."

The plan's objectives include: 1) Identify bicycle transportation network; 2) Provide equitable bicycle access including to transit; 3) Encourage bicycle parking and other end-of-trip facilities; 4) Improve safety through design, maintenance, and enforcement; 5) Incorporate bicycle elements into land use planning; and 6) Develop the implementation and evaluation plan.

Public outreach for the plan has included seven public workshops and events including a Halloween Festival and various public presentations, an active Advisory Committee consisting of local town officials, WILMAPCO staff, and stakeholder groups, and a Metroquest online survey that had 286 respondents, and 3,000 points of information.

The current analysis includes consolidating and assessing recommendations based on outreach, refine recommendations using technical analysis and agency outreach, incorporate local plans and priorities, prioritize recommendations, and develop a draft report.

Ms. Dunigan discussed a series of maps that show portions of New Castle County. Mapping shows draft recommendations from past plans and public outreach. Mapping of existing bicycle facilities is also shown.

Recommendations are being refined including the technical scoring; local identification of priority projects, and tiered project priority categories. The priority categories include regional – 1/2 mile or longer, subregional – 1,000 feet – ½ mile, spot improvements, bicycle parking, and developing a program for education, encouragement or enforcement.

The suggested scoring methodology promotes safety, proximity to major attractions; population affected, and it fills a gap within one half mile.

Next steps for the New Castle County Bicycle Plan are to apply the priority scoring, complete a GIS analysis by partner agencies for top projects or small “bike-shed” areas, and release a draft report and recommendations for comment.

Mr. Steve Ottinger, DTC, commented that every major DART bus has at least two bike racks. He also said that DART looks forward to more opportunities to put bike racks at bus stops and parking areas.

9. U.S. Bicycle Route Planning

Ms. Dunigan said the purpose of the U.S. Bicycle Route System (USBRS) is to facilitate bicycle travel on appropriate roads, paths, and highways over routes that are desirable for interstate bicyclists. In addition, a route should form continuity of available roads through two or more states connecting and traversing areas of scenic, cultural, and recreational interest. The purpose of the bicycle route’s numbering and marking system facilitates travel between the states over routes, which have been identified as being more suitable than other routes for cycling.

A definition of a bicycle route is that it is any road, street, path, or way, which in some manner is specifically designed to be open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are to be shared with other transportation modes.

The American Association of State Highway and Transportation Officials (AASHTO) primarily established the U.S. Bicycle Route in 1978. The first two US bicycle routes were designated in 1982. Ms. Dunigan referred to a map that indicates US Bicycle Route 1 in red and US Bicycle Route 76 in blue. However, there were no additional routes added during 1982-2011.

Currently, Adventure Cycling has led the growth of the USBRS and provided technical support. There are 13,733 miles of the bicycle route in 26 states; however, there are no US routes in the WILMAPCO region. Adventure Cycling previously spoke with Mr. Peter Sotherland from

Maryland SHA about creating Bike Route 201 in Maryland. Then, Adventure Cycling approached WILMAPCO about working on the project.

The draft USBR 1 Routes were established in Maryland, Pennsylvania, and New Jersey; and initial discussions were about using the East Coast Greenway for the USBR 201. WILMAPCO has also approached DVRPC to discuss the possibility of forming a USBR 201 in their region that could connect New Castle County to USBR 1 in Pennsylvania. DVRPC is now forming a committee to consider the route options in Pennsylvania. WILMAPCO is waiting to see their progress on the Bike Routes in both Maryland and Pennsylvania before pursuing formal designation Delaware.

The next steps in the designation process include: 1) Coordinate with Maryland and Pennsylvania on connections. 2) Finalize route selection with partner agencies. 3) For any section of the route not owned by DelDOT, obtain letters or resolutions of support. 4) DelDOT would apply to AASHTO for the designation. 5) The route may be amended after designation, using the same application. For more information, please visit: www.adventurecycling.org.

Mr. Dahlstrom asked how the obstacles of crossing bridges would be solved for these bike routes. Ms. Dunigan said that would be an issue for Cecil and Harford Counties to resolve. It is one reason why Delaware is waiting to see what is done before moving ahead. Mr. Steven Miller, MDOT SHA, said that it looks like the Maryland portion is mostly the East Coast Greenway.

INFORMATION ITEMS:

12. Staff Report

Ms. Dunigan reported on the following plans and events:

- During the week of July 22-25, 2019, staff attended the Institute of Transportation Engineers (ITE) Conference.
- On July 22, 2019, staff presented the Transportation Justice (TJ) Plan to DTC.
- On July 27, 2019, staff participated in New Castle Unity Day and provided public outreach.
- On August 1, 2019, staff attended the Transportation Justice (TJ) Steering Working Group meeting.
- On August 6, 2019, staff participated in the Wilmington Resilient Communities Steering Committee meeting.
- On August 8, 2019, staff exhibited at 55+ Lifestyles Expo at Elkton High School.
- Staff participated in the Claymont Safety event on August 10, 2019, at the Claymont Community Center.
- Staff will attend the Route 9 Master Plan Monitoring Committee on August 20, 2019.
- Consultant interviews will be held next week at WILMAPCO for the Governor Printz Boulevard Corridor Study and the Newport Train Station Transportation Plan.
- The Delaware American Planning Association (APA) Annual Conference will be held on November 7, 2019, at the Newark Embassy Suites Hotel.
- The Air Quality Partnership (AQP) of Delaware is coordinating Car Free Day, on September 20, 2019, to encourage bus, carpooling, walking, biking, or train travel.
- Every Day Counts is a Federal program to expedite projects. WILMAPCO is submitting an application to get funding for various public outreach videos.
- The Marilyn/Monroe Five Points Intersection project team held a stakeholder meeting on August 8, 2019, to get feedback on the alternatives.
- The US 202 Corridor Master Plan project team consolidated comments on August 13, 2019.

- The Southern New Castle County (SNCC) Master Plan partner agencies' next step regarding public outreach is expected by fall 2019.

OTHER BUSINESS:

None.

ADJOURNMENT:

The TAC meeting adjourned at 11:13 a.m.

Attachments (1)

7. New Castle County Ordinance No. 19-005

Ms. Stacey Dahlstrom, New Castle County Department of Land Use, distributed a handout entitled New Castle County Land Use Overview of Ordinance 19-2005 (**Attachment B**). She said the New Castle County Ordinance No. 19-005 is a two-year process. The Ordinance includes four key provisions of the proposed legislation: 1) Clarifying Implementation Provisions; 2) Updating Coordination with DeIDOT Regulations; 3) Establishing Waiver Standards; and 4) Enabling code language for Transportation Improvement Districts (TIDs) and Completing Community Enterprise Districts (CCEDs).

She said ~~the as an overview in the handout states that~~ the ordinance provides clarification and refinement. Traffic Impact Statements includes ~~is committed to~~ development within a two-mile radius; Level of Service can be met with improvements with contracts for completion have three years of building permits; and requirements that mitigation measures are listed on the record plan. In addition, the ordinance provides greater consistency, coordination with DeIDOT regulations, and are ~~what~~ establishes the criteria for granting waivers.

The Level of Service (LOS) waiver conditions include the following Standards: ~~Standard One —~~ the project must have economic development with a significant number and character of jobs, ~~Standard Two — Article 11 creates~~ a unique and significant hardship, and ~~Standard Three —~~ development demonstrates a substantial public purpose. Ms. Dahlstrom said when County Council approves a waiver they ~~have to will~~ scite one or more of these standards.

Transportation Improvement Districts (TIDs) are geographic areas defined for securing required improvements to transportation facilities in the area, ~~where it~~ and use and transportation are planned in detail such that development ~~is~~ consistent with that planning and paying can pay a pre determined fee and that can forego the Traffic Impact Study (TIS) process.

Applicants participate in the TID instead of conducting TIS by paying their applicable defined contribution. The local government partners have specific responsibilities established in the TID agreement, and they develop the land use plan and identify what adequate transportation means in the TIP. They also collect and administer fees in partnership with DeIDOT, and advocate the inclusion of projects in DeIDOT's six-year Capital Transportation Program (CTP).

DeIDOT works with local government and WILMAPCO to establish the TID. Payments are received from applicants in the TID instead of conducting Traffic Impact Studies (TIS) and constructing off-site improvements. DeIDOT oversees the traffic analysis, construction, and funding for roadway improvements and assigns scoring in the prioritization process for the CTP projects identified in the TID district.

TIDs are defined geographically, establishing a land use and transportation plan, have mapped boundaries, target the horizon year for improvements, parcels are identified for specific land use and establish LOS standards, and transportation improvements are needed.

In addition, the LOS measuring technique is identified such as travel time versus the intersection, and a contributing ~~on~~ system is based on the land use and transportation plan. Financing for improvements are identified and DeIDOT has an agreement with local government, The ordinance which establishes ~~the~~ property owner notification process level and an area-wide community meetings prior to the Planning Board Public Hearings.

Complete Community Enterprise Districts (CCEDs) are geographic areas of local government

that are jointly designated by the local government and DeIDOT for the economic development of mixed-use that is coordinated with multi-modal transportation investments. Ms. Dahlstrom said there are no CCEDs in Delaware; and that New Castle County will be collaborating with WILMAPCO on them.

Applicants participate in the CCED in lieu of conducting a TIS by developing consistent with the Master Plan. They also facilitate redevelopment within the CCED that is walkable and bikeable and promotes transit ridership along with balancing highway capacity and quality level of service standards.

The local government ~~that is collaborating with the~~ CCED partner provides zones and plans for mixed_uses and higher density development (to support transit) and exempts all development within_the area from off-street parking requirements.

DeIDOT develops Transit Capital Improvement Projects with the goal of increasing transit ridership to result in a greater Fare Box Recovery Ratio in the district. They identify and develop CTP projects to overcome significant barriers to walking and cycling in the district. DeIDOT also establishes a design goal for all streets and roads in the district that are not limited access, with free flowing eighty-fifth percentile motor vehicle traffic speeds of 25 miles per hour or less. They refrain from developing any projects that expand road capacity in the district unless they can demonstrate that the projects will not have a negative effect on transit access, pedestrian safety, or the percentage of trips by bicycle, under low traffic stress conditions.

CCEDs are defined geographically as mapped boundaries of one to nine square miles; establishing the land use and transportation plan, have more area zoned for residential than commercial, and target the horizon year from improvements. They also establish multimodal Level of Service (LOS) standards. DeIDOT has an agreement with local government that is established through New Castle County Council and the local planning agency, with at least one public hearing that is held and 60 - and 30-day public notice requirements that are adopted into the Comprehensive Plan.

Ms. Dahlstrom said the ordinance was established ~~because of to address~~ the unintended consequences of_sprawl that is counter to smart growth, delayed economic development projects, and updates to transportation LOS ~~is needed to update and~~ address these se -issues ~~to and~~ simplify the process.

Public forums for the Ordinance were held in October 2017, March and October of 2018. and ~~N~~Nearly 90% of attendees_believed TIDs should be used to raise revenue for transportation improvements and implement_flexible requirements (March 2018). ~~Public forums were held in March 2018 and the consensus was that~~ TIDs were noted as the favored recommendation and appeared to be the most practical solution ~~(. Public forums were also held in March and October 2018 and the attendees favored TIDs.~~

Ms. Dunigan noted that the University of Delaware Institute for Public Administration (IPA) would_present information regarding the analysis of CCED Districts at the August TAC meeting. Ms. Dahlstrom added that the CCED Districts are a joint jurisdictional effort with New Castle County_as a partner.

A