

Delmarva Freight Plan

Chapter 5

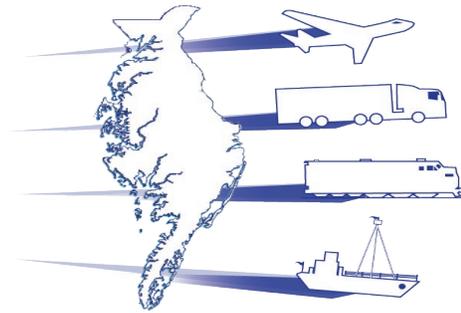
Existing Freight Planning Resources



Chapter 5

Existing Freight Planning Resources

Several existing freight programs and planning/coordination efforts involving federal, state, county, and local agencies and the private sector operate across the Delmarva Peninsula. Such efforts help to support, enhance, and expand freight and goods movement opportunities locally, regionally, and beyond. Targeted programs such as CVISN or rail/port/airport planning efforts focus almost exclusively on freight infrastructure and operations, while broader programs such as trade zone designations or each state’s transportation improvement program yield indirect opportunities and benefits. While not intended to be all-inclusive, this chapter highlights key programs, coordination efforts, and other resources relevant to the overall context of this freight plan.



5.1 Freight Institutions

Effective planning, management, and operation of the peninsula’s multimodal freight system require cooperative efforts and partnerships between freight-related institutions, agencies, infrastructure owners, and regulatory authorities. At the federal level, lead public agencies are generally housed within the U.S. Department of Transportation (*Exhibit 5.1*) or the U.S. Army Corps of Engineers.

Exhibit 5.1 – USDOT Operating Administrations

USDOT Operating Administrations		
OST	Office of the Secretary	http://www.dot.gov/administrations
OIG	Office of the Inspector General	https://www.oig.dot.gov/
FAA	Federal Aviation Administration	http://www.faa.gov/
FHWA	Federal Highway Administration	http://www.fhwa.dot.gov/w
FMCSA	Federal Motor Carrier Safety Administration	http://www.fmcsa.dot.gov/
FRA	Federal Railroad Administration	http://www.fra.dot.gov/
FTA	Federal Transit Administration	http://www.fta.dot.gov/
MARAD	Maritime Administration	http://www.marad.dot.gov/
NHTSA	National Highway Traffic Safety Administration	http://www.nhtsa.gov/
PHMSA	Pipeline and Hazardous Materials Safety Administration	http://www.phmsa.dot.gov/
RITA	Research and Innovative Technology Administration	http://www.rita.dot.gov/
SLSDC	Saint Lawrence Seaway Development Corporation	http://www.seaway.dot.gov/
STB	Surface Transportation Board	http://www.stb.dot.gov/

At the state level and below, the Peninsula’s geographic, political, and jurisdictional boundaries introduce a myriad of agencies and responsibilities. This mix presents a somewhat unique level of complexity in terms of orchestrating a comprehensive systemwide freight plan. Many of the lead agencies are housed within DelDOT, MDOT, and VDOT. However, responsibilities span other state agencies in ways that vary depending on each state’s governing and regulatory structures. Efforts also span MPO planning partners on and around the peninsula, capture local jurisdictions or governing bodies, and encompass a variety of private sector partners both large and small. Key agencies and organizations are highlighted below (*Exhibit 5.2*).

Exhibit 5.2 – Delmarva Peninsula Agencies with Key Freight Planning and/or Support Roles

Jurisdiction	Abbreviation	Organization
DE (DelDOT)	DelDOT	DelDOT Division of Planning
DE (DelDOT)	DelDOT	DelDOT Division of Maintenance & Operations
DE (DelDOT)	DelDOT	DelDOT Division of Transportation Solutions
DE (DelDOT)	DelDOT	DelDOT Office of Aeronautics
DE (DelDOT)	DE DMV	Delaware Division of Motor Vehicles
DE (DelDOT)	DTC	Delaware Transit Corporation
DE (DelDOT)	DTA	Delaware Transportation Authority
DE (State Police)	DSP	Delaware State Police
DE (State Police)	DSP CVEU	DSP Commercial Vehicle Enforcement Unit
DE (State Police)	DSP TEU	DSP Truck Enforcement Unit
DE (State Police)	DSP MCSAP	DSP Motor Carrier Safety Assistance Program
DE (Other)	DRBA	Delaware River & Bay Authority
DE (Other)	DSPC	Diamond State Port Corporation
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MD (MDOT)	MDOT OFM	MDOT Secretary’s Office/Office of Freight and Multimodalism
MD (MDOT)	SHA RIPD	MD State Highway Administration/Regional and Intermodal Planning Division
MD (MDOT)	SHA MCD	MD State Highway Administration/Motor Carrier Division
MD (MDOT)	MVA	Maryland Motor Vehicle Administration
MD (MDOT)	MAA	Maryland Aviation Administration
MD (MDOT)	MTA	Maryland Transit Administration
MD (MDOT)	MPA	Maryland Port Administration
MD (Other)	MDTA	Maryland Transportation Authority
MD (Other)	MDTA CVSU	Maryland Transportation Authority/Commercial Vehicle Safety Unit
MD (State Police)	MSP	Maryland State Police
MD (State Police)	MSP CVED	Maryland State Police/Commercial Vehicle Enforcement Division

Exhibit 5.2 – Delmarva Peninsula Agencies with Key Freight Planning and/or Support Roles (Continued)

Jurisdiction	Abbreviation	Organization
VA (VDOT)	VDOT	VDOT Multimodal Transportation Planning Office
VA (Other)	VA CTB	Virginia Commonwealth Transportation Board
VA (Other)	VA DMV	Virginia Department of Motor Vehicles
VA (Other)	VA DRPT	Virginia Department of Rail and Public Transportation
VA (Other)	VPA	Virginia Port Authority
VA (Other)	VIT	Virginia International Terminals, LLC
VA (Other)	VDA	Virginia Department of Aviation
VA (Other)	VA OIPI	Virginia Office of Intermodal Planning and Investment
VA (State Police)	VSP	Virginia State Police
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MPO (Study Area)	DKMPO	Dover/Kent County Metropolitan Planning Organization
MPO (Study Area)	WILMAPCO	Wilmington Area Planning Council
MPO (Study Area)	S/WMPO	Salisbury/Wicomico Metropolitan Planning Organization
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MPO (Buffer Area)	BMC	Baltimore Metropolitan Council
MPO (Buffer Area)	DVRPC	Delaware Valley Regional Planning Commission
MPO (Buffer Area)	HRTPO	Hampton Roads Transportation Planning Organization
MPO (Buffer Area)	MWCOG	Metropolitan Washington Council of Governments
MPO (Buffer Area)	RAMPO	Richmond Area Metropolitan Planning Organization
MPO (Buffer Area)	SJTPO	South Jersey Transportation Planning Organization
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Public/Private	DWTC	Delmarva Water Transport Committee
Public/Private	DMTA	Delaware Motor Transport Association
Public/Private	MMTA	Maryland Motor Truck Association
Public/Private	VTA	Virginia Trucking Association
Public/Private	-	I-95 Corridor Coalition
Public/Private	-	Northeast Corridor Commission
Public/Private	TCI	Transportation & Climate Initiative
Private	-	Private Sector/Freight Generating Industries (Chapter 2 and Exhibit 2.8)
Private	-	Private Sector/Rail, Port, Airport Facilities (Chapter 4 and Exhibits 4.13-4.17)

Delaware Agencies

DelDOT Operating Divisions: Multimodal freight interests are covered throughout DelDOT's operating divisions. The Office of the Secretary provides leadership and long-range transportation plan support. The Division of Planning oversees the state's comprehensive transportation planning and permitting processes while supporting inter/intra-agency efforts with transportation and land-use related data, data collection, analysis and advice. Overlapping freight interests in terms of designing, building, and maintaining the overall system are also inherent within the Division of Maintenance & Operations and the Division of Transportation Solutions. Other more specific modal elements include:

- Delaware Division of Motor Vehicles (DE DMV), which handles commercial drivers' licensing and truck registrations while also helping to ensure and support continuous operation of the state's toll facilities and toll network/toll collection improvements
- DelDOT Office of Aeronautics, which operates under the Division of Planning and is responsible for planning, coordination, and implementation of improvements to the state's public use airport system
- Delaware Transit Corporation (DTC) which operates as both a division within DelDOT and a subsidiary of the Delaware Transportation Authority funded by the state's Transportation Trust Fund (TTF), and which owns/oversees various public transit systems/services and passenger rail, freight rail, or airport facilities within the state

Delaware Transportation Authority (DTA): DTA operates under the auspices of DelDOT and is charged with ensuring an efficient multimodal transportation system within the state. DTA owns toll facilities along the Delaware Turnpike (tolled portions of I-95) and State Route 1, works through the DTC to support public transportation services, and administers Delaware's TTF.

Delaware River & Bay Authority (DRBA): DRBA is a multi-state agency focusing on key transportation links and related economic development opportunities across portions of Delaware and New Jersey. Within Delaware, DRBA-operated facilities include the Delaware Memorial Bridge, Cape May-Lewes Ferry, Wilmington-Philadelphia Regional Airport, Civil Air Terminal at Dover AFB, and Delaware Airpark. DRBA funding support includes bridge, ferry operation, and airport revenues.

Diamond State Port Corporation (DSPC): DSPC is a corporate entity of the state of Delaware that owns and operates the Port of Wilmington. DSPC and port operations are supported by Delaware's General Fund, and large capital projects are occasionally funded from the TTF.

Delaware State Police (DSP): In addition to general traffic enforcement and safety support, DSP's Commercial Vehicle Enforcement Unit (CVEU) integrates proactive and reactive enforcement specific to commercial vehicles. In addition, DSP's Truck Enforcement Unit (TEU) operates the Blackbird and US 301 weigh station facilities in New Castle County, as well as a number of portable scales to ensure vehicle weight and size checks. DSP's Motor Carrier Safety Assistance Program (MCSAP) further supports commercial vehicle inspections and vehicle/operator compliance throughout the state.



Delaware Department
of Transportation



Maryland Agencies

MDOT Modal Administrations: State freight-related institutions are housed within MDOT across its various modal administrations. Each modal administration is controlled by the governor through an executive level Secretary of Transportation. Projects and programs in each mode and at The Secretary's Office are funded through the consolidated TTF. Within the Secretary's Office, freight issues are handled by the Office of Freight and Multimodalism (OFM). In addition to overarching freight planning, OFM oversees the operation and project planning for the state-owned shortline railroads, intercity passenger rail projects that have an impact on freight movement along the Northeast Corridor, innovative truck parking solutions, and management of public-private freight initiatives. More specific modal elements include:

- State Highway Administration (SHA), which handles highway freight planning and project oversight through the Regional Planning and Intermodal Division, and trucking safety and highway weight enforcement through the Motor Carrier Division.
- Maryland Motor Vehicle Administration (MVA), which handles commercial drivers' licensing and truck registration
- Maryland Aviation Administration (MAA), which oversees cargo and passenger movement at the BWI Thurgood Marshall Airport and the Martin State Airport
- Maryland Transit Administration (MTA), which is responsible for Maryland state-owned shortline railroad infrastructure that is primarily located on the Eastern Shore
- Maryland Port Administration (MPA), which is freight driven and focuses on bulk cargo, containers, and roll-on/roll-off cars and equipment. MPA operates public marine terminals and coordinates with privately-owned marine terminals.

Maryland Transportation Authority (MDTA): MDTA is an independent agency responsible for managing, operating and improving Maryland's toll facilities, including highways, bridges, and tunnels. MDTA also holds an interest in shortline rail operations near the Port of Baltimore. As a separate toll revenue entity, MDTA has its own bonding capacity for toll related projects. The MDTA Police's Commercial Vehicle Safety Unit is responsible for performing truck and safety inspections, post-crash inspections, and enforcement activities at all facilities under their jurisdiction.

Maryland State Police (MSP): In addition to general traffic enforcement and safety support, MSP's Commercial Vehicle Enforcement Division (CVED) is the lead agency for truck and bus safety compliance and enforcement in Maryland.



Virginia Agencies

VDOT Operating Offices: Commonwealth transportation and freight planning efforts are housed within VDOT's various operating offices, divisions, and districts. Freight efforts are included within the Multimodal Transportation Planning Office and are supported by a variety of commonwealth agencies as listed below.



Virginia Commonwealth Transportation Board (VA CTB): Appointed by the governor, the 17-member CTB establishes the administrative policies for Virginia's transportation system. The board allocates highway funding to specific projects, locates routes, and provides funding for airports, seaports and public transportation.



Virginia Department of Motor Vehicles (VA DMV): The DMV handles motor carrier and commercial licensing, registration, and credential compliance, as well as truck size and weight enforcement. Field operations include permanent Motor Carrier Service Center sites such as the facility along US 13 in New Church, Accomack County, Virginia; as well as a mobile operations unit designated NOMAD to perform truck safety and weight inspections with mobile crews and in conjunction with law enforcement.



Virginia Department of Rail and Public Transportation (VA DRPT): Divisions within DRPT focus on rail, public transportation, and commuter services within the commonwealth. DRPT's Rail Division supports both passenger and freight rail in Virginia through funding and advocacy for rail improvements, industrial access and preservation projects. Funding access through DRPT includes Virginia's Rail Enhancement Fund, Rail Industrial Access Grants, and Rail Preservation Grants.



Virginia Port Authority (VPA): VPA is a political subdivision of the commonwealth that maintains a service agreement with Virginia International Terminals LLC (VIT) to operate its state-owned ports. Facilities under their jurisdiction include marine terminals at Norfolk International Terminals (NIT), Portsmouth Marine Terminal (PMT), and Newport News Marine Terminal (NNMT), as well the Virginia Inland Port (VIP), an inland intermodal facility located in Front Royal, Virginia.



Virginia Department of Aviation (VDA): VDA oversees the commonwealth's aviation system and related safety, security, and economic development issues and opportunities. Specific tasks include updating the Virginia Air Transportation System Plan (VATSP) to support and develop growth of the Commonwealth's 66 public airports.



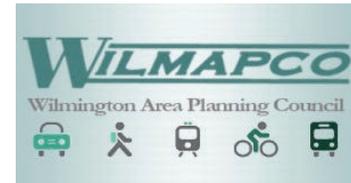
Virginia Office of Intermodal Planning and Investment (VA OIPI): The OIPI functions within the Office of the Secretary of Transportation and is tasked with maintaining and coordinating a multimodal working group consisting of the lead planners for each mode of transportation and the policy advisors of every agency within the Secretariat, including those listed above plus the Motor Vehicle Dealer Board and the Virginia Commercial Space Flight Authority. Freight-specific planning oversight includes Virginia's statewide long-range multimodal policy plan (VTrans) and the Virginia Multimodal Freight Plan.

Virginia State Police (VSP): VSP supports general highway and vehicle enforcement through a number of field offices within the Bureau of Field Operations (BFO), Bureau of Criminal Investigation (BCI), and the commonwealth's overall vehicle safety inspection program.

Metropolitan Planning Organizations

Given the varied local, regional, and national issues affecting freight and goods movement, MPOs can fill a unique role in helping to support or advance freight planning efforts and coordination across broad jurisdictional boundaries. These organizations help to link a detailed understanding of specific local/regional issues with statewide or systemwide freight planning efforts and between public and private sector stakeholders. Direct MPO planning partners on the peninsula include WILMAPCO, DKMPO, and S/WMPO with geographic areas as follows:

WILMAPCO: covering New Castle County in Delaware, and Cecil County in Maryland



DKMPO: covering Kent County in Delaware, including all of Milford and Smyrna

S/WMPO: covering portions of Wicomico County in Maryland (including Salisbury, Fruitland, and Delmar) and portions of Sussex County in Delaware (including Delmar)

In addition to the peninsula's direct MPO planning partners and with respect to freight movements across the region, there are a number of MPOs that cover a wider buffer area surrounding the peninsula. Geographic areas covered by these organizations include:

Baltimore Metropolitan Council (BMC): covering Anne Arundel, Baltimore, Carroll, Harford and Howard counties in Maryland; as well as Baltimore City

Delaware Valley Regional Planning Commission (DVRPC): covering Bucks, Chester, Delaware, Montgomery, and Philadelphia counties in Pennsylvania; and Burlington, Camden, Gloucester and Mercer counties in New Jersey



Hampton Roads Transportation Planning Organization (HRTPO): covering portions of southeastern Virginia including Gloucester, Isle of Wight, James City, and York Counties; and the cities of Chesapeake, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach, and Williamsburg



National Capital Region Transportation Planning Board (NCRTPB): covering Washington, D.C., and the surrounding jurisdictions as one of three boards within the Metropolitan Washington Council of Governments (MWCOG). Jurisdictions in Maryland include Charles, Frederick, Montgomery, and Prince George's counties; as well as the cities of Bowie, College Park, Frederick, Gaithersburg, Greenbelt, Rockville, and Takoma Park. Jurisdictions in Virginia include Arlington, Fairfax, Loudoun, and Prince William counties; as well as the cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park.



Richmond Area Metropolitan Planning Organization (RAMPO): covering Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, and Powhatan counties in Virginia; as well as the Town of Ashland and the City of Richmond



South Jersey Transportation Planning Organization (SJTPO): covering Atlantic, Cape May, Cumberland, and Salem counties in southern New Jersey

Private Sector

Private transportation infrastructure owners, operators, and related parties are inherently critical to freight and goods movement across the peninsula's transportation system. Key private sector involvement is highlighted below; collectively, this involvement contributes substantial private investments to maintain, enhance, or expand critical components of the peninsula's economic and freight transportation engines.

Business and Industry: Chapter 2 of this plan highlighted major employers and freight generating industries including transportation logistics providers, distribution centers such as Amazon or Walmart, energy production facilities such as the Delaware City Refinery, and key players in the chemical, agricultural, food processing, poultry, seafood, or manufacturing industries among many others.

Transportation Infrastructure Owners/Operators: Chapter 4 of this plan summarized major transportation partners such as Norfolk Southern, CSX, shortline rail operators, Dover AFB, and a variety of air, port, rail, and transfer facilities.

Collaborative Organizations: Groups such as the Delmarva Water Transport Committee and the I-95 Corridor Coalition provide an additional formal means through which to merge private and public coordination efforts with regard to freight-focused interests critical to the study area.

5.2 Coordination Activities

Amongst the key freight planning institutions, stakeholders, and partners, a number of efforts currently take place within and across agency or jurisdictional boundaries to help facilitate and coordinate freight planning activities on the peninsula and throughout the surrounding region. While some of these efforts include formal groups or operating/cost sharing agreements, many simply involve ongoing collaboration to address key issues and to foster enhanced planning, monitoring, or promoting of freight and economic-related interests. Specific groups or activities include:

State and MPO Collaboration: DelDOT, MDOT, and VDOT each partner with their region's various MPOs to address freight initiatives. MPO leadership on the peninsula includes WILMAPCO, DKMPO, and S/WMPO, though activities extend across the region to include DVRPC, BMC, and MWCOG/NCRTPB among others. Collaboration includes joint freight planning activities such as regional freight studies, defining freight corridors and priorities, or identifying projects and programs; CVISN efforts and related truck weight enforcement or commercial vehicle credentialing; and public/private freight advisory groups and meetings, including periodic attendance at key events such as:

- Delmarva Freight & Goods Movement Working Group
<http://www.wilmapco.org/delmarva/>
- DVRPC Goods Movement Task Force (quarterly meetings)
<http://www.dvrpc.org/Freight/DVGMTF.htm>
- BMC Freight Movement Task Force (quarterly meetings)
<http://www.baltometro.org/multi-modal-planning/freight-movement-task-force>
- MWCOG Transportation Planning Board Freight Subcommittee (bi-monthly meetings)
http://www.mwco.org/transportation/committee/committee/default.asp?COMMITTEE_ID=231
- AASHTO/FWHA Freight Transportation Partnership Meetings (biennial meetings)
<http://www.ops.fhwa.dot.gov/freight/partnership.htm>

Delmarva Freight Summit/Delmarva Freight & Goods Movement Working Group: Development of this freight plan coincided with ongoing efforts spearheaded by WILMAPCO, DelDOT, and MDOT to launch a regularly-scheduled Delmarva Freight Summit focusing on the needs and interests of the peninsula. This forum built on past successes of the Delmarva Rail Summit with an expansion to address all modes of freight and goods movement. Coordination efforts also branched out to establish and encourage participation in a separate series of periodic meetings of a Delmarva Freight & Goods Movement Working Group. This group and related efforts will provide additional opportunities to share and gain insights specific to the needs and concerns of freight stakeholders across the Delmarva Peninsula while also working in-line with MAP-21's emphasis on establishing a state freight advisory committee to foster a collaborative freight planning process.

Delmarva Water Transport Committee (DWTC): DWTC is a non-profit organization with headquarters in Salisbury, Maryland. Its mission is to encourage the continuation and further development of waterborne commerce on the rivers, bays and harbors of the Delmarva Peninsula through the promotion of adequate dredging, safe navigation, and maintenance and development of harbor and river terminals in such a manner as to protect and conserve the environment. Coordination efforts span members and partners from the U.S. Coast Guard, USACE, and state or municipal governments to numerous commodity shippers/receivers, petroleum distributors, marine carriers, construction/engineering firms, consultants, and financial institutions.¹

MDOT and MDDE Collaboration: The Maryland and Delaware Railroad (MDDE) provides rail service to Maryland's Eastern Shore via the Chestertown, Centreville, Seaford, and Snow Hill lines that connect with the NS Delmarva Secondary at three points in Delaware (see previous [Chapter 4](#)). MDDE is owner/operator of the Snow Hill line, but operates on Maryland state-owned rail lines along the Chestertown, Centreville, and Seaford routes. Since 1982, collaborative efforts between MDOT and MDDE have seen the investment of over \$2 million in state funds to rehabilitate the railroad right-of-way and bridge structures. MDDE is working to further upgrade the Snow Hill line to accommodate 286,000 pound rail cars and, with MDOT, has pursued grant options and additional economic development assistance.

Trucking Associations: The commercial trucking industry throughout the region is served and represented by state-specific advocacy groups including the Delaware Motor Transport Association (DMTA), Maryland Motor Truck Association (MMTA), and Virginia Trucking Association (VTA). Each group aims to lobby for and enhance industry-specific interests and issues; fleet management practices; safety and security conditions; business efficiencies, image, or opportunities; and related educational programs.

Heavy Vehicle License Plate Inc. (HELP): HELP is a public/private company partnering with DelDOT and other states to provide Delaware with Pre-Pass commercial vehicle screening technology at no cost to the state; user fees are paid to HELP by motor carriers and other users of the equipment. The Pre-Pass technology enables qualified motor carriers to electronically comply with state safety, weight, and credential requirements and bypass designated weigh stations under certain conditions.

¹ <http://www.dwtconline.com>

I-95 Corridor Coalition: This coalition is an alliance of transportation agencies, toll authorities, and related organizations, including public safety, from Maine to Florida. The coalition works together to accelerate transportation improvements across jurisdictions and modes. It operates through a variety of Committees including, for example, freight-focus areas within the Intermodal Freight & Passenger Movement Committee and the Commercial Vehicle Operations Subcommittee.²

NEC Commission: The Northeast Corridor Infrastructure and Operations Advisory Commission (NEC Commission) focuses on the challenges of coordinating, financing, and implementing major improvements across multiple jurisdictions that influence NEC freight and passenger rail movements throughout the Northeast region of the United States. The NEC Commission is comprised of members from each of the NEC states, Amtrak, and the U.S. Department of Transportation. Specific roles involve coordinating strategic long-term planning with NEC stakeholders, as well as making annual recommendations to Congress.³

Transportation and Climate Initiative (TCI): TCI is a regional collaboration of 11 Northeast and Mid-Atlantic states and the District of Columbia that seeks to develop a clean energy economy and reduce oil dependence and greenhouse gas emissions from the transportation sector. Recognizing that nearly one third of all greenhouse gas emissions come from the transportation sector, participating states have started taking action in four core areas: clean vehicles and fuels, sustainable communities, freight efficiency, and information and communication technologies. TCI's Freight Efficiency workgroup seeks to identify and advance regional initiatives to promote sustainable economic development, minimize traffic congestion, and reduce greenhouse gas emissions through more efficient goods movement and technology.⁴

5.3 Project Funding and Revenue Sources

Lacking a dedicated, sustainable funding source for multimodal freight improvements, efforts currently draw from a variety of available resources. Typical federal, state, or other sources include:



Federal Formula Programs

The nation's Highway Trust Fund (HTF) provides federal funding eligibility for highway freight transportation projects. The HTF itself is sustained mostly by federal motor fuel taxes, though ongoing research and debates continue to explore options to enhance/ensure its future solvency. With the creation of MAP-21 and from a freight planning perspective, HTF funds are allocated through five formula programs as follows:

National Highway Performance Program (NHPP): NHPP Funds are used to support, maintain, and enhance existing or new facilities that are specifically part of the National Highway System (NHS). Eligible projects must likewise be part of the NHS. Freight benefits may be achieved on a broader perspective with project types such as NHS segment construction, reconstruction, resurfacing, etc., as well as improvements to NHS operations, highway safety, or infrastructure-based ITS capital.

Surface Transportation Program (STP): STP is a flexible fund for preservation and improvement of any federal-aid highway, bridge or tunnel projects on any public road, plus other pedestrian, bicycle, or transit applications. Any general highway improvement will potentially yield freight benefits, as will eligibility for projects such as truck parking facilities, advanced truck stop electrification, infrastructure-based ITS capital improvements, or congestion pricing and related strategies. STP also allows for surface transportation infrastructure improvements in port terminals for direct intermodal interchange, transfer, and port access.

² <http://i95coalition.org>

³ <http://www.nec-commission.com/>

⁴ <http://www.transportationandclimate.org/>

Highway Safety Improvement Program (HSIP): HSIP funds target highway safety improvement strategies, activities, or projects on a public road that are consistent with a statewide Strategic Highway Safety Plan (SHSP) to identify and improve hazardous roadway locations or features. Safety improvements often benefit all traffic, including freight. Truck parking improvements are also eligible for HSIP funds.

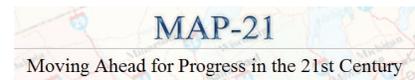
Congestion Mitigation and Air Quality Improvement (CMAQ) Program: CMAQ funds focus on transportation projects that maintain or improve air quality and reduce air pollution. Freight interests and benefits may overlap with operational or corridor type improvements (e.g., improved signalization, turning lanes, transportation systems management), as well as incident response, ITS, real-time traveler information, or similar efforts. Advanced truck stop electrification systems, diesel retrofits, or facilities serving electric or natural gas-fueled vehicles are also eligible for CMAQ funds.

Metropolitan Planning Program: Funds from this program support MPO efforts to establish and use a performance-based transportation planning approach consistent with MAP-21 objectives. Such processes will foster informed decision-making, including potential freight considerations, relative to long-range transportation planning or transportation improvement program outcomes.

Other Federal Funding Programs

Federal funding sources beyond the five primary formula programs listed above may also provide freight opportunities to varying extents as listed on below.

MAP-21 Federal Share Increase: Though not a program, per se, MAP-21 provisions make projects to improve freight movement eligible for a share of up to 95% for an Interstate System project or 90% for a non-Interstate System project. Eligible projects must make a demonstrable improvement in the efficiency of freight movement and be identified as part of a statewide freight plan per Section 1118 of MAP-21.



Transportation Infrastructure Finance and Innovation Act (TIFIA) Program: The TIFIA program provides federal assistance in the form of loans or lines of credit to enhance the ability of project sponsors to invest the necessary capital into large-scale, complex, or regionally/nationally significant transportation improvements. TIFIA eligibility covers a broad variety of surface transportation projects including highway and multimodal/intermodal improvements. Exceptional freight benefits may include rail, port, intermodal facility, or surface transportation projects that are specifically related to access and direct intermodal transfers.

Transportation Investment Generating Economic Recovery (TIGER) Program: Originally created as part of the American Recovery and Reinvestment Act of 2009 (ARRA), TIGER allocations have continued annually as a discretionary grant program funded through federal general revenues. This highly-competitive program focuses on supporting road, rail, transit, or port projects that yield significant national, metropolitan, or regional impacts and that face multimodal, multi-jurisdictional, or otherwise challenging funding constraints. Freight successes within the TIGER program have been substantial – WILMAPCO has noted that the last cycle of the program (Tiger V) included 25 freight-related projects representing 43% of the overall funding.



Projects of National & Regional Significance (PNRS): This competitive program focuses on supporting critical, high-cost surface transportation capital projects that will help to accomplish national goals, including national/regional economic benefits. Large scale, multi-jurisdictional efforts with the potential for substantial freight benefits would be eligible under the PNRS program, and USDOT/FHWA continue to be interested in the identification of potential projects despite the uncertainties surrounding future PNRS allocations. PNRS funding has not been appropriated in the current federal fiscal year.

Railway Highway Crossings: Funded with a set-aside from HSIP, this program funds safety improvements to reduce the number of fatalities, injuries, and crashes at public grade crossings.

FRA Supported Railroad Funding: A variety of mode-specific grant and loan programs are supported by the FRA to fund passenger and freight rail infrastructure improvements encompassing safety, congestion relief, expansions, and upgrades. These programs include, among others, the High-Speed Intercity Passenger Rail Program (HSIPR), the Rail Line Relocation & Improvement Capital Grant Program (RLR), and the Railroad Rehabilitation & Improvement Financing (RRIF) Program.⁵

FAA Airport Improvement Program (AIP): The AIP is a mode-specific program managed by the FAA, funded by the federal Airport and Airway Trust Fund (AATF), and dedicated to providing grants for the planning and development of public-use airports that are included in the National Plan of Integrated Airport Systems (NPIAS). AIP funds are distributed based on a prioritization of critical airport development and associated capital needs as identified by the national Airports Capital Improvement Plan (ACIP).



Waterborne Revenue Sources: At the federal level, the Harbor Maintenance Trust Fund (HMTF) compiles revenues that congress may use to invest in waterborne freight transportation maintenance and improvements. The HMTF is funded by the Harbor Maintenance Tax (HMT) and focuses on port maintenance dredging, though funds must be specifically appropriated by Congress.

State Transportation Trust Funds

State funding for multimodal freight transportation projects, including state match dollars for the various federal programs listed above, are primarily derived from each state's Transportation Trust Fund (TTF). These funding sources are generally pooled and flexible resources as follows:



Delaware TTF: This fund serves Delaware as a consolidated source of revenue that provides a flexible means for operating or funding transportation projects or expenditures across the state, including specific agency operations such as DTA or DTC. Revenue sources include motor fuel taxes, state toll collection, vehicle document and registration fees, operator license and titling fees, and others. Though DelDOT does not typically program state funds exclusively for freight-related transportation projects, freight benefits may accompany various road/highway projects that are funded through the TTF, and large capital projects such as for DSPC have occasionally been included. There are, however, restrictions; Delaware, for example, cannot invest in private railroad infrastructure without State Legislative authorization.



Maryland TTF: MDOT has a dedicated, mode-neutral funding source in the Maryland TTF, which is a pooled fund supported by motor vehicle excise taxes and vehicle fees, fuel tax revenues and a portion of the state sales and corporate income taxes. None of these revenue streams are tied directly to a stove piped program or project. Using

⁵ <http://www.fra.dot.gov/Page/P0021>

this flexible fund, MDOT can and does apply state funding to intermodal freight projects. The Maryland TTF allows MDOT to direct resources to priority projects and encourages multimodal solutions.

Virginia TTF: Virginia's TTF is one component of a broader Commonwealth Transportation Fund (CTF) that also includes the Highway Maintenance and Operating Fund (HMOF), the Priority Transportation Fund (PTF), and other state or federal fund sources and bonds. TTF revenues draw from general sales and use taxes, motor vehicle sales taxes, gas taxes, motor vehicle registration fees, and other sources. Unlike the more mode-neutral structures in Delaware and Maryland, Virginia's TTF is distributed by formula to distinct groupings for highway, port, airport, and public transportation improvements. Each separate fund is likewise managed by a separate entity including VDOT's Construction Fund, VPA's Port Fund, the Aviation Board's Airport Fund, and the DRPT's Mass Transit Fund.



Other Funding Sources

Funding beyond that listed above includes various grant or loan programs, mode-specific sources, or other efforts that support and encourage public-private partnerships and investments in freight-related transportation improvements or economic development. Such sources may include:

Virginia Transportation Infrastructure Bank (VTIB): VTIB is an additional sub-fund of Virginia's TTF that is a special non-reverting, revolving loan fund. It was created to make loans, grants, or financial assistance to eligible localities or private entities to finance transportation projects and encourage the investment of both public and private funds into eligible projects. Eligible projects include toll facilities; mass transit; freight, passenger, and commuter rail, including rolling stock; port and airport and other transportation facilities.

Virginia Transportation Partnership Opportunity Fund (TPOF): TPOF is an additional grant, loan, or financial assistance program that may be used by Virginia's Governor to encourage the development of transportation projects or provide monies to address the transportation aspects of economic development opportunities. The program's focus spans modes but aims to support projects, studies, and activities beyond the funding capability of existing programs.

Virginia Rail Funding: The Virginia DRPT administers rail funding through an additional tier of programs that include the Rail Enhancement Fund – the commonwealth's first ever dedicated source of monies for passenger and freight rail infrastructure improvements. Additional programs include Rail Industrial Access Grants and Rail Preservation Grants. The former focuses on the construction or improvement of railroad tracks and facilities to link industrial or commercial sites where freight rail service connections to common carriers are needed. The latter provides funding for Virginia's shortline railroads.

Operating Revenues: Certain agencies or opportunities draw from operating revenues, tolls, or fees from various transportation elements including roadway, bridge, ferry, or airport facilities. DRBA, for example, is funded primarily through specific operating revenues under their jurisdiction. WILMAPCO has also noted that attempts have been made to pay for projects using future toll revenues such as those projected for US 301. Investments from such sources may be subject to restrictions. DRBA, for example, follows a process outlined by special resolution (DRBA Resolution 94-16) that limits their investments in any single project to \$500,000 for each 50 new jobs created by the investment as certified by a business plan.⁶

Private Sector: The incredible value and benefit of private sector investments made toward privately-owned and/or operated freight infrastructure cannot be over emphasized. Such investments make possible critical

⁶ <http://www.drba.net/EconomicDevelopment/FundingOpportunities.aspx>

components of the peninsula's overall economic and freight transportation engines. A recent report from the House Committee on Transportation & Infrastructure noted, for example, that in 2011 freight railroads invested over \$23 billion in capital expenditures to improve and expand their networks. Private investments affect infrastructure across all modes; business and industry assets including logistics, warehousing, and distribution facilities; and operations or ITS support such as the Pre-Pass technology provided to states via HELP, Inc.

Public-Private Partnerships (P3): P3s are contractual agreements formed between a public agency and private sector entity that allow for innovative funding possibilities and/or greater private sector participation in the delivery and financing of transportation projects. DelDOT and MDOT have utilized P3 approaches to successfully implement freight-related projects. Delaware, for example, entered into an agreement with NS in 2002 to invest in the replacement of NS's Shellpot Bridge, and NS is in turn reimbursing the state through rail car tolls exacted for each crossing of the bridge. Maryland's P3 efforts have likewise allowed for the planning and construction of large projects, including the partnership between MDOT and Ports America Chesapeake to improve infrastructure at the Seagirt Marine Terminal at the Port of Baltimore. Virginia also has implemented and continues to plan for a number of large-scale P3 projects under the leadership of the Virginia Office of Transportation Public-Private Partnerships.

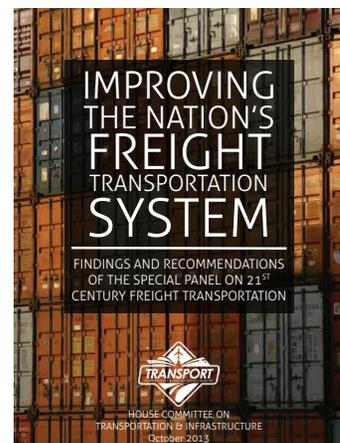
Public-Private Partnerships

FHWA encourages the consideration of public-private partnerships (P3s) in the development of transportation improvements. Early involvement of the private sector can bring creativity, efficiency, and capital to address complex transportation problems facing State and local governments. FHWA's Office of Innovative Program Delivery (IPD) provides information and expertise in the use of different P3 approaches, and assistance in using tools including the SEP-15 program, private activity bonds (PABs), and the TIFIA Federal credit program to facilitate P3 projects.

Source: <http://www.fhwa.dot.gov/ipd/p3/index.htm>



Future Prospects: While needs will almost certainly outpace available funding, the search for reliable and enhanced revenue options will continue into the future. Efforts of the Congressional Committee on Transportation and Infrastructure in 2013 explored revenue options in the document "Improving the Nation's Freight Transportation System: Findings and Recommendations of the Special Panel on 21st Century Freight Transportation." Concepts for generating revenues to pay for freight-related projects included various tax or user fee modifications, vehicle miles traveled (VMT) fees, congestion pricing, gas/diesel tax increases, heavy vehicle use tax increases and indexing, customs duties and fees, freight waybill taxes, weight-distance taxes, container taxes, trust fund refinements, innovative financing options, and encouragement of P3 opportunities. Committee efforts in 2014 also established a special panel to focus on the use of and opportunities for P3s across all modes of transportation, economic development, public buildings, water, and maritime infrastructure and equipment.⁷ Though future authorizations, revenue possibilities, or other programs will likely continue in a state of evolution beyond completion of this freight plan, it is clear that discussions will benefit from cooperation and communication at all levels and across all stakeholder groups.



⁷ <http://transportation.house.gov/>

5.4 Capital Plans and Programs

Current and potential funding and investment plans vary across the peninsula's three-state area. As noted in the introduction to this plan, several of the formal programs were referenced as part of an extensive document review effort. Key plans specific to advancing freight policies and/or programming freight-related projects on the Delmarva Peninsula are highlighted below.

Statewide Long-Range Transportation Plans/Capital Investment Plans: these efforts review transportation needs and requirements 20 to 25 years into the future and establish the goals, principles, policies, performance measures, and actions that shape future transportation investments. The long-range plan generally outlines guidance and strategies to address areas such as economic growth, safety, congestion, air quality, and public mobility in line with the needs and priorities of the state and its local jurisdictions and citizens. Subsequently, these plans help to inform the development of nearer-term capital investment plans that outline all projects or programs that the state will be advancing in some aspect (e.g., from planning, design, right-of-way acquisition, construction, maintaining, or upgrading) over a six-year period, the first four years of which typically encompass the state-specific transportation improvement program. Included are:

- Delaware Long-Range Transportation Plan (LRTP)
- Delaware Capital Transportation Program (DE CTP)
- Maryland Transportation Plan (MTP)
- Maryland Consolidated Transportation Program (MD CTP)
- Virginia State Highway Plan
- Virginia Statewide Multimodal Plan
- Virginia Six-Year Improvement Program (SYIP)

Local/Regional Area Long-Range Transportation Plans: these planning documents detail the needs and priorities of smaller regions throughout the Delmarva Peninsula, setting forth a relevant course of action that is specific to each area's local transportation investments and decisions, while also helping to inform issues that may be folded into broader statewide planning efforts. Included are:

- WILMAPCO's Regional Transportation Plan
- DKMPO's Metropolitan Transportation Plan
- S/WMPPO's Long-Range Transportation Plan
- Virginia's Small Urban Area Transportation Plans
- Virginia's Rural Regional Long-Range Plans

Multimodal Freight Plans: these multimodal freight-focused plans integrate new and existing sources of information to yield a high-level overview of the freight transportation system in its entirety, while also providing overlapping guidance that points back to or helps to inform more detail planning or programming efforts. Included are:

- Delmarva Freight Plan
- Maryland's Statewide Freight Plan
- SHA/MDTA's Freight Implementation Plan/Final Report
- Virginia Statewide Multimodal Freight Study

Rail System Plans: these mode-specific plans detail the basis for federal and state investments into freight and passenger rail infrastructure. Efforts in these and other freight-focused plans encompass major railroad and shortline improvements, priority efforts such as the Chesapeake Connector project to add a third track along Amtrak's NEC in Cecil County, or larger-scale regional support for initiatives such as the NS Heartland or Crescent Corridors and the CSX National Gateway. Included are:

- Delaware State Rail Plan
- Maryland State Rail Plan
- MTA's Freight Lines Strategic Plan
- Virginia Statewide Rail Plan
- Northeast Corridor Infrastructure Master Plan

Aviation System Plans: these state-specific plans detail the type, location, timing, extent, and cost of airport development to preserve and expand a safe and efficient system of airports. Future investments typically detail FAA grant support and specific improvements, for example, to expand runways at Delaware Airpark or Sussex County Airport, or to enhance airport business and commercial air service (via Frontier Airlines) at Wilmington-Philadelphia Regional Airport. Affecting the Peninsula are:

- Delaware Aviation System Plan
- Maryland Aviation System Plan
- Virginia Air Transportation System Plan

Port/Waterway Plans: these mode-specific plans focus on maintenance and improvement of the Peninsula's port, channel, and inland waterway systems and infrastructure, including dredging operations. Included are:

- Port of Wilmington's Strategic Master Plan
- MPA's Vision and Strategic Plans
- VPA Strategic Plans
- USACE Navigation or related programs

5.5 Planned Projects and Developments

Building from the available plans and activities noted above, it was important for this Delmarva Freight Plan to clearly establish a list of committed transportation improvements that are or will be programmed for future implementation regardless of the outcome of this freight plan. Future project commitment assumptions (for the purposes of this study) were limited to larger-scale efforts that could impact the capacity, connectivity, operations, or other substantial elements of the overall freight transportation system, particularly with respect to the anticipated scenario planning analyses that will be detailed in subsequent chapters. Identified projects will be assumed in the future trendline or “no-build” transportation system and establish the starting point from which other longer-term project or policy recommendations may be investigated. Committed projects were identified through a review of numerous existing planning documents and vetted through the freight plan’s advisory team. Assumed projects for the future trendline conditions are summarized below (*Exhibit 5.3* and *Exhibit 5.4*).

In addition to future project commitments specific to the Delmarva Peninsula, future analyses and scenario planning efforts may consider projects of national/regional significance as applicable in the development or assessment of what-if scenarios and yet-to-be-determined improvements. As noted previously, federal appropriations to the PNRS program ended in 2013, and future allocations or commitments are uncertain. However, a brief review of previous allocations revealed six PNRS projects⁸ of interest in terms of their potential to influence freight activities around the Delmarva Peninsula, including:

- Liberty Corridor (8-County Region in New Jersey)
- Cross Harbor Freight Movement Project (New York, New York)
- US 422 Widening and Interchange Improvements (Montgomery County, Pennsylvania)
- I-80 Interchange Improvements (Monroe County, Pennsylvania)
- Rail Relocation to Route 164/I-64 Rail Corridor (Portsmouth and Chesapeake, Virginia)
- Heartland Corridor Intermodal Freight Facility Improvements (Virginia, West Virginia, Ohio)

Additional long-term projects or developments that are not currently assumed to be programmed with committed funding may be re-visited during the scenario planning analyses and development of recommendations that will be detailed in subsequent chapters of this plan. Potential projects may be drawn from longer-term commitments, lists of aspirations, or possible TIGER proposals that may be identified by the various state and local/regional planning agencies and long-range transportation plans.

⁸ http://ops.fhwa.dot.gov/freight/policy/rpt_congress/pnrs12rptcong/index.htm

Exhibit 5.3 – Future Project Commitment Assumptions on the Delmarva Peninsula (Map)

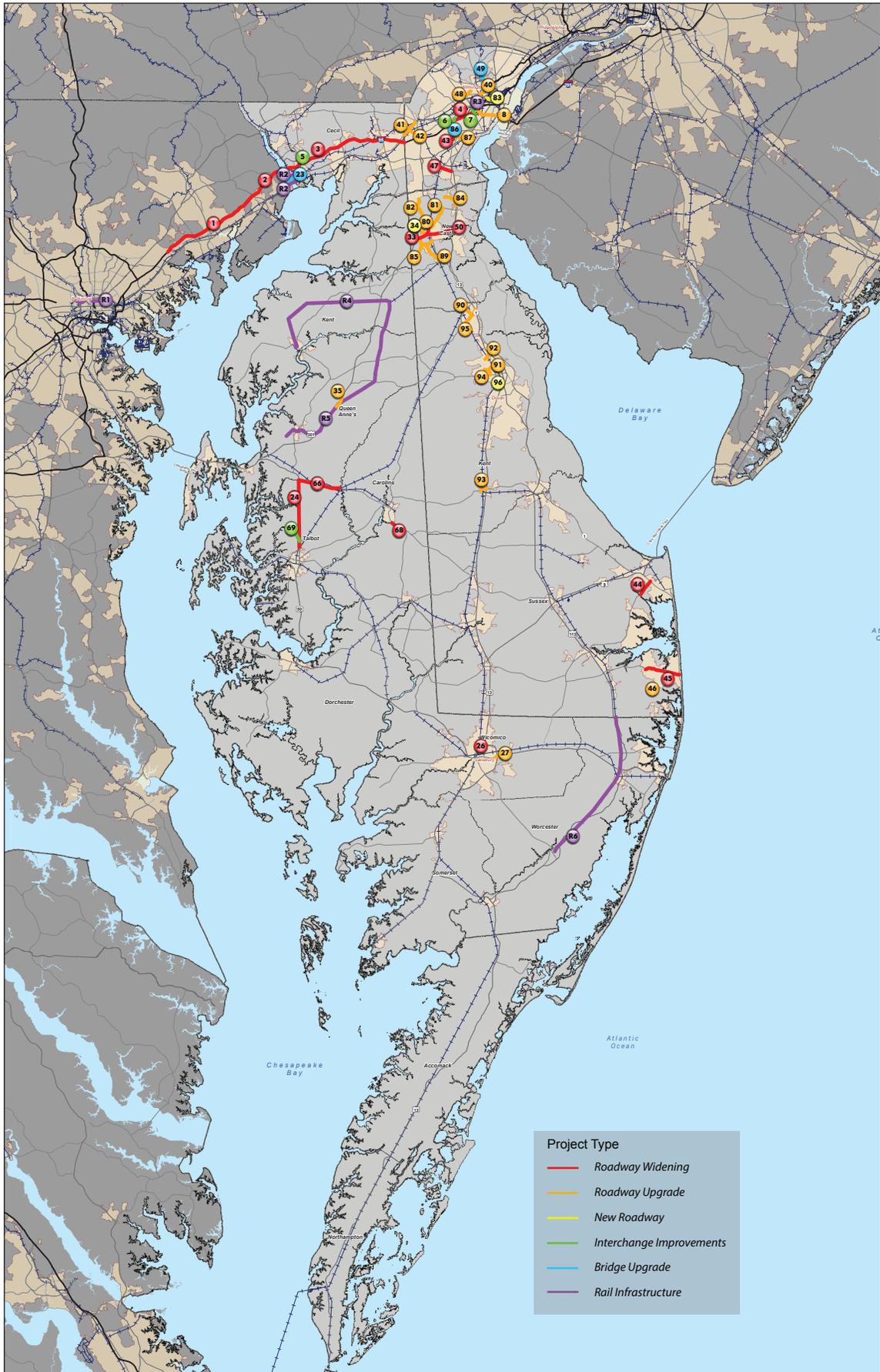


Exhibit 5.4 – Future Project Commitment Assumptions on the Delmarva Peninsula (Table)

Map ID	Route	Project Type ^(a) and Description		State (County)	Source ^(b)
Interstate Routes					
1	I-95	WID	Reconstruct and widen I-95 - MdTA Section 200	MD (Baltimore / Harford)	3
2	I-95	WID	Reconstruct and widen I-95 - MdTA Section 300	MD (Harford / Cecil)	3
3	I-95	WID	Reconstruct and widen I-95 - MdTA Section 400	MD (Cecil)	3, 5 (LT)
4	I-95	WID	I-95 / SR 1 to SR 141 - Widening to Add 5th Lane	DE (New Castle)	1
5	I-95	INT	I-95 / Belvedere Road New Interchange	MD (Cecil)	3
6	I-95	INT	I-95 / SR 1 Interchange Ramp	DE (New Castle)	1
7	I-95	INT	I-95 / US 202 Interchange Ramp	DE (New Castle)	1
8	I-295	UPG	I-295 Improvements, I-95 to Memorial Bridge	DE (New Castle)	1
US Routes					
23	US 40	BRG	MDTA Thomas J. Hatem Memorial Bridge (ORT lanes w/ truck capability)	MD (Cecil)	4
24	US 50	WID	Reconstruct and widen US 50 - MD 404 to MD 322	MD (Talbot)	3
26	US 50	WID	Construct an additional lane from US 50 onto Salisbury Bypass	MD (Wicomico)	4
27	US 50	UPG	US 50 at US 13 (Signalize US 50 WB off-ramp and improve US 13 NB weave)	MD (Wicomico)	4
33	US 301	WID	US 301, Peterson Road to Levels Road	DE (New Castle)	1
34	US 301	NEW	US 301, MD State Line to SR 1 (Mainline)	DE (New Castle)	1, 5 (ST)
35	US 301	UPG	US 301 Bay Country Rest Area - Truck Parking	MD (Queen Anne's)	4
DE State Routes					
40	DE 2	UPG	SR 2, SR 100 to Broom Street	DE (New Castle)	1
41	DE 2	UPG	SR 2, Elkton Road, MD Line to Casho Mill	DE (New Castle)	1, 5 (ST)
42	DE 4	UPG	SR 4, Christina Pkwy, SR 2 to SR 896 (eastbound)	DE (New Castle)	1, 5 (ST)
43	DE 7	WID	SR 7, Newtown Road to SR 273	DE (New Castle)	1
44	DE 24	WID	SR 24, SR 1 to Love Creek	DE (Sussex)	1
45	DE 26	WID	SR 26, SR 1 to Omar Road	DE (Sussex)	1
46	DE 54	UPG	SR 54 Improvements (Center Left Turn Lane)	DE (Sussex)	1
47	DE 72	WID	SR 72, McCoy Road to SR 71	DE (New Castle)	1, 5 (ST)
48	DE 141	UPG	SR 141, Kirkwood Highway to Faulkland Road	DE (New Castle)	1
49	DE 141	BRG	Tyler McConnell Bridge, SR 141, Montchannin Rd to Alapocas Rd	DE (New Castle)	1, 5 (MT)
50	DE 299	WID	SR 299, SR 1 to Catherine Street	DE (New Castle)	1, 5 (ST)
MD State Routes					
66	MD 404	WID	Upgrade existing MD 404 to a 4 lane divided highway with access control from US 50 to MD 404 Business	MD (Queen Anne's / Talbot)	4
68	MD 404	WID	Reconstruct and widen MD 404 - Queen Anne's Co. line to MD 404 Bus	MD (Caroline)	3
69	MD 662	INT	Intersection and capacity improvements - MD 662 at US 50 / MD 309	MD (Talbot)	4

Exhibit 5.4 – Future Project Commitment Assumptions on the Delmarva Peninsula (Table Continued)

Map ID	Route	Project Type ^(a) and Description ^(b)	State (County)	
Other Routes				
80	Other	UPG	Bunker Hill Road, Choptank Road to US 301	DE (New Castle) 1
81	Other	UPG	Cedar Lane Road, North Broad Street to SR 896	DE (New Castle) 1
82	Other	UPG	Choptank Road, Bunker Hill Road to Bethel Church Road	DE (New Castle) 1
83	Other	NEW	Christina River Bridge	DE (New Castle) 1, 5 (ST)
84	Other	UPG	Hyetts Corner Road, Jamison Corner Road to US 13	DE (New Castle) 1
85	Other	UPG	Levels Road, Strawberry Lane to US 301	DE (New Castle) 1
86	Other	BRG	Road A Bridge	DE (New Castle) 1
87	Other	UPG	School Bell Road, SR 7 to US 13	DE (New Castle) 1
88	Other	UPG	St. Anne's Church Road, Levels Road to SR 71	DE (New Castle) 1
89	Other	UPG	Wiggins Mill Road, St. Anne's Road to Pine Tree Road	DE (New Castle) 1
90	Other	UPG	Carter Road, SR 300 to Sunnyside Road	DE (Kent) 1
91	Other	UPG	College Road, SR 15 to Kenton Road	DE (Kent) 1
92	Other	UPG	Denny's Road, McKee Road to US 13	DE (Kent) 1
93	Other	UPG	Harrington Truck Route, SR 14 to US 13	DE (Kent) 1
94	Other	UPG	Kenton Road, SR 8 to Fire School Road	DE (Kent) 1
95	Other	UPG	Sunnyside Road, US 13 to SR 300	DE (Kent) 1
96	Other	NEW	West Dover Connector, North Street to US 13	DE (Kent) 1
Rail Infrastructure				
R1	Amtrak	RRI	Improve clearance, alignment, and grade through B&P and Union Tunnels, FRA Tunnel Study Phase 2	MD (Baltimore City) 3
R2	Amtrak	RRI	Rehabilitate bridge over Susquehanna River	MD (Baltimore) 3
R3	Amtrak	RRI	Yard to Ragan Interlockings - New Third Track	DE (New Castle) 2
R4	MDDE	RRI	286k rail upgrade - Massey to Worton	MD (Kent) 3
R5	MDDE	RRI	286k rail upgrade - Massey to Centreville	MD (Queen Anne's) 3
R6	MDDE	RRI	286k rail upgrade - Snow Hill Line, Frankford to Snow Hill	DE/MD (Sussex / Worcester) 3

^(a) Project Type:

WID = Roadway Widening
 UPG = Roadway Upgrade
 NEW = New Roadway
 INT = Interchange Improvement
 BRG = Bridge Upgrade
 RRI = Rail Infrastructure

^(b) Project Sources:

1. Delaware Long Range Transportation Plan, 2010
2. Northeast Corridor Infrastructure Master Plan
3. Maryland Statewide Freight Plan, 2009
4. Maryland Freight Implementation Plan, April 2012
5. WILMAPCO 2040 Regional Transportation Plan Project List (ST/Short-Term; MT/Medium-Term; LT/Long-Term)