



WILMAPCO

2030 Regional Transportation Plan



SETTING PRIORITIES

REGIONAL
TRANSPORTATION
PLAN FOR
NEW CASTLE
COUNTY, DE
AND CECIL
COUNTY, MD

2007
Update



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WILMAPCO's Role in Regional Transportation Planning

The Wilmington Area Planning Council (WILMAPCO) is the regional transportation planning agency for Cecil County, Maryland and New Castle County, Delaware.

As the federally designated metropolitan planning organization (MPO) for the region, WILMAPCO is a nine-member council that includes representatives from the Maryland and Delaware Departments of Transportation, Cecil and New Castle counties, the Office of the Governor of Delaware, the City of Wilmington, and municipal representatives from the counties. This council works to create unified plans for multi-modal transportation in the region.

WILMAPCO is charged with planning and coordinating transportation investments based on federal policy, local input, technical analysis and shared best practices. WILMAPCO performs area-wide and corridor-wide transportation studies, analyzes data, and provides opportunities for public information and input.

The agency works to achieve goals and requirements of the Federal Clean Air Act and its amendments and federal transportation legislation (currently known as SAFETEA-LU). To obtain federal funding, transportation projects must meet WILMAPCO's goals, work to improve air quality, and provide opportunities for community involvement.

The RTP – A Regional Framework for Decision-Making

WILMAPCO also takes the lead in updating the area's long-range *Regional Transportation Plan* (RTP) every four years.

The RTP is a proactive plan, relevant to the region, with a planning horizon of at least 20 years. WILMAPCO examines the forecasted trends for the region, such as population, employment, housing and trip making, and then identifies the transportation challenges these trends indicate. Finally, the RTP recommends transportation improvements that will help mitigate these challenges and achieve regional goals. Transportation projects in this region may not be funded with federal money unless the projects are found in the approved long-range transportation plan.

Council member agency plans have been incorporated into WILMAPCO's planning process and member agencies will take part in the RTP's implementation. Since our first RTP was approved ten years ago, in addition to using "best practices" and consulting with agency partners, WILMAPCO has reached out to thousands of citizens, businesses, neighborhoods and interest groups, bringing many voices and views into the planning process.



Building on Ten Years of Progress

A Tool for Informed Decisions and Investments

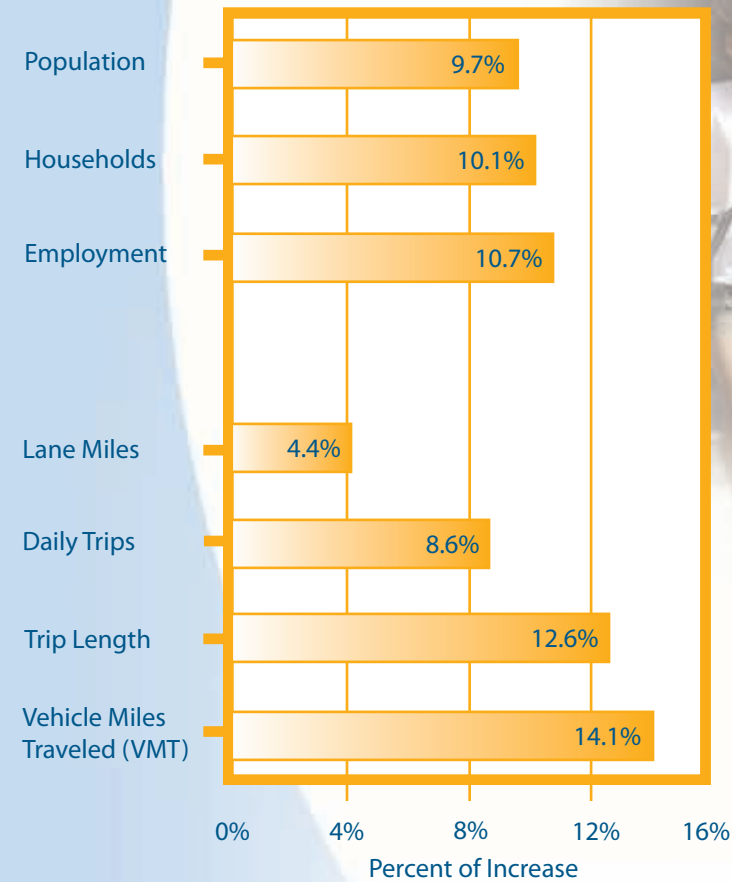
The long-range *Regional Transportation Plan* is a living document, an evolving tool for making informed transportation investment and policy decisions. The original vision for the region's transportation future was established in 1996, and the third plan update was approved this year.

Each update provides an opportunity to re-evaluate regional transportation policies and practices, and to develop a plan that reflects the current understanding of the region's transportation investment needs and financial realities.

In large part, changes in federal transportation policy laid the groundwork for viewing transportation investment in a broader planning context. The 1996 Plan recognized that the central purpose for transportation investment was to improve the quality of life for citizens of the region. Those ideas were based on the Intermodal Surface Transportation Efficiency Act of 1991, known as ISTEA, which acknowledged the link between transportation, community vitality, environmental quality, economic growth and social equity. Another distinct element of ISTEA was the principle of financial constraint, meaning that proposed short-term and long-range investment plans must demonstrate that anticipated revenues are sufficient to cover the cost of the proposed investment. No longer could a plan be simply a wish list of projects; it had to balance and set priorities among the myriad transportation needs of the region.

The planning principles established through ISTEA in 1991 have undergone several updates and name changes, with TEA-21 enacted in 1998 and SAFETEA-LU in 2005. The updates keep federal legislation current and relevant to the times.

Regional Demographic and Travel Increases 1996-2006



Our Changing Region

During the last ten years, increases in jobs and households have slightly outpaced the 9.7% growth in the WILMAPCO region's population. However, the numbers of daily trips, trip lengths, and vehicle miles traveled on the region's highways have far exceeded the 4.4% increase in lane miles, or road capacity. In other words, more people are driving farther distances in single occupancy vehicles, and exceeding roadway capacity.

The 1996 Plan had an ambitious goal of shifting 10% of "drive-alone" trips to other modes. Instead, trends in both New Castle and Cecil Counties show an increase in drive-alone commutes and a decrease in commutes by transit. Another trend has been a sizeable increase in the amount of people who work at home. That number has grown substantially, and now surpasses commuters using all other modes other than driving and carpooling.

Continued growth of the work-at-home segment could result in considerable savings in transportation investment and could assist New Castle County and Cecil County in meeting clean air goals.

Regional Travel Mode Commute Changes 1990-2005

(Based on Population in Region)

Mode	1990		2000		2005	
	Count	%	Count	%	Count	%
Drove Alone	202,525	77%	228,546	80%	242,595	81%
Carpool	33,480	13%	31,359	11%	30,563	10%
Transit	7,425	3%	9,680	3%	7,369	2%
Walk	10,475	4%	7,427	3%	5,351	2%
Bike	936	0.4%	487	0.2%	757	0.3%
Other	7,503	3%	2,503	1%	1,952	1%
Work at Home	5,231	2%	7,674	3%	10,213	3%

Source: 1990 & 2000 Census and 2005 American Community Survey



Regional Progress Report: 1996-2006

Many Successes...Many Challenges

Numerous factors influence transportation needs and present challenges to planning and funding transportation improvements. The WILMAPCO region is changing, and demographic and economic shifts present unknowns in planning for future transportation needs. The RTP strives to address these ever-shifting challenges with a common-sense approach and to ensure that transportation needs in the region are met.

Since the adoption of the 1996 Plan, WILMAPCO has produced several Regional Progress Reports. The most recent identifies areas of success and areas in need of improvement. (See the RTP Appendix for the complete Regional Progress Report).

Examples follow that represent recent successes and future challenges in the region.



Success



Challenge

Funding

Anticipated transportation needs far exceed available funds. Rising material and labor costs, roadway expansion and increased operating costs for transit and paratransit services have put a strain on funding for transportation projects requested in the region over the next 10 years. Additionally, previously approved projects are being delayed or remain incomplete due to regional and national funding issues.



In fiscal year 2005, a total of 136 projects were completed in the region. 93% of those projects were located in areas with the highest concentrations of population and/or employment, and with well-established land use and development patterns.



Increased demand for paratransit services is straining the DTC budget. At roughly \$28 per trip, paratransit is the costliest transit service. Delaware Transit Corporation's paratransit budget has more than doubled in the last seven years, from \$7.3 million to \$15.7 million, a 115% increase. If transit funding remains constant, this level of service may not be sustainable.



Transportation funds are insufficient to meet the goals of the RTP. Due to financial shortfalls in the region, several existing projects are falling behind schedule. Rising costs and changing transportation needs may prevent achieving many of the RTP goals.

Air Quality

As in most metropolitan areas, air quality is a concern, and meeting air quality standards takes planning and a dedicated effort. When standards are not met, the health of all citizens in the region, especially children, seniors, and those with respiratory diseases is compromised. Moreover, federal transportation funding may be withheld, contributing further to the financial deficit of the region.



Ozone non-attainment status has improved. As of October 2005, the Philadelphia ozone area, which includes the WILMAPCO region, has been reclassified from a "severe" non-attainment area to a "moderate" non-attainment area.



VOC & NOx emissions remain below budgeted levels in both Cecil and New Castle Counties. Cleaner fuels, transit ridership and several other mitigation strategies have helped reduce the emissions that cause ground-level ozone.



PM2.5 emissions have been falling steadily since 2002. PM2.5 refers to particles of matter caused by vehicle emissions, construction and road dust that are equal to or less than 2.5 microns of particulate matter in the air.

Transportation Investment Areas

Transportation Investment Areas (TIAs) are geographical areas that feature different emphasis for investment. Those areas are identified as: Center, Core, Community, Developing and Rural. TIAs distinguish where and what types of public transportation investments are appropriate over the next 20-25 years. WILMAPCO's TIAs have been designed to support land use and investment goals and other priorities as identified by member agencies.

There is a renewed focus in the WILMAPCO region to emphasize neighborhoods as centers of commerce, culture and community. In many places, infrastructure to support transportation is currently in place and may require much less funding to provide services than developing a new roadway or transportation service. Communities typically are denser, have mixed land uses, and have systems in place that promote walking, bicycling, and shorter trips. By providing increased transportation investments and supporting development in these areas with existing infrastructure, transportation needs can be met in a way that compliments the community.



Population growth remains highest in the desired Center/Community Investment Areas.

Since 1996, 70% of population growth has occurred in these two areas. This is in line with the RTP goal to focus investments where 85% of Transportation Improvement Program (TIP) spending has been allocated.



New development has slightly reduced the population of potential riders within ¼ mile of a transit stop.

An increasing number of new homes are in previously unsettled parts of the region and have little or no transit access. These auto-dependent neighborhoods make it difficult to achieve goals of reduced vehicle miles traveled (VMTs) and improved air quality.



Over 92,000 acres of open space and farmland has been preserved in both counties. Efforts of various state, county, municipal and nonprofit groups have either temporarily or permanently protected thousands of acres from development.



Guiding Decision-Making

People and Goods Movement in the Region

This region is in close proximity to many major east coast metropolitan areas. Many people and goods travel through New Castle and Cecil Counties to reach other destinations. The heavy demands placed on the transportation system from outside sources strain the network and provide little or no additional contributions towards its upkeep. Currently, trucks compete with passenger vehicles for limited space within the region's transportation system and congestion is the result.

Environmental and Transportation Justice

In the past, low-income and minority communities have been left out of the transportation planning process. Environmental Justice (EJ) is an outgrowth of the Civil Rights Act of 1964, and ensures the fair representation and participation of low-income and minority communities in the planning process. WILMAPCO consistently strives to better integrate EJ into transportation plans and policies. As a result, WILMAPCO has broadened the classification of communities to include Transportation Justice (TJ) populations, such as the elderly, the disabled and households without an automobile.

Transit ridership growth is falling below the long-range plan target. The previous RTP called for a 130% increase in ridership by 2025. Fixed route bus ridership has decreased, while SEPTA and paratransit ridership have increased.

Park and Ride usage is falling despite increased facilities. Between 2000 and 2004, the overall usage for park and ride type facilities has fallen from 36% to 34%.

76% of Environmental Justice identified areas are within ¼ mile of a transit stop. 60% of all those who use transit as their primary mode to work live within ¼ mile of a transit stop.

Our over 65 population, which comprised 11% of the region's population in 2000, is projected to constitute over 20% by 2030. We must begin planning now for the impact this change will have on our transportation system.

Over 25% of 300 senior respondents had at least some difficulty with transportation – motorized and non-motorized. This statistic is taken from the 2006 Senior Transportation Survey, which is summarized within WILMAPCO's *Transportation Justice Report*.

Our Goals and Objectives

Three broad goals have been identified to guide transportation decision-making in the region. Each goal has a set of objectives and identified actions to be implemented. These goals were developed with the interest of building on the region's prime location on the eastern seaboard, promoting the economy and creating an improved transportation system of the future.

Support Economic Growth, Activity and Goods Movement

- OBJECTIVES:**
- Ensure a predictable and adequate public-investment program to guide private-sector investment decisions.
 - Plan and invest to promote the attractiveness of the region.

Efficiently Transport People

- OBJECTIVES:**
- Improve transportation system performance.
 - Promote accessibility, mobility, and transportation alternatives.

Improve Quality of Life

- OBJECTIVES:**
- Protect the public health, safety, and welfare.
 - Preserve natural, historic, and cultural resources.
 - Support existing municipalities and communities.
 - Provide transportation opportunity and choice.





Taking Action

WILMAPCO will continue extensive outreach programs to bring community groups and citizens together with local and state agencies to create balanced transportation plans and programs that are designed to satisfy our transportation needs.

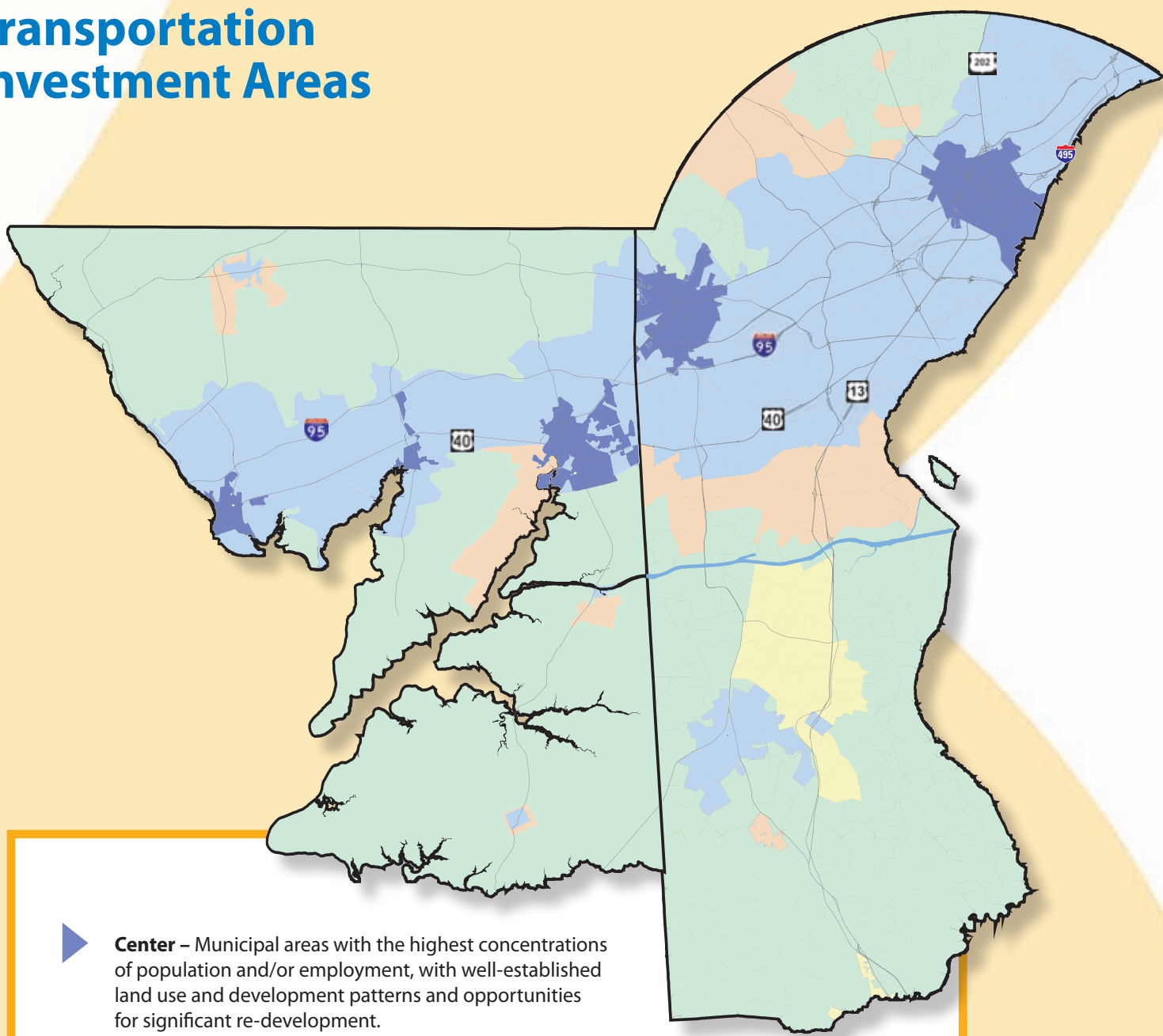
The 2030 RTP outlines goals and objectives that are designed to address the challenges facing the region. Implementing the actions included in the RTP would result in a future where the region's transportation system is an economic development asset. To support growth and vitality within the region, a systematic approach to investment is needed.

Actions have been identified that will guide WILMAPCO staff and member agencies over the next several years in addressing these challenges in a prioritized, financially-responsible manner. Some of these actions are highlighted on the following pages.

Action: Invest Wisely *Adequately and appropriately invest in designated Transportation Investment Areas*

Decisions regarding land use typically occur at a different level of government than decisions related to transportation. Historically, coordinating these two types of planning has been a challenge, but by identifying Transportation Investment Areas (TIAs), land use decisions can be incorporated into the transportation planning process. The TIAs identified have been revised to remain consistent with state and local land-use plans. WILMAPCO's TIAs have been revised for this 2030 update to support land use and investment goals defined by Council member agencies. The updated map on page 9 identifies the region's TIAs.

Transportation Investment Areas



- ▶ **Center** – Municipal areas with the highest concentrations of population and/or employment, with well-established land use and development patterns and opportunities for significant re-development.
- ▶ **Core** – Municipal and non-municipal areas which contain densely settled population and employment patterns. These areas contain a substantial amount of key regional transportation infrastructure for all modes.
- ▶ **Community** – Areas with well-established land uses and development patterns and where growth and development pressures are expected to be moderate.
- ▶ **Developing** – Areas where land uses and development patterns are not yet set and where they continue to emerge.
- ▶ **Rural** – Areas where limited growth and development exist or are expected, where transportation facilities and services are considered adequate to meet needs, and where natural resources are to be preserved.



The transportation investments and policies implemented over the coming years will work to support targeted growth by making investments in the Community and Center TIAs and by promoting access to different kinds of transportation at employment centers. The following table highlights what type of projects are targeted for implementation using public funding within each area.

Transportation Investment Area Project Matrix

Investment Type	Center Investment Area	Core Investment Area	Community Investment Area	Developing Investment Area	Rural Investment Area
Preservation					
Safety Projects	X	X	X	X	X
Transportation Enhancements	X	X	X	X	X
Pavement Rehabilitation	X	X	X	X	X
Bridge Rehabilitation	X	X	X	X	X
Drainage Improvements	X	X	X	X	X
Scenic Byway Easement Purchasing					X
Management					
Truck Weigh Station Facilities			X	X	X
Intersection Capacity Improvements	X	X	X	X	
Increase/Enhance Park & Ride Facilities	X	X	X	X	
Access Management	X	X	X	X	
Minor Roadway Improvements (small-scale lane/shoulder widening)	X	X	X	X	
Enhance the Movement of Freight	X	X	X		
Retro-fitting of Sidewalks	X	X	X		
Expand Existing Rail Stations	X	X			
ITS Facilities Expansion	X	X			
Development/Enhancement of Transit Centers	X				
Expansion					
Pathways	X	X	X	X	X
Sidewalks	X	X	X	X	X
Bike Lanes	X	X	X	X	X
Pedestrian Facilities Expansion	X	X	X	X	
New Roadway Construction	X	X	X	X	
Major Roadway Widening/Addition of Capacity	X	X	X		
New Train Station Expansion	X	X			
Frequent Bus Service (1bus/10 min.)	X	X			
Bus Rapid Transit	X	X			
Commuter Rail Service Expansion	X	X			
Regional Rail Service Expansion	X	X			
Express Bus Service	X	X			
Light Bus Service (1bus/hr.)			X	X	
Interchanges/Grade Separations		X			
Intermediate Bus Service (1bus/30 min.)		X			

Action: Prioritize Projects for Funding

Use WILMAPCO's approved project prioritization process to select projects for funding

The WILMAPCO Project Prioritization Process is used to evaluate transportation projects using measurable criteria based on the RTP goals. Quantifiable measures such as safety, congestion, traffic and transit volumes are used to evaluate each project and help select which projects are to be funded with limited dollars. By using the Prioritization Process, WILMAPCO can direct funding to projects that will advance regional goals and address areas with the greatest transportation needs.

The Prioritization Process

STEP 1: Apply Screening Criteria

When a project is evaluated, it is first reviewed for consistency with the RTP and local, county and state transportation and land-use plans.

STEP 2: Staff Calculates Technical Score

WILMAPCO staff calculates a technical score using criteria designed to be objective measures of how well a project will achieve our goals. The criteria are made up of eight factors; each is assigned a range of point values.

- **Air Quality** looks at whether the project will improve or negatively impact the air in our region.
- **Safety** quantifies the number and rate of crashes on a specific roadway segment.
- **Congestion** determines if a project falls along a congested corridor or intersection, and awards additional points for heavily traveled roads and transit corridors.
- **Environmental Justice** encourages improvements in areas with concentrations of low income and minority populations.
- **Transportation Justice** supports projects that expand access to transportation choices for the elderly, persons with disabilities and zero-car households.
- **Freight** considers the percentage of truck traffic along a roadway.
- **Economic Development** credits projects in priority funding areas which support our land use goals.
- **Private or Local Funding Contribution** promotes funding by local or private contributions.

STEP 3: TAC Proposes Ranking

WILMAPCO's Technical Advisory Committee (TAC) reviews technical scoring for accuracy and proposes ranking.

STEP 4: WILMAPCO Council Ranks Submissions

Council ranks submissions considering:

- Technical score
- Cost effectiveness/life cycle costs
- Project recommended in adopted RTP
- Incorporate submitting agency rankings, ensuring that top local priorities receive higher WILMAPCO ranking than lower local priorities
- TAC proposed ranking
- Urgency of the Project
- Private/local funding match provided
- Other "special considerations" and issues not included in ranking

Action: Seek Funding Sources

Seek additional and innovative funding sources for transportation improvements

Revenues have not kept pace with costs, and projections indicate that core services will lack sufficient funds beyond 2015. Dedicated funding is needed for both transit and roadway improvements to avoid equipment and facility deterioration and reduction of services. To maximize current assets and gain additional funding, WILMAPCO will:

- Work with land-use agencies to direct growth to areas with existing transportation infrastructure.
- Research and review available resources, as well as successful strategies, being used in other regions to fund projects in creative and non-traditional ways.

Action: Fund to Keep Pace with Inflation

Identify dedicated funding sources for transit operating and capital budgets that will keep pace with inflation

The public has consistently expressed interest in expanding public transit. In order to make public transit more viable, WILMAPCO will work with transit agencies to identify dedicated transit-funding sources, such as the Transit Trust Fund. Potential funding could also be acquired through:

- Use of transit vehicles as a mode of advertising; expand advertising on buses, bus wraps, in bus shelters and on DART (fare) cards.
- Add newspaper racks and collection boxes on buses for local newspaper sales, creating a “win-win” situation with transit collecting a commission from increased paper sales.

Within the RTP, these potential funding sources are explored along with strategic partnerships that could assist in preserving existing transit service levels and expand service areas and hours.

Action: Expand Systems in Center and Community TIAs

Expand transportation systems within the Center and Community Transportation Investment Areas where necessary

Center and Community Investment Areas include the highest concentrations of population and/or employment, established land uses and defined development patterns. Transportation improvements should focus on providing the greatest number of transportation options including improvements in public transportation, walking and bicycling. Other projects meant to expand and improve transportation facilities and services, including those that improve safety and cost efficiency, in the Center and Community Investment Areas would also receive priority.

Action: Examine Transit Funding, Especially Paratransit

Examine transit funding levels to support changing ridership patterns and/or restructure paratransit to meet rising demand

As ridership continues to grow on DART Paratransit services, the per-passenger costs are increasing. Funding is not keeping pace with the increased demand, and service cuts for this or other transit services may occur. Currently, the DART Paratransit service covers the entire state of Delaware, far exceeding the Federal Americans with Disabilities Act (ADA) coverage requirements. In order to address funding concerns without compromising service, the following strategies should be explored:

- A new paratransit fare schedule should be created based on rider location in relation to the designated ADA area.
- Schedule trip services for lower priority trips that are outside of the ADA area.



Making Wise Choices

Updating a Financially Constrained Projects List

Revenue projections developed in cooperation with MDOT and DelDOT reveal a deficit for both New Castle and Cecil Counties if all anticipated projects are completed, with New Castle County's deficit of particular concern.

In New Castle County, the projected revenue shortfall is \$1.8 billion. In Cecil County, the projected shortfall is \$178 million, based on projects with identified costs; other Cecil projects may add to this shortfall as more estimated costs are identified.

Given the limited funding for transportation projects, future needs far outweigh what is included in the financially-constrained project list. Using a modified version of criteria from the prioritization process, a region-wide analysis has been completed to identify areas with the greatest transportation needs. This prioritization uses a composite score developed from environmental justice areas, transportation justice areas, crash data, land use and investment plans, freight routes, and system user data including congestion, traffic volumes and transit. The RTP includes short, medium and long-term lists of specific projects for which funding is available or anticipated with projected revenue for implementation.

Financial Analysis

	Cecil County	New Castle County
Projected Revenues	\$80,100,000 and \$505,084,000 toll funds	\$785,867,000
Projected Costs, Constrained RTP	\$27,900,000 and \$505,084,000 toll funds	\$785,867,000
Project Costs, Aspirations List	\$229,711,000 (Some project costs TBD)	\$1,809,732,000
Surplus/Deficit (Revenues vs. Constrained and Aspirations Projects)	-\$177,511,000 (Minus Aspirations costs TBD)	-\$1,809,732,000
To Be Implemented with Municipal or Non-Transportation Funding Sources	n/a	\$187,343,280



How Plans Become Reality

To set priorities, WILMAPCO's three goals will be supported with actions, which are in the form of a mix of studies to be completed through the Unified Planning Work Program (UPWP) and through the Transportation Improvement Program (TIP). These are done in partnership with the community and WILMAPCO's member agencies.

The UPWP – WILMAPCO prepares the UPWP annually to guide the MPO through planning studies, identify when the work will be completed, and what the final products and benefits will be. The UPWP contains corridor and area studies, data collection and analysis and planning, including extensive public involvement and education elements.

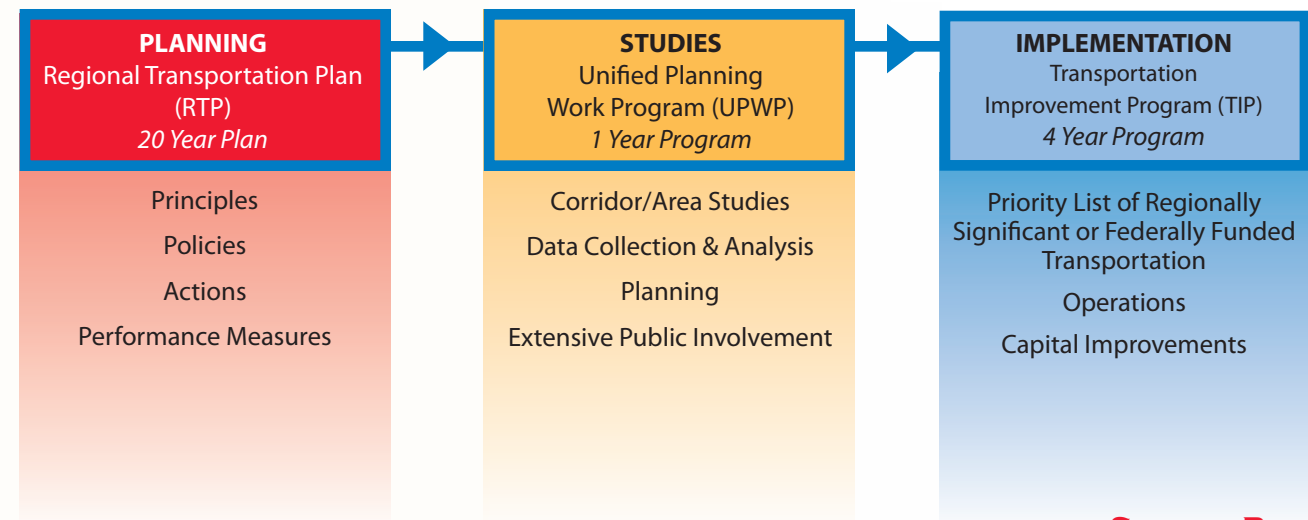
The TIP – This four-year document lists all regionally significant or federally funded transportation projects and services in New Castle County and Cecil County. It functions like a budget and projects can be funded only if consistent with goals of the RTP. Once approved, the TIP is incorporated into the Delaware Capital Transportation Program and the Maryland Consolidated Transportation Program.

As a planning agency, WILMAPCO depends on partnerships to implement these plans:

State and local government – State, county and municipal zoning dictates where development occurs. Legislators at both the state and federal levels direct transportation funding.

The public – Constant dialogue with the community about their thoughts and preferences makes planning relevant, ensures limited funding is spent wisely, and keeps WILMAPCO responsive to constituents.

The Regional Project Planning Process





Measuring Success

Performance measurements are an important tool for organizations that want to know whether they are on a path to achieve their goals. The private sector primarily uses profit to measure performance, but for WILMAPCO, the answer isn't so straightforward.

WILMAPCO publishes a *Regional Progress Report* to track regional statistics on an annual basis using specific performance indicators. As a result, a specific group of criteria that pertain to each of the goals selected in the RTP can be monitored and measured against either established quantitative goals or national averages.

By using data-driven, performance-based monitoring, annual comparisons take place, reviewing the results of the indicators versus the RTP goals to ensure

WILMAPCO is on the right path. If areas are found to be lagging behind, mid-course corrections, such as reallocating additional resources, are implemented to remedy the situation.

The *Regional Progress Report* contains indicators, which detail the relevant trends in transportation planning. Performance targets are established when possible, so that a direct correlation between current trends and desired future goals can be established. By doing so, WILMAPCO can see where things currently stand and if the actions being taken are moving towards accomplishing the goals set by the RTP. It also creates opportunity to identify where policies and real-world conditions aren't correlating.

The *Regional Progress Report* can be found in the Appendix of the RTP.

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Contact WILMAPCO if you would like a copy of the Regional Transportation Plan, which contains a complete list of current projects.

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