

**DOVER/KENT COUNTY  
METROPOLITAN PLANNING ORGANIZATION**

**TRANSPORTATION IMPROVEMENT PROGRAM  
FISCAL YEARS 2014-2017**

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Prepared at the Direction of the  
**Dover/Kent County Metropolitan Planning Organization Council**

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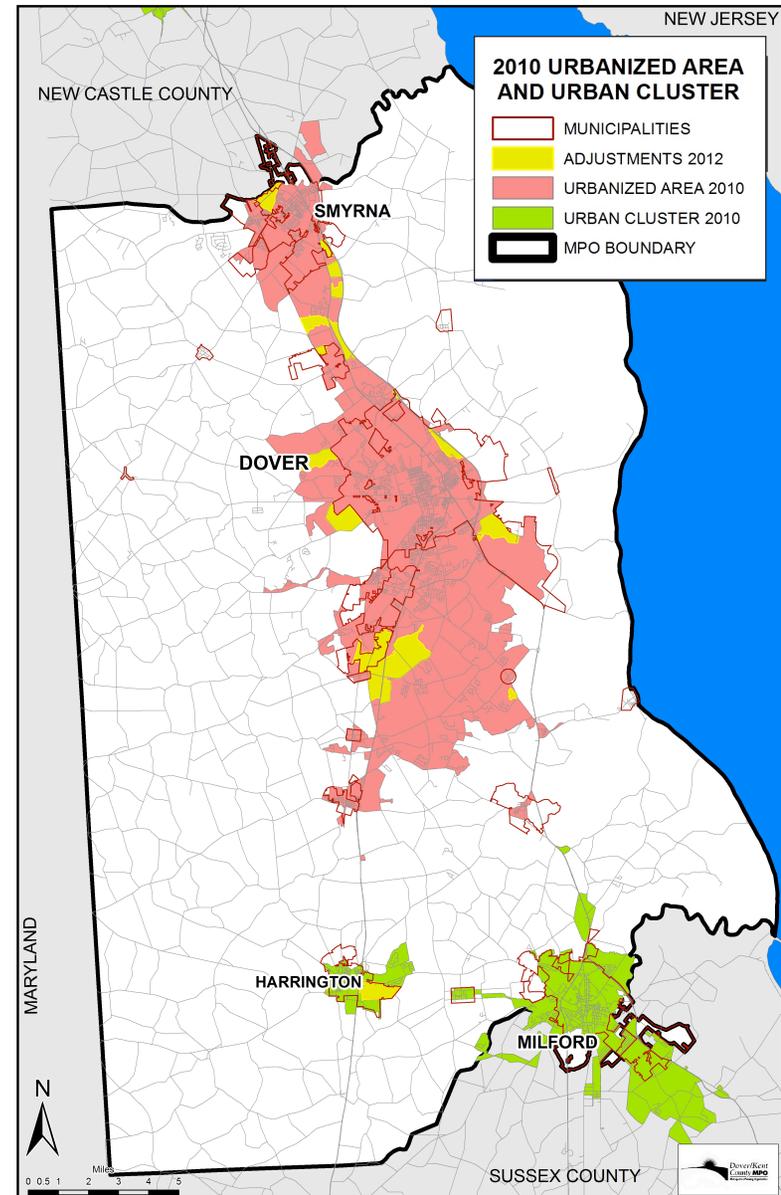


## Background

The Dover/Kent County Metropolitan Planning Organization (Dover/Kent County MPO) is the transportation planning organization for the Dover, Delaware urbanized area. The Dover/Kent County MPO was established in 1992 under the mandates of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, which continued the requirement that a metropolitan planning process be established in urbanized areas with a population greater than 50,000. The Dover urbanized area exceeded that threshold by the 1990 U.S. Census of Population, with a figure of 50,757. The MPO subsequently officially expanded the area of responsibility to Kent County and its municipalities including the portions of Milford and Smyrna in the neighboring counties. In 2010, the urbanized area population was determined to be 110,769 persons, a 75% increase from the 2000 population of 65,044. The population of Kent County grew from 126,697 in 2000 to 162,310 persons in the 2010 decennial census, a 28% increase.

Transportation funding was reauthorized as Moving Ahead for Progress in the 21<sup>st</sup> century (MAP-21) in 2012. The Transportation Improvement Program (TIP) is one of the products that the federal legislation requires a metropolitan planning organization to prepare at least every four years. The purpose of the TIP is to disclose transportation projects for which federal funding will be sought over a four year period. The TIP should reflect the region's priorities, represent a consensus among state and regional officials, show a direct relationship to the regional transportation plan, be financially constrained, and conform with federal air quality regulations as they relate to transportation. Finally, the TIP must be subjected to thorough public review during development and prior to adoption.

The 2014-2017 TIP follows the preceding (2012-2015) TIP as amended in November, 2012. The previous amended TIP was prepared from the 2013 Capital Transportation Program (CTP) and



influenced by the MPO’s 2040 Metropolitan Transportation Plan (MTP). This document was originally prepared with the benefit of a draft 2014 CTP, which represented an initial view of the spectre of “substantial changes to the available funding” and, therefore, the project list. The Delaware Department of Transportation (DelDOT) Finance Department provided the updated Bond Bill request prepared on June 18, 2013 that was ultimately part of the budget. The June 18 document was utilized to compare with the previously approved version to identify project changes that may be considered amendments. These were amended into the document on October 4, 2013 as conditional approved on September 4, 2013, as is our practice. This November amendment is to make the final project adjustments to the 2014-2017 TIP so that it replicates the State Transportation Improvement Program (STIP) as required by MAP 21.

Public input was solicited from residents of the county, as well as from the Public Advisory Committee (PAC) meetings held at the Kent County Administration Building. In the past, the MPO had advertised and toured the TIP sites during a bus tour. Since there have been no new major projects included in this document, the MPO prepared a virtual tour of the highway projects that are funded during the TIP period. The eleven virtual tours, along with an introduction and conclusion, have been included on the MPO’s website at <http://doverkentmpo.delaware.gov/projects/video-trail/>. The Delaware Department of Transportation (DelDOT) analyzed financial and air quality requirements for the MPO.

The funds anticipated to be used for the Kent County projects in the TIP during FY 2014 - FY 2017 are shown below.

	<u>Total Amount</u>	<u>Federal Share</u>
FY 14	\$45,091,296	\$38,741,236
FY 15	\$32,358,658	\$30,657,506
FY 16	\$41,014,365	\$39,369,152
FY 17	\$42,963,500	\$38,487,080

In addition to this funding for new projects, DelDOT maintains and operates the transportation system under statewide categories such as bridge inspection, pavement rehabilitation, roadway signage, intersection improvements and statewide transit services and equipment. The actual amount of funds to be spent from these statewide categories in the MPO’s region cannot always be determined since projects are selected based on statewide needs. A small percentage of costs for Statewide Projects within the MPO’s region are federally funded. This amended MPO TIP will be submitted to DelDOT as the region’s input for the FY 2014-FY 2017 Statewide Transportation Improvement Program (STIP).

## **Regional Goals**

Kent County has a diverse economy and population. The City of Dover is a strong metropolitan hub situated in the center of the county in a growth corridor that extends from Smyrna to the north and Milford and Harrington to the south. Inside the functional growth corridor and actual Kent County Growth Zone are the largest employers, include Dover Air Force Base, the State of Delaware,

Kraft General Foods USA, BayHealth Medical Center, the Eagle Group, General Metalcraft Inc., Proctor and Gamble, Inc., and ILC Dover, Inc. The regional warehouse of Wal-Mart, located in Smyrna, has also been playing a greater role in the economic integrity of the area. Outside of the growth corridor, the county's economy is predominantly agricultural, including a well-established but dwindling Amish community. The presence of three four-year colleges, one two-year college and their satellite locations enhances the region's ability to attract and maintain a diverse community.

On January 9, 2013, the MPO adopted its 2040 Metropolitan Transportation Plan (MTP), the MPO's long-range transportation plan (LRTP). The MTP, which has greater than a 20-year planning horizon, assesses the region's short-term improvement needs, projects future needs, projects the funds available, and identifies goals and objectives to meet those needs. The MTP must be financially reasonable and result in a positive impact on the region's air quality. The regional planning process is being coordinated with DeIDOT's statewide planning process, the Office of State Planning Coordination's State Strategies for Policies and Spending, Kent County's Comprehensive Plan, and the Comprehensive Plans of all municipalities and other plans in the region.

The 2040 MTP provides a framework to guide future transportation planning, programming activities, and policy alternatives. The following goals are identified for Kent County:

- Strengthen the diverse and relatively stable local economy;
- Maintain the current quality of life, including the agricultural economy, the abundant natural resources and open space, and the accessibility of political leaders;
- Manage growth effectively by ensuring adequate infrastructure is available to support desired growth patterns;
- Improve access and mobility while ensuring the safety and security of all citizens; and
- Preserve and expand transportation infrastructure to safely and efficiently transport people and goods.

A hierarchy of fundamental strategies has been developed to support these goals and further guide transportation planning and programming decisions for transportation investments by:

- First, preserving and maintaining the existing transportation system;
- then, improving management of the existing transportation system;
- then, developing and expanding multiple transportation modes; and
- and finally, providing additional roadway system capacity.

Projects in the FY2014-2017 TIP were drawn from the 2040 MTP.

## **The Prioritization Process**

In the recent past, the MPO, led by the Technical Advisory Committee, deferred to the project prioritization completed for the Regional Transportation Plan. Delaware is in a unique position, as it maintains over 90% of the roads on the state. The Transportation Improvement Program (TIP) was taken from the first four years of the Capital Transportation Program (CTP). There is a renewed attempt to create a planning process where the TIP is produced by the MPO and then becomes a portion of the CTP. This attempt is at the same time that the Department of Transportation's budget is undergoing critical analysis and has changed significantly for FY 2014. The MPO and the department are finding their way through the dual challenges of funding the most important projects while attempting to rein in the budget. This TIP implements a new approach by the Department to developing the CTP while the MPO still attempts to involve our partners in fully implementing our revised separate prioritization process.

The former method of scoring project prioritization was based on the 10 factors described in table 1. An attempt to realign the scoring of two projects for prioritization was initially made by adding two additional factors; support for the community's comprehensive plan and support for the regional growth management plans. The attempt became an interim one as it was determined that the MPO should consider implementing a wholesale change in how projects are viewed. In fact, the prospective changed from one of nominated project analysis and scoring to one of problem analysis and scoring. Rather than asking communities to nominate presumed solutions, the MPO asked them to nominate problems that they realize in the transportation system of their community. The problems will be prioritized for significance in the MPO area access and then analyzed for potential environmental impacts. The most important projects or the highest scoring projects would be turned over to the Department of Transportation for project development. The MPO received one response of our initial request for problem nominations and will work toward sufficient participation to fully implement this new process.

The nominations from the one respondent were evaluated under the existing prioritization process to ensure a like evaluation. The nominated projects were fit into the prioritized list to be included in the MTP.

**Table 1. Factors, Definitions and Weights for TIP Project Scoring**

<b>Factor</b>	<b>Description</b>	<b>Weight</b>
Safety	Extent to which project location represents a safety hazard/solution for motorists, pedestrians, bicyclists and/or transit users.	0.20
Support for Comprehensive/Community Plans	Extent to which the project supports policies or is derived from an approved County or Municipal Comprehensive Plan or a special transportation study, such as corridor study or bike plan.	0.20
Environmental Justice	Extent to which project has disproportionately high and adverse effects on minority and low-income populations or disproportionately benefits populations not protected under Title VI of the Civil Rights Act of 1964.	0.10
Transit	Support shifting people/goods to rail or bus; or support more efficient operation of rail or bus.	0.05
Pedestrian/Bicycle Travel	Extent to which project incorporates/supports/enhances bicycle/pedestrian access or use.	0.05
Environmental Impacts	Extent to which project avoids problems related to drainage, noise, cultural/historic areas, and ecologically sensitive areas.	0.03
Economic Impacts	Extent to which project supports worker and customer access to major commercial sites, freight, access to major business/industrial sites, and transshipment points, and supports economic development.	0.05
System Continuity	Extent to which a project fills a gap or eliminates functional bottlenecks/pinch points and/or project has been identified by the congestion management system as having a problem.	0.10
Sustainability	Extent to which forecast levels of performance will be sustained, based on professional judgment about the certainty of, or confidence in assumptions, forecasting and analysis of project impacts.	0.02
Consistency with the MPO Regional Transportation Plan	Extent to which projects support/implement goals.	0.20
<b>Total</b>		<b>1.00</b>

The state of Delaware Department of Transportation had experienced a major upheaval in the past few years. The result has been a significant contraction in the amount of funds made available for these projects and realignment of the state's CTP. The priority list included in the 2009 RTP has, for the most part, been retained in the new 2013 MTP, with the exception of those totally completed projects. To implement the priority process, each MPO member was given the opportunity to submit projects for inclusion in the TIP during the spring of 2012 and throughout the year. Once a rating was adopted for each project, it was included in the MTP to be considered for the TIP.

## **Public Participation**

Public review was an integral aspect of the TIP process. Public participation was solicited through PAC, TAC and Council meetings and with a virtual bus tour of proposed project sites. Because the contraction of the budget, staff determined that a TIP based bus tour would not show anything new and was cancelled for the year. We have determined that the list of projects included in this TIP is substantially the same list of past bus tours. As an alternative to riding around looking at the same locations, the MPO is producing a video tour of project sites that will be posted on our website.

Rather than making available DelDOT and MPO staff to answer questions while at the site, the MPO will have responses to questions posted on the website. We look forward to reviving the bus tour when there are new projects or significant changes worthy of the time and expense.

The MPO offered the opportunity for public comment originally beginning Monday, April 1, 2013 through Wednesday, May 1, 2013. The MPO did provide an opportunity for, and received, comment specifically on the TIP overview at the February 13, 2013 TAC meeting, the February 26, 2013 PAC, and the March 6, 2013 Council meeting. The TAC meeting of April 10<sup>th</sup> will begin the committee and Council process for the FY 2014-2017 TIP. A similar process was utilized for the TIP Amendments with presentation to the TAC on August 14, to the PAC on August 27 and the Council on September 4. The Public Comment period began on September 4 and completing on October 4, 2013. These latest amendments were released for public comment on October 1<sup>st</sup> and the period completed on October 31, 2013.

News releases and advisories publicizing all of the meetings were posted on the MPO's website and sent to members of each MPO committee, print and electronic media outlets, each of the libraries in Kent County, state legislators representing Kent County and contiguous areas, Kent County Levy Court, mayors of Kent County municipalities, and Dover City Council. Copies of the draft TIP were made available to anyone who asks. The draft document was posted on the MPO's website.

To comply with the requirements of Title VI, with reference to the FY 2014-2017 TIP, the MPO will make an extra effort to include minorities and low-income populations in the decision-making process of submitted projects through the implementation of its public participation policy and representation on the MPO's PAC. When a proposed project is located in an Environmental Justice (EJ) neighborhood, special measures are taken to reach out to those who would be affected.

## **Air Quality Conformity**

### **Overview**

Kent County is part of the Philadelphia-Wilmington-Trenton non-attainment area, though it was not cited as a non-attainment county for Ozone. In July, 2012, Kent County was found to have 'Moderate' Ozone issues, but remained in attainment of the standards. As the federally-designated Metropolitan Planning Organization for Kent County, Delaware, the Dover/Kent County MPO, is required through federal regulations to show that the 2040 MTP and the 2014-2017 TIP complied with the requirements of the 1990 Clean Air Act and subsequent amendments (CAA).

To comply with the CAA, the MPO must demonstrate that the transportation system created through implementation of the 2040 MTP and FY 2014-2017 TIP does not generate more emissions than allowed in the emissions budget set by the Delaware Department of Natural Resources and Environmental Control (DNREC) in the State Implementation Plan (SIP). The SIP is also approved by the US EPA. The emissions targeted for the Dover/Kent County MPO region are the two major ozone contributors, volatile organic compounds (VOCs) and nitrogen oxide (NOx). During development of the 2040 MTP, NOx and VOC emissions were tested in Kent County for 2010, 2020, 2030 and 2040 against the MOBILE6.2 eight-hour ozone standard attainment plan budgets. Because the proposed TIP adds no new non-exempt, regionally significant projects, the analysis previously completed in November, 2012 is accurate.

### **The FY 2014-2017 TIP**

The projects in the FY 2014-2017 TIP are represented in the 2040 MTP. The projects in the TIP are only a small portion of those in the MTP. There have been no significant changes in the scope of the projects and no non-exempt, regionally significant projects have been added. The modeling process completed for the 2040 Metropolitan Transportation Plan remains an accurate analysis of air quality impacts. The results of the modeling process can be found in the 2040 MTP on the MPO website at <http://doverkentmpo.delaware.gov/programs/regional-transportation-plan-rtp>.

### **Determination**

The Dover/Kent County MPO 2014-2017 Transportation Improvement Program conforms to the SIP.

## **Program Categories and Project List**

The FY 2014-2017 TIP mirrors DelDOT's FY 2014-2019 CTP. The projects and funded amounts included in this 2014-2017 TIP reflect the amounts allocated in the FY 2014-2019 CTP for years FY2014 through 2017. The Obligation Plan and Fiscal Constraint documentation were prepared using the Kent County and statewide budgets provided by the state Department of Transportation. Projects are divided according to the portion of the transportation system in which each is allocated – Road System: Expressways, Arterials, Collectors, Locals, Bridges and Other Transit System: Vehicles, Amenities, and Rail.

Table 3 on the following pages lists statewide projects and programs for which funding is being requested for fiscal years 2014, 2015, 2016 and 2017. These are predominantly funding programs that include projects in all three Delaware counties. More information about these projects and programs can be found in the FY 2014-2019 CTP.

Appendix A lists the projects in the MPO's planning area for which funding is being requested for fiscal years 2014, 2015, 2016 and 2017. The majority of the projects in this scaled down TIP are Road System projects. The appendix provides a project description, location map and pictures of each project. Funding, both authorizations and spend are listed in thousands for each project in each year of the TIP.

Appendix D lists projects which have been submitted to the TIP through the MTP, but have not been funded. Once a project is submitted to the TIP, it is kept on the prioritized list until it is funded or the MPO decides to remove it.

**Table 3: FY2014-2017 Identified Statewide Projects**

<b>PROJECT (x000)</b>	<b>FY 2014 TOTAL</b>	<b>FY 2015 TOTAL</b>	<b>FY 2016 TOTAL</b>	<b>FY 2017 TOTAL</b>	<b>2014-2017 TOTAL</b>
<b>ROAD SYSTEMS</b>					
<b>BRIDGES</b>	<b>6,000.0</b>	<b>15,100.0</b>	<b>17,950.0</b>	<b>23,700.0</b>	<b>62,750.0</b>
Bridge Management	4,900.0	550.0	900.0	1,500.0	7,850.0
Bridge Preservation	1,100.0	7,500.0	10,000.0	15,150.0	33,750.0
Bridge Inspection	0.0	7,050.0	7,050.0	7,050.0	21,150.0
<b>BICYCLE, PEDESTRIAN AND OTHER IMPROVEMENTS</b>	<b>11,018.7</b>	<b>4,047.1</b>	<b>525.0</b>	<b>1,250.0</b>	<b>15,715.8</b>
<b>ENGINEERING &amp; CONTINGENCY</b>	<b>26,845.4</b>	<b>26,845.4</b>	<b>26,845.4</b>	<b>26,845.4</b>	<b>107,381.6</b>
<b>ENVIRONMENTAL IMPROVEMENTS</b>	<b>1,437.7</b>	<b>522.5</b>	<b>522.5</b>	<b>722.5</b>	<b>3,205.2</b>
<b>INTERSECTION IMPROVEMENTS</b>	<b>3,068.0</b>	<b>2,268.0</b>	<b>3,068.0</b>	<b>3,068.0</b>	<b>11,472.0</b>
<b>RECREATIONAL TRAILS</b>	<b>1,106.0</b>	<b>1,350.0</b>	<b>1,350.0</b>	<b>1,350.0</b>	<b>5,156.0</b>
<b>MATERIALS &amp; MINOR CONTRACTS</b>	<b>6,430.0</b>	<b>6,065.0</b>	<b>6,050.0</b>	<b>6,250.0</b>	<b>24,795.0</b>
<b>CORRIDOR CAPACITY PRESERVATION</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>PAVING &amp; REHABILITATION</b>	<b>89,308.0</b>	<b>77,500.0</b>	<b>52,950.0</b>	<b>55,500.0</b>	<b>275,258.0</b>
<b>SAFE ROUTES TO SCHOOL</b>	<b>959.9</b>	<b>891.0</b>	<b>926.0</b>	<b>526.8</b>	<b>3,303.7</b>
<b>SCENIC BYWAYS</b>	<b>545.8</b>	<b>65.9</b>	<b>0.0</b>	<b>0.0</b>	<b>611.7</b>
<b>RAIL CROSSING SAFETY</b>	<b>2,800.0</b>	<b>1,500.0</b>	<b>1,500.0</b>	<b>1,500.0</b>	<b>7,300.0</b>
<b>RIDE ABILITY</b>	<b>750.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>1,050.0</b>
<b>HAZARD ELIMINATION PROGRAM</b>	<b>2,444.4</b>	<b>2,444.4</b>	<b>2,444.4</b>	<b>2,444.4</b>	<b>9,777.6</b>

<b>PROJECT (x000)</b>	<b>FY 2014 TOTAL</b>	<b>FY 2015 TOTAL</b>	<b>FY 2016 TOTAL</b>	<b>FY 2017 TOTAL</b>	<b>2014-2017 TOTAL</b>
HIGH RISK RURAL ROADS PROGRAM	577.8	277.8	277.8	277.8	1,411.2
SIGNAGE & PAVEMENT MARKINGS	2,972.0	2,972.0	2,972.0	2,772.0	11,688.0
TRAFFIC CALMING	150.0	150.0	200.0	150.0	650.0
TRANSPORTATION ENHANCEMENTS	3,540.4	3,490.5	3,490.5	3,912.4	14,433.8
<b>SUPPORT</b>					
ADVANCED ACQUISITIONS	0.0	0.0	0.0	0.0	0.0
AERONAUTICS PLANNING	176.0	176.0	176.0	176.0	704.0
AERONAUTICS PROGRAM DEV	280.0	280.0	280.0	280.0	1,120.0
EDUCATION AND TRAINING	200.0	200.0	200.0	200.0	800.0
HEAVY EQUIPMENT PROGRAM	6,449.0	10,400.0	10,400.0	10,400.0	37,649.0
PLANNING	9,260.8	7,951.2	8,751.2	8,751.2	34,714.4
Local Transportation Assistance Program (TAP)	340.0	340.0	340.0	340.0	1,360.0
MPO/FHWA	2,119.2	2,119.2	2,119.2	2,119.2	8,476.8
MPO/FTA	468.2	468.2	468.2	468.2	1,872.8
Pedestrian ADA Accessibility	100.0	0.0	500.0	500.0	1,100.0
Planning PD	1,280.0	880.0	1,180.0	1,180.0	2,360.0
Records Management	809.6	00	0.0	0.0	809.6
Rural TAP	78.2	78.2	78.2	78.2	312.8
Statewide Planning & Research/FHWA	3,296.3	3,296.3	3,296.3	3,296.3	13,185.2
Statewide Planning & Research/FTA	124.3	124.3	124.3	124.3	497.2

<b>PROJECT (x000)</b>	<b>FY 2014 TOTAL</b>	<b>FY 2015 TOTAL</b>	<b>FY 2016 TOTAL</b>	<b>FY 2017 TOTAL</b>	<b>2014-2017 TOTAL</b>
Truck Weight Enforcement	395.0	395.0	395.0	395.0	1,580.0
University Research	250.0	250.0	250.0	250.0	1,000.0
<b>TECHNOLOGY</b>	<b>12,700.4</b>	<b>12,065.0</b>	<b>12,065.0</b>	<b>9,525.0</b>	<b>46,355.4</b>
DBE	125.0	125.0	125.0	125.0	500.0
IT Initiatives	7,452.0	6,940.0	6,940.0	6,400.0	31,272.0
DMV System Upgrade	5,123.4	5,000.0	5,000.0	3,000.0	18,123.4
OJT/ Support Services	0.0	0.0	0.0	0.0	0.0
Summer Transportation Institute	0.0	0.0	0.0	0.0	0.0
<b>TRANSPORTATION FACILITIES</b>	<b>7,700.0</b>	<b>6,000.0</b>	<b>6,000.0</b>	<b>6,350.0</b>	<b>26,050.0</b>
<b>TRANSPORTATION MANAGEMENT IMPROVEMENTS</b>	<b>4,077.0</b>	<b>6,480.0</b>	<b>10,480.0</b>	<b>11,480.0</b>	<b>31,517.0</b>
MUTCD Compliance	0.0	1,000.0	5,000.0	6,000.0	12,000.0
Traffic Signal Relamping	0.0	0.0	0.0	0.0	0.0
Traffic Signal Revolving Fund	125.0	0.0	0.0	0.0	125.0
Rideshare Trip Mitigation	480.0	480.0	480.0	480.0	1,920.0
Transportation Management Improvements	0.0	0.0	0.0	0.0	0.0
Transportation Management Improvements (SoGR)	3,472.0	5,000.0	5,000.0	5,000.0	18,472.0
<b>TRANSIT</b>					
<b>TRANSIT FACILITIES</b>	<b>3,912.8</b>	<b>1,050.0</b>	<b>100.0</b>	<b>100.0</b>	<b>5,162.8</b>

<b>PROJECT (x000)</b>	<b>FY 2014 TOTAL</b>	<b>FY 2015 TOTAL</b>	<b>FY 2016 TOTAL</b>	<b>FY 2017 TOTAL</b>	<b>2014-2017 TOTAL</b>
<b>RAIL</b>	910.0	300.0	300.0	300.0	1,810.0
<b>TRANSIT VEHICLES</b>	5,426.0	3,902.9	2,730.2	2,690.1	14,749.2
<b>GRANTS AND ALLOCATIONS</b>					
<b>MUNICIPAL STREET</b>	5,000.0	4,000.0	4,000.0	4,000.0	17,000.0
<b>MSA Regular</b>	4,000.0	4,000.0	4,000.0	4,000.0	16,000.0
<b>MSA Restricted</b>	1,000.0	0.0	0.0	0.0	1,000.0
<b>COMMUNITY TRANSPORTATION</b>	50,150.0	41,750.0	31,750.0	31,750.0	155,400.0
<b>TOTALS</b>	265,281.0	240,179.7	209,029.2	217,014.7	931,504.6