

Complete Community Enterprise District Evaluation: Report on Project Activities

August 2018

Prepared by

William DeCoursey, Troy Mix, and Jeel Oza

Institute for Public Administration
School of Public Policy & Administration
College of Arts & Sciences
University of Delaware



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In coordination with

Delaware Department of Transportation

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Preface and Acknowledgments

As the director of the University of Delaware’s Institute for Public Administration (IPA), I am pleased to present this report, *Complete Community Enterprise District Evaluation*. Commissioned by the Delaware Department of Transportation, this report details the results of an IPA analysis of the Complete Community Enterprise District (CCED) legislation, which was signed into Delaware law in May 2016. According to the synopsis of the legislation, this Act “defines criteria for a local government to enter into an agreement with [DelDOT] to create transit-oriented development districts, called Complete Community Enterprise Districts...for the purposes of promoting economic development.”¹ IPA’s evaluation focused on placing CCED within the context of similar initiatives in Delaware and nationwide; detailing the steps and procedures necessary to designate a CCED; analyzing the spatial suitability of areas within Delaware for CCED designation; and engaging planning and community stakeholders in conversations to assess and prioritize CCED implementation steps.

Thank you to IPA staff members William DeCoursey and Troy Mix for leading the research and stakeholder engagement efforts involved with this evaluation. I’m also thankful for the significant research contributions of Public Administration Fellow Jeel Oza, as well as the editorial assistance provided by IPA staff members Lisa Moreland and Sarah Pragg. Lastly, this product would not have been possible without the contributions of time and insights provided by the stakeholders engaged for this research. Thank you to the many partners we engaged at DelDOT, the Delaware Transit Corporation, the Dover/Kent County Metropolitan Planning Organization, the Office of State Planning Coordination, and the Wilmington Area Planning Council. I am particularly thankful for the feedback and guidance provided by staff and members of Bike Delaware—their passion for “making cycling and walking safe, convenient, and fun in Delaware” is clear.

IPA has a long history of supporting transportation planning and economic development initiatives in Delaware with evidence-based research informed by stakeholder engagement. I hope that this study informs continued efforts to bolster local economies and enhance the quality of life enjoyed in Delaware’s communities.

Jerome R. Lewis, Ph.D.

Director, Institute for Public Administration

¹ A legislative synopsis may be reviewed at <http://legis.delaware.gov/BillDetail?legislationId=24116>

Contents

Project Introduction and Scope	1
Literature Review	2
CCED Intent and Purpose	2
Conditions and Requirements	2
Agency Obligations	5
Feedback and Outreach	7
Notes from CCED Implementation Workshop	7
Practicality of CCED Implementation	8
Discussion of Incentives to Encourage Municipal Participation	11
Masterplan Design and Implementation	12
Discussion of Potential Pilot Areas Suitable for Full CCED Implementation	13
Notes from Delaware Transit Corporation Implementation Roundtable	14
Defining Key Components of the CCED Legislation in Agency Terms	15
Existing Services and Potential CCED Areas	16
Historic Obstacles to Superior Transit in Delaware	20
Spatial Analysis of CCED Suitability	21
Methodology and Data Sources	21
Results and Discussion	23
Summary of Suitable Areas	30
Potential Path Forward	31
Advocacy and Outreach	31
Develop Training Materials or Fact Sheets for Potential Partner Municipalities	31
Schedule Outreach or Training Events at Municipal Meetings	31
Identify and Assist First Pilot CCED Community	32
Other Implementation Options	32
Transportation Improvement Districts (TIDs)	33
Downtown Development District (DDD)	33
Transit Overlays	33
Suggest Revisions to CCED Legislation Based on Implementation Experience	34
Appendix. Outreach Documentation	35
CCED Implementation Workshop Presentation	35
2017 Delaware Bike Summit Program	42
2017 Delaware Bike Summit Presentation	44
CCED Stakeholder Engagement Workshop Presentation	51

List of Tables and Figures

Table 1. Residential and Employment Density Required to Support Transit Service.....	4
Figure 1. Transit Routes Identified as Popular in Delaware	19
Table 2. Proxy Variables for Factors Important for Transit-Oriented Communities	22
Table 3. Descriptive Statistics for Proxy Variables for Factors Important for Transit-Oriented Communities	23
Figure 2. Distribution of Retail Employment Access Index Values across Delaware Block Groups	24
Figure 3. Distribution of Bus and Train Stops per Square Mile Values across Delaware Block Groups.....	25
Figure 4. Distribution of Favorable Jobs-Housing Balance Values across Delaware Block Groups	26
Figure 5. Distribution of Blocks per Acre Density Values across Delaware Block Groups.....	27
Figure 6. Distribution of Jobs and Population per Square Mile Values across Delaware Block Groups.....	28
Figure 7. Distribution of Composite CCED Scores across Delaware Block Groups.....	29

Project Introduction and Scope

The Institute for Public Administration at the University of Delaware maintains an on-call research and services agreement with the Delaware Department of Transportation (DelDOT).

In 2016, following the passage of the Complete Community Enterprise District (CCED) legislation, DelDOT tasked IPA with:

1. Researching and contrasting CCED with similar initiatives.
2. Analyzing the legislation's requirements, steps, and procedures.
3. Conducting a spatial analysis of the state and its municipalities to determine the most suitable candidate areas.
4. Presenting preliminary findings to and engagement with statewide planning professionals and the Delaware Transit Corporation (DTC).
5. Summarizing all feedback and input.
6. Recommending next steps for potential CCED implementation.

Literature Review

CCED Intent and Purpose

The CCED legislation, according to a fact sheet developed by its sponsors and proponents, is designed to encourage the creation or redevelopment of complete communities—transit-friendly, walkable, and bikeable places.

Several anticipated benefits were listed. Proponents envisioned complete communities as being a fiscally responsible pattern of growth, both for government agencies responsible for providing transportation, health care, education, and a myriad of other services to an increasingly dispersed populace, as well as for individuals and families that presumably could spend less on transportation. A close reading of the bill reveals a heavy emphasis on effective provision of transit service and increasing DTC's farebox recovery ratio.

Added benefits put forth by advocates are that complete communities foster healthy lifestyles and physical activity; complete communities put pedestrians and cyclists at less risk of injury or death in traffic; and an aging Baby Boom generation and millennials both have demonstrated an aversion to the typical four-bedroom, two-bath suburban home.

Conditions and Requirements

This section lists conditions and requirements for designating CCEDs and provides context from similar policies adopted nationwide.

1. The district is contiguous.

- Mueller, a complete community in Texas, is a contiguous 700-acre area.²
- East Liberty Station, Pennsylvania's first successful Transit Revitalization Investment District, is a contiguous district. It extends for a half-mile radius around the central transit station.³

2. The district is more than one square mile but less than nine square miles in area.

- Pennsylvania's Transit Revitalization Investment District (TRID) Act specifies that a TRID must be established "within an area not to exceed a radius of three-quarters mile from a railroad, transit, light rail, busway or similar transit stop or station, measured from the centerline of the track or roadway traversing the station or stop location."⁴
- The Federal Transit Administration suggests that a transit-oriented district should extend no more than a half-mile radius from a transit station.⁵ Both the City of

² <http://www.muelleraustin.com/thinking-green/>

³ <http://apps.pittsburghpa.gov/dcp/eLTRID.pdf>

⁴ <http://www.legis.state.pa.us/cfdocs/legis/li/uconsCheck.cfm?yr=2016&sessInd=0&act=151>

⁵ https://www.transit.dot.gov/sites/fta.dot.gov/files/FTA_Report_No._0054.pdf

Charlotte, North Carolina,⁶ and the state of New Hampshire follow this guideline. This practice makes it so a person living along the outer edge of the district only has to walk ten minutes to reach the nearest transit station.⁷

3. The district has a compact shape with an isoperimetric quotient of at least 0.7.

4. All residential lands in the district are zoned and regulated with a density that is high enough that residents have access to frequent transit.

- A New Jersey zoning guide requires a minimum residential density of 8 dwelling units/acre to support bus transportation and 15 dwelling units/acre to support rail transportation. It also suggests “for moderate to high transit ridership levels, frequent transit service, active street life, and viable neighborhood businesses, higher densities from 15 to 24+ dwelling units per acre are required.”⁸
- In Charlotte, North Carolina, within one-quarter mile walking distance to nearest transit station, the minimum residential density is 20 dwelling units per acre. Between one-quarter mile and one-half mile walking distance to transit station, the minimum residential density is 15 dwelling units per acre.⁹
- San Diego, California, recommends average minimum residential densities of 12 to 25 dwelling units per acre in a Transit Oriented District (TOD).¹⁰
- A study in Washington found that the densities listed in Table 1 are required to support corresponding levels of transit.¹¹

⁶http://charlottenc.gov/planning/Rezoning/StakeholderGroups/TextAmendmentStakeholderGroup/Documents/ZoningOrd_TO_D.pdf#search=Transit%20Oriented%20District

⁷ https://www.nh.gov/dot/programs/i93transit/library/documents/FINAL_zoning_ord_review.pdf

⁸ http://www.sustainablejersey.com/actions-certification/actions/?type=1336777436&tx_sjcert_action%5BactionObject%5D=522&tx_sjcert_action%5Baction%5D=getPDF&tx_sjcert_action%5Bcontroller%5D=Action&cHash=7d698135231866883a26b10b76885025

⁹http://charlottenc.gov/planning/Rezoning/StakeholderGroups/TextAmendmentStakeholderGroup/Documents/ZoningOrd_TO_D.pdf#search=Transit%20Oriented%20District

¹⁰ https://www.nh.gov/dot/programs/i93transit/library/documents/FINAL_zoning_ord_review.pdf

¹¹ Ibid

Table 1. Residential and Employment Density Required to Support Transit Service

	Intermediate Service Local Bus	Frequent Local Bus	Light Rail	Rapid Transit
Dwelling Units per acre	7	15	9	12
Residents per acre	18	38	23	30
Employees per acre	20	75	125+	

Source: Adapted from “Table 3: Residential and Employment Density Required to Support Transit Service,” *I-95 Transit Investment Study: A National Review of Transit-Supportive Land-Use Practices and an Analysis of New Hampshire and Massachusetts Land Use Regulations*, New Hampshire Department of Transportation and Massachusetts Executive Office of Transportation, https://www.nh.gov/dot/programs/i93transit/library/documents/FINAL_zoning_ord_review.pdf

5. Developments in the district are exempt from any municipal or county requirements for the provision of off-street parking.

- Denver, Colorado, reduces parking requirements by 25 percent if a company/building site is at least 12 acres and within walking distance to a transit station. Denver does not have parking requirements in the downtown commercial district, but it does have requirements for residential mixed-use and TOD areas: 2 spaces per 1,000 square feet of office space, 3.3 spaces per 1,000 square feet of retail space, and 1 to 2 spaces per housing unit. If the required parking is shared-use and near transit, developers can apply for a 50 percent reduction in the parking requirement.¹²
- The Nashua, New Hampshire, zoning code allows a developer to substitute municipal lot parking for the off-street parking requirement so long as the lot is stationed within 1,000 feet of the building.¹³
 - a. **The total area of the district that is zoned for residential use is greater than the total area that is zoned for commercial or other uses.**
 - The Charlotte, North Carolina, zoning ordinance categorizes TODs based on use. Residentially Oriented TODs (TOD-R) are high-density residential areas with some restaurant, civic, and commercial use. Non-residential land uses are allowed (i.e., office, retail), but only 20 percent of the total development square footage of non-residential land use can be credited toward the minimum residential density requirements in the zoning code, with a ratio of one dwelling unit to 2,000 square feet of development.¹⁴

¹² https://www.nh.gov/dot/programs/i93transit/library/documents/FINAL_zoning_ord_review.pdf

¹³ Ibid

¹⁴ http://charlottenc.gov/planning/Rezoning/StakeholderGroups/TextAmendmentStakeholderGroup/Documents/ZoningOrd_TO D.pdf#search=Transit%20Oriented%20District

Agency Obligations

This section lists state agency obligations upon designation of a CCED, and, again, provides context from similar policies adopted nationwide. Once a district has been created, the department shall:

1. Develop transit capital improvement projects with the goal of increasing transit ridership in the district that would result in a greater farebox recovery ratio.

- The Puget Sound Regional Council (PSRC) in Washington suggests using capital improvements to increase the speed and reliability of transit to attract more riders. It suggests creating transit infrastructure, such as bus stops and transit layover facilities, as well as “provid[ing] specialized infrastructure such as signal prioritization, bus stop curb extensions, and dedicated lanes to support transit.”¹⁵
- Additionally, PSRC encourages capital improvement projects close to transit such as wayfinding signs, bike lanes and parking, pedestrian bridges, and crosswalks to make transit use easier, and thus increase ridership.¹⁶
- The New Jersey zoning guide asserts that diverse land use increases ridership more than high densities. It suggests altering the zoning code to allow for both vertical and horizontal mixing.¹⁷

2. Identify the most significant barriers to more trips via walking and cycling in the district and develop capital improvement projects to overcome those barriers.

- Phoenix, Arizona, created a zoning overlay district that increased pedestrian open space, required at least 50 percent clear windows for a building’s façade, lessened the number of blank building walls, and created pedestrian wayfinding signs to make walking more attractive.¹⁸
- To encourage walking within the City of Kirkland, Washington, the development of a pedestrian-friendly wayfinding system that identifies destinations and possible routes was prioritized.¹⁹
- Kirkland, Washington, suggests creating cycle tracks and greenways to make biking safer and thus a more attractive alternative. It also proposes capital improvements like greater bicycle parking and “runnels” for stairs.²⁰

¹⁵ <http://www.psrc.org/assets/10666/TransitPlanningToolkit.pdf>

¹⁶ Ibid

¹⁷ [http://www.sustainablejersey.com/actions-](http://www.sustainablejersey.com/actions-certification/actions/?type=1336777436&tx_sjcert_action%5BactionObject%5D=522&tx_sjcert_action%5Baction%5D=getPDF&tx_sjcert_action%5Bcontroller%5D=Action&cHash=7d698135231866883a26b10b76885025)

[certification/actions/?type=1336777436&tx_sjcert_action%5BactionObject%5D=522&tx_sjcert_action%5Baction%5D=getPDF&tx_sjcert_action%5Bcontroller%5D=Action&cHash=7d698135231866883a26b10b76885025](http://www.sustainablejersey.com/actions-certification/actions/?type=1336777436&tx_sjcert_action%5BactionObject%5D=522&tx_sjcert_action%5Baction%5D=getPDF&tx_sjcert_action%5Bcontroller%5D=Action&cHash=7d698135231866883a26b10b76885025)

¹⁸ https://www.transit.dot.gov/sites/fta.dot.gov/files/FTA_Report_No._0054.pdf

¹⁹ <http://www.kirklandwa.gov/Assets/Boards+and+Commissions/Boards+and+Commissions+PDFs/Transportation+Commission/City+of+Kirkland+Transportation+Master+Plan.pdf>

²⁰ Ibid

3. Assign department capital improvement projects within a district the highest weight for multi-modal mobility, flexibility/access, as well as the weight equivalent to projects in transportation improvement districts through the department's project prioritization process pursuant to Title 29 § 8419.

- The Puget Sound Regional Council (PSRC) determined that for cities to support multi-modal mobility, they must seek community input, especially from low-income, minority, and transit-dependent residents who are most likely to need and take advantage of multi-modal transportation designs. PSRC also suggests adopting multi-modal level-of-service (LOS) standards.²¹
- Pittsburgh, Pennsylvania, the first successful TRID in the state, used its state funding for multi-modal capital improvements. It connected pedestrian, bicycle, and transit zones to make it easier, and therefore more likely, for people to take transit. They also built new biking and walking infrastructure, a pedestrian bridge connecting to the train station, and a new bike garage and moved bus loading and unloading areas to make them more pedestrian friendly.²²

4. Establish an engineering design goal of free-flowing 85th percentile motor vehicle traffic speeds of 25 mph or less for all streets and roads that are not limited access in the district.

- In 2016, Seattle, Washington, lowered speed limits on all non-arterial streets to 20 mph and speed limits on arterial streets in the city center to 25 mph to lower pedestrian and bicyclist injuries.²³
- In 2014, as part of its Vision Zero, New York City lowered the default speed limit on all streets to 25 mph.²⁴

5. Refrain from developing any projects that expand road capacity in the district unless the department can demonstrate that such projects will have no negative effect on transit access, pedestrian safety, or on the percentage of trips that can be made by bicycle under low traffic stress conditions.

- Kirkland's 2015 Transportation Masterplan sets forth a hierarchy that prioritizes interests in the following order:
 1. Walking
 2. Biking
 3. Transit
 4. Motor Vehicles²⁵
- A New Hampshire transit investment study prioritizes pedestrians and bicyclists over single-occupancy vehicles when planning street design.²⁶

²¹ <http://www.psrc.org/assets/10666/TransitPlanningToolkit.pdf>

²² <http://www.hennepin.us/-/media/hennepinus/residents/transportation/bottineau/chapter-six-planning-best-practices-bottineau-corridor.pdf?la=en>

²³ <http://seattlegreenways.org/2016-campaigns/20-25-mph/>

²⁴ <http://www1.nyc.gov/office-of-the-mayor/news/493-14/mayor-de-blasio-signs-new-law-lowering-new-york-city-s-default-speed-limit-25-mph#0>

²⁵ <http://www.kirklandwa.gov/Assets/Boards+and+Commissions/Boards+and+Commissions+PDFs/Transportation+Commission/City+of+Kirkland+Transportation+Master+Plan.pdf>

²⁶ https://www.nh.gov/dot/programs/i93transit/library/documents/FINAL_zoning_ord_review.pdf

Feedback and Outreach

IPA staff facilitated and presented at several outreach events to gather input about the feasibility of CCED implementation. In particular, a CCED Implementation Workshop with statewide planning professionals was facilitated on April 24, 2017. IPA staff presented on “Prioritizing Investments in Delaware’s Complete Communities” at the 2017 Delaware Bike Summit, along with facilitating a panel on “Developing Complete Communities for Delaware.” IPA staff facilitated a CCED Implementation Roundtable with DTC leadership. In addition, IPA staff presented at and facilitated the CCED Stakeholder Engagement Workshop on October 6, 2017. This section presents notes from the CCED Implementation Workshop and the Implementation Roundtable. Documentation from the outreach activities is included as part of this document’s appendix.

Notes from CCED Implementation Workshop

CCED Implementation Workshop

April 24, 2017

WILMAPCO Conference Room, Newark, Delaware

Attendees:

Jim Galvin – Dover/Kent County Metropolitan Planning Organization (MPO)

Kate Layton – Dover/Kent County MPO

Tremica Cherry – DTC

Timothy Snow – DelDOT

Bruce Allen – DelDOT

David Edgell – Office of State Planning Coordination (OSPC)

David Gula – Wilmington Area Planning Council (WILMAPCO)

Bill Swiatek – WILMAPCO

Troy Mix – IPA, UD

William DeCoursey – IPA, UD

Michael DuRoss – DelDOT

Sarah Coakley – DelDOT

Joshua Thomas – DelDOT

After viewing IPA’s presentation, an overview of Delaware’s CCED legislation, and an outline of district requirements and agency responsibilities, attendees offered feedback to the research team. Generally speaking, the group’s discussion clustered around a handful of themes.

1. Concerns over the practical workability of the existing legislation, particularly as it related to:

- a. Required size of CCED areas and necessary shape.
 - b. Potential for newly designated areas to drain DTC of resources currently allocated to other fixed-route services.
 - c. Finding municipalities (or areas) willing to make the potentially unpopular decision to forego all surface parking regulations and advocate for design speeds of 25 mph, or less, on all roadways within the district.
 - d. The level of complexity involved with county/municipality partnerships (potentially several counties and municipalities) that could be required due to the one to nine square mile CCED area size.
2. Discussion of incentives and other favorable aspects of the CCED legislation that might encourage municipal participation.
 - a. Multi-modal bonus in DOT project scoring.
 - b. Brownfield and/or Greyfield redevelopment.
 - c. Opportunity to fundamentally transform an area.
3. Master Plan design and implementation.
 - a. Gathering statewide land-use and zoning data.
 - b. Tying CCED Master Plans to relevant Comprehensive Plans to affect necessary rezoning.
 - c. Zoning for transit-supportive densities.
 - d. Providing “Enhanced Mass Transit” services.
4. Discussion of potential pilot projects and/or areas suitable for full CCED Implementation.

Practicality of CCED Implementation

Various stakeholder agencies lauding the CCED legislation’s intentions and generally supporting its goals. Participants noted that most agencies had been approached for input during the CCED legislation’s development and that, as state agencies, each had no formal position supporting or opposing CCEDs.

Required Size of CCED Areas

The discussion opened with references to two recent success stories in multi-modal development in Delaware: the developments at Whitehall and Bayberry. By Delaware standards, both are relatively large and well-regarded developments. However, participants quickly noted that both are far smaller, in terms of area, than the one square mile (up to nine square miles) dictated by the CCED-enabling legislation. Participants openly wondered if any developer with a history of working in Delaware would ever find themselves in the position of developing, or redeveloping, an area of the required size.

Barring the existence of one entity or corporation with a controlling interest in a land area large enough to qualify, the obvious conclusion was that a CCED area designation and implementation would be unlikely to be attempted by any single entity as a “development,” and would necessitate true, collaborative master planning and significant regulatory refinement by at least two municipalities and state agencies (a county, an interested municipality, and DelDOT).

Participants also saw the requisite shape of the CCED areas as a potential, though not insurmountable, hurdle. The isoperimetric requirement (see literature review and PowerPoint presentations for details) effectively mandates that any chosen area be a fairly roundish oval. That is to say, it cannot be compressed “skinny” enough to suit a corridor approach. Moreover, the requirement that the area be contiguous effectively preempts the selective exclusion of problematic areas within the chosen CCED area. For example, major arterials and regional commercial areas could be required to undergo the same transformation (under 25 mph free-flow traffic speed and rezoning to a use other than regional commercial) as all of the other land area within the drawn CCED boundary.

Potential for Newly Designated Areas to Drain DTC of Resources Currently Allocated to Other Fixed-Route Services

Given the legislation’s mandate that DTC must provide “enhanced mass transit” service to designated CCEDs and to appropriate capital funds, the group wondered if the potential existed for CCED creation to drain DTC of resources needed to maintain and improve existing, popular, fixed-route service. A close reading of the legislation revealed that DTC/DART would, in fact, need to sign off on any CCED creation, mitigating the concern that DTC would find itself in the position of attempting to provide premium service to areas it had never envisioned. Regardless, participants felt that an updated transit master plan would be essential to evaluating potential CCEDs and partnerships.

Finding Municipalities (or areas) Willing to Make the Potentially Unpopular Decision to Forego All Surface Parking Regulations and Advocate for Design Speeds of 25 mph, or Less, on All Roadways within the District

Somewhat related to the above-mentioned issue of requisite area size and shape, was the issue of identifying and activating municipalities willing to undertake politically sensitive choices in pursuit of incremental, but still, transformative progress toward a multi-modal, less auto-centric community. Because CCEDs are required, at minimum, to be one square mile and because of the requirement they be contiguous, it would likely prove very difficult to create a district that would not contain areas that require some level of comprehensive rezoning and at least parts of well-trafficked roadways where vehicular speeds would need to be reduced

significantly. Likewise, the CCED legislation mandates no regulation regarding off-street surface parking. Though it would leave the determination of “adequate” parking largely to the private sector, participants noted that parking requirements are often a hot-button issue in local politics and an area many municipalities have grown accustomed to controlling.

Finally, the group discussed density, a key facet of the CCED legislation. Though the language does not set a density threshold, it characterizes the desired density levels as “high enough to enable frequent mass transit service,” while also increasing farebox recovery. DTC-provided figures suggest residential densities on the scale of 16 dwelling units per acre (du/acre) to achieve this goal. At a minimum, seven du/acre has long been regarded as the minimum residential density for passable fixed-route bus service. Either figure would represent a level of density not historically embraced by Delaware municipalities.

The Level of Complexity Involved with County/Municipality Partnerships (potentially several counties and municipalities) That Could Be Required Due to the One to Nine Square Mile CCED Area Size

Again, somewhat related to the required size and shape of potential CCEDs, some of the discussion focused on the complexities of municipal-county intergovernmental coordination, policy alignment, and ongoing coordination and implementation. A back of the envelope mapping exercise clearly illustrated how unlikely it would be in the state of Delaware to locate, even a one square mile contiguous oval entirely within any one municipality without including unincorporated (county) enclaves or county-administered lands beyond a municipality’s borders. The conclusion the group drew, was that, in all likelihood, the politically sensitive decisions outlined in the discussion above would need to be undertaken not just by a single municipality, but, at some level, by the county as well.

The group felt that, from the point of view of transformative, lasting change, this was a good thing. However, the general consensus was that it could prove a heavy lift, and, at the very least, would entail a second planning commission, legislative body, and cohort of concerned constituents who would need to be won over to the cause.

On a strictly planning level, it would almost certainly require a jointly developed master plan, memorandums of agreement or understanding between municipalities and with DelDOT, adjustments to each entity’s comprehensive plan, and subsequent rezoning.

Discussion of Incentives to Encourage Municipal Participation

Though the potential hurdles were discussed in some detail, participants found a lot to like in the CCED legislation, particularly in the context of many of the state's municipalities that have demonstrated a long track record of thoughtful planning, as well as those that are actively seeking growth and development. The legislation's mandate that designated areas receive a modest scoring bump for capital projects was viewed as significant. So, too, was the potential for CCEDs to fundamentally transform areas of under-performing strip retail, outdated commercial centers, or even as a catalyst for brownfield redevelopment.

Multi-Modal Bonus in DOT Project Scoring

The CCED legislation outlines that any master-planned projects within a designated district would automatically receive the maximum allowable score for multi-modal mobility as well as a score equivalent to the existing bonus for projects within approved transportation improvement districts (TID). The expected outcome would be that municipalities creating a CCED could expect projects within their district to rank higher, and thus be funded sooner, than (all things being equal) similar proposals to DelDOT's Transportation Improvement Plan (TIP). DelDOT representatives in attendance confirmed the scoring bonuses were not insignificant. However, they did caution that, based on their understanding of the in-use project weighting and prioritization protocols, that the prescribed bonuses would not be "game-changers."

Brownfield and/or Greyfield Redevelopment

Earlier discussion of economies of scale in the state had left the group skeptical of a CCED "greenfield" development. However, the group felt that, under the right circumstances, the CCED approach could be attractive to municipalities or development entities with regulatory or financial control of large brownfields or greyfields, referring to former (often polluted) industrial areas and vacant or badly underperforming retail, respectively.

The participants noted that, from an economic development standpoint, CCEDs could be an attractive vehicle to facilitate the master planning, intergovernmental coordination, and regulatory procedures such involved redevelopment initiatives invariably require. Moreover, the prospect of getting rid of blighted tracts of land could serve as an incentive unto itself. From a practical standpoint, attendees felt that some of the likely political sticking points (parking, density, rezoning) could also be less problematic in a transformative redevelopment scenario. There was, however, some concern that significant residential densities on, or near, former brownfields typically require extensive and expensive environmental remediation.

Opportunity to Fundamentally Transform an Area

Individual issues aside, the group reached clear consensus that CCEDs would best be employed to fundamentally transform relatively larger geographic areas. On balance, though the incentives contained within the enabling legislation were not seen as trivial, they were seen as unlikely to be sufficient to spur communities seeking marginal improvement to attempt district creation, given the comprehensive and detailed requirements and the existence of simpler, smaller-scale potential remedies. However, CCEDs were seen as unique in that no other program, policy, or law existing in the state laid out a step-by-step process for a fundamental move toward transit, mobility, and walkable urbanism. CCEDs also have the distinction of being enacted legislation, enjoying a permanence and predictability not typical of executive orders or agency-headed pilot projects.

Masterplan Design and Implementation

The state-level planner roundtable was primarily intended to discuss district requirements, candidate areas, incentives, practicality, and outreach to municipalities. A follow-on discussion was held specifically with DTC's executive director and staff (see following section) to discuss the nuances of transit master planning in the state. However, the group did touch on these topics and highlighted some important considerations.

Following a presentation by IPA, which largely showed that the desired residential densities for CCED creation are absent in Delaware, the group discussed data needs. To identify and prioritize the desirability of potential candidate areas, the group suggested a second phase of research to gather (1) statewide transit routes and ridership, (2) a statewide zoning layer, and (3) housing and residential density.

With the data providing a firm baseline, the group felt the question would then become, "What will it take to facilitate these multi-modal improvements and to achieve these densities?"

Once areas were identified and had chosen to move forward on a master plan with DeIDOT, the agreed-upon next step was outlined as amending the relevant comprehensive plans (most likely municipal and county) to permit the requisite densities in the desired CCED. Participants noted that this could not happen in a vacuum and that care would have to be taken to ensure that adequate public services (water, wastewater, stormwater, education, parks and recreation) either existed or could be brought online to service the desired population concentrations. Transportation improvements were not seen as a hindrance, as the bill makes specific reference to avoiding level of service (LOS) traffic-related constraints.

Participants were unable to dictate an exact scenario or a slam-dunk area for immediate implementation. However, many felt that a pilot project, or pilot area, would be a prudent way to proceed to iron out any bugs in the process. They also stressed the imperative of inclusivity and a robust public process to engage elected officials, concerned citizens, civic groups, advocacy organizations, and the homebuilder/development community.

A key consideration was how to, as the CCED legislation dictates, provide enhanced mass transit routes upon the district's creation. A potential hurdle identified by the group was that transit supportive densities do not, and would not yet, exist upon a hypothetical district's creation. The redevelopment would take considerable time—years to decades. Participants speculatively discussed providing enhanced transit routes in the fashion of “if you build it, they will come,” effectively utilizing public infrastructure dollars to incentivize the desired redevelopment. Another concept discussed was a public/private partnership model where private investment dollars would subsidize transit costs in the short to medium term in exchange for the opportunity to develop at uncommonly profitable residential densities with increased certainty in the regulatory process, stemming from a master plan and MOU.

Discussion of Potential Pilot Areas Suitable for Full CCED Implementation

Note – Attendees did not take the position that any discussed areas SHOULD apply for CCED area designation. The discussion was largely academic, as participants discussed the feasibility, not the advisability, of various candidate areas.

With the preliminary geo-spatial analysis clearly showing that the requisite residential densities for successful CCED implementation do not currently exist in Delaware, with the possible exception of small pockets of Wilmington and Dover, the discussion tended to center on candidate areas that might welcome the increased population, economic activity, development, and transit envisioned to accompany a successful CCED.

One candidate area discussed was Claymont and the Claymont train station. Claymont has a years-long history of pursuing redevelopment, revitalization, economic development, and improved transit. It also hosts one of the state's handful of light-rail stations.

Newport was also discussed as a candidate area. Newport, like Claymont, sits aside a prime commute-shed, and the municipality has been active in pursuing economic development and redevelopment. It is also fairly well served by fixed-route transit. At less than a square mile, however, coordination with New Castle County would be paramount.

Dover and Wilmington were also seen as possibilities, particularly as they represent the only cities within which a CCED could be created without necessarily involving the surrounding county. Though participants made compelling cases for areas within each city, none could readily envision either being immediately prepared or willing to chart a course to fundamentally redevelop and re-regulate a full square mile.

Finally, the Churchman's Crossing area was discussed as a possible candidate for a fundamental redevelopment, though it is currently tilted heavily toward regional and highway commercial. It is well served by transit and sits astride popular routes.

Notes from Delaware Transit Corporation Implementation Roundtable

Delaware Transit Corporation

Implementation Roundtable – June 19, 2017

DTC Offices, Wilmington, Delaware

Attendees:

John Sisson, Chief Executive Officer – DTC

Catherine Smith, Planning and Development Manager – DTC

James Wilson, Executive Director – Bike Delaware

Troy Mix, Policy Scientist – IPA, UD

William DeCoursey, Assistant Policy Scientist – IPA, UD

After viewing IPA's presentation, an overview of Delaware's CCED legislation, and an outline of district requirements, with a focus on agency responsibilities, attendees offered feedback to the research team. Generally speaking, the group's discussion clustered around a handful of themes.

1. Defining key components of the CCED legislation in agency terms.
 - a. What would DTC consider "Enhanced Mass Transit Routes?"
 - b. What density measure does DTC consider to be "Transit Supportive" for various types of service?
 - c. Farebox Recovery – Is this an important consideration for DTC? How might it be increased?

2. A summary of existing services DTC provides and a discussion of potential changes that might be necessitated in a CCED district, as well as potential candidate areas for CCED implementation.
 - a. What service considerations might be necessary to ensure an increasing farebox recovery rate in any CCED districts?
 - b. What areas, or routes, in the state appear best suited to the CCED approach?
 - i. Discussion of areas that might benefit from less intense strategies (TOD, Transit Overlays, Intelligent Transportation System enhancements).
3. Discussion of historic sentiments in Delaware, and elsewhere, that have served to limit transit-supportive land-use patterns and gains in connectivity.

Defining Key Components of the CCED Legislation in Agency Terms

As with most legislation, the CCED bill sets some numerical parameters (i.e., the size and shape of districts). Other items, however, are not spelled out in full detail, leaving the implementing agencies, most notably DTC, some latitude. Before a CCED area can be implemented, there will likely need to be agreement on what constitutes an enhanced mass transit route, required densities, and farebox recovery.

Enhanced Mass Transit Routes

Routes were discussed in the context of fixed-route bus (the vast majority of DTC's service model). DTC leadership felt that an enhanced mass transit route would, effectively, serve as a placeholder for light rail, a sort of Mini Bus Rapid Transit (BRT), and would likely comprise the following features:

- Five- to ten-minute headways.
- Enhanced bus stops at key locations on the route.
 - Bicycle parking
 - Multi-modal connections
 - Shelter and benches
 - Informational kiosks
- Structured parking and frequent multi-modal connections.
- Streamlined boarding and offloading of passengers.
- Possibly "local" and "express" routes.

Transit Supportive Densities

The state's lack of residential density was cited as a key limiting factor in service provision. As a general rule of thumb, DTC felt that a measure of seven dwelling units per acre (du/acre) was a commonly accepted figure in the industry, capable of supporting 45-minute to one-hour headways. To begin to contemplate the ten-minute headways envisioned on "enhanced mass

transit” routes, the agency felt 15-20 du/acre, at least, would be required. Agency staff later emailed the research team additional details. Their research suggested a minimum of 15 du/acre, but also noted that the measure of dwelling units was, essentially, an abstraction of what really needs to be measured—people. According to DTC, their most successful routes, those most analogous to the envisioned enhanced routes, span from 2,200 to nearly 11,000 people per square mile.

Farebox Recovery

Farebox recovery is simply the portion of a transit agency’s operating budget (including debt service on capital expenses) that is recovered by collecting fares. Few, if any, publicly run transit agencies in the United States “make money.” In fact, nearly all operate at a loss. Nationally, 30 percent is a representative average of expenses recouped via fares. Some major metropolitan markets can approach 60 percent.

The CCED legislation sets no numerical goal for farebox recovery, but does specifically state that any enhanced mass transit routes within proposed CCEDs be created and operated with the goal of increasing farebox recovery (presumably above that of the existing route being enhanced, or above that of the system as a whole).

Far from seeing this as an obstacle, DTC leadership felt it was an opportunity. DTC explained that, normally, routes servicing the commuter market rate higher in farebox recovery. Routes primarily serving the “no choice” market normally recover less in revenues, as these routes exist, mainly, to allow customers to get to necessary, but not necessarily popular, destinations. DTC noted that the decentralization of employment and population centers over the past decades had reduced farebox recover ratios for all routes. They felt that the transformative nature of the CCED legislation would, almost certainly, organically increase farebox recovery, owing to requisite large gains in population density and multi-modal connectivity.

Existing Services and Potential CCED Areas

DTC explained that its current service model is based on commuter patterns from the early 2000s and that, like many transit agencies, it primarily operates as a hub and spoke system. The growth in the service, and more recently, the information economy, have posed significant challenges to transit in Delaware. Workplaces are far less centralized and the hours of employment are far less patterned than decades ago. The boom in suburban and rural homebuilding has exacerbated this trend. People are more spread out geographically, traveling to more disparate destinations over a more varied time frame. This makes it more difficult to fill buses.

Service Considerations for Increasing Farebox Recovery

DTC did not envision significant obstacles to servicing enhanced mass transit routes designed to increase farebox recovery. Based on the discussion below of candidate areas for CCEDs, DTC felt that existing routes could be augmented, stops upgraded, and logistics improved in areas that had signed up for the restrictions spelled out in the CCED legislation. DTC leadership welcomed the promise of residential densities and multi-modal enhancements and was confident that, coupled with transit enhancements, this would lead to marked improvements in farebox recovery. DTC noted that this would require some modeling and marginal alterations to its overall service portfolio, but the agency is well practiced in this regard.

Areas or Routes Best Suited to CCED

DTC and Bike Delaware representatives brainstormed areas where CCED creation would complement, or at least not majorly disrupt, DTC operations. The group named several municipalities, unincorporated areas, and existing DART routes. Whereas the planner's roundtable paid particular attention to the size, shape, and regulatory requirements of CCEDs, this group was more concerned with identifying areas that, if they wished to transform, would make sense from a transit perspective.

The Cities of Wilmington and Newark were immediately discussed. As two of the state's larger municipalities, each boasts significant (and relatively centralized) centers of employment and population. Each is also well served by popular DART routes and is also serviced by rail.

The Town of Claymont was also identified. Also served by rail and fairly popular fixed-route bus, Claymont has shown a willingness and desire for growth from political and civic organizations. Moreover, redevelopment has been ongoing for a number of years. Some brownfields in need of remediation and redevelopment offer the opportunity for the transformative style of redevelopment envisioned in the CCED approach.

The Town of Newport was also discussed. Newport's perceived advantages were its proximity to the City of Wilmington, the town's stated desire to have a train station, recent political openness to significant redevelopment, and ongoing land development and consolidation activities within and around the town.

Unincorporated areas, or not entirely incorporated areas, were also identified. Among them were popular employment and residential centers along established fixed-route bus corridors such as Churchman's Crossing, Price's Corner, and the Christiana Mall, all in New Castle County.

The City of Lewes, in Sussex County, was named as a potential medium- to longer-term candidate area. The city has a long history of proactive planning and is served by one of Sussex County's most popular, though seasonal, routes—the Beach Bus.

Likewise, Smyrna (New Castle and Kent County) was discussed in a similar context, largely due to the town's embrace of thoughtful planning, intergovernmental coordination, and the presence of the Walmart distribution center.

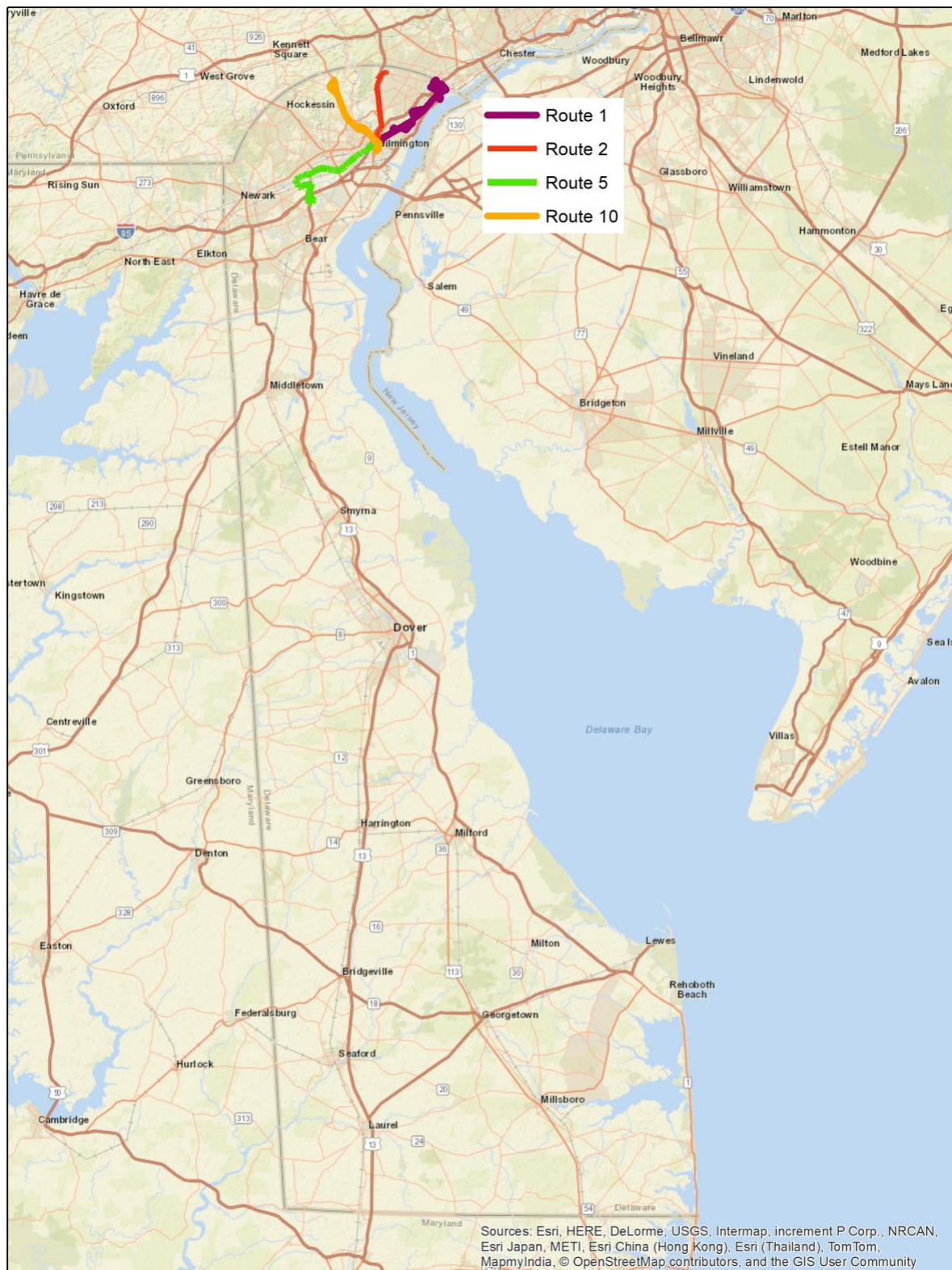
To be clear, DTC was not choosing “winners” and “losers” or suggesting that areas discussed need to adopt the CCED legislation. It was simply a hypothetical question of feasibility.

Generally, DTC felt that CCED creation would be most doable along its more popular routes, namely:

1. Route 5
2. Route 2
3. Route 10
4. Route 1

These routes can be seen in Figure 1.

Figure 1. Transit Routes Identified as Popular in Delaware



Candidate Areas Suitable for Other Approaches such as Transit Overlays, TODs, and Bus Prioritization

DTC leadership took no strong position on any one approach over another. Nor did it choose to make a clear distinction on what approach could, should, or would work best in any given area discussed, aside from noting that signal prioritization would be most beneficial on its busiest routes (above). It held that it would welcome and attempt to accommodate transit-friendly redevelopment in any of the areas discussed, be they CCEDs or less onerous approaches.

Historic Obstacles to Superior Transit in Delaware

Bike Delaware envisioned CCED implementation as a partnership between local communities and the state. Funding prioritization and technical support would come from the state while area creation and the political commitment to transformative change would come from the individual municipalities or county.

This led to a discussion of some of the political and practical obstacles DTC has become familiar with in Delaware.

A key obstacle, according to DTC leadership and staff, is a persistently unfavorable perception of transit. Many equate transit with crime, with “dirty” people, and with the homeless. Likewise, similar perceptions persist when discussing development at a sufficient density to allow for excellent transit service. Though some may be convinced of the virtues of a complete, multi-modal community in the abstract, DTC notes a pattern of opposition when such development or redevelopment is slated to occur in proximity to established neighborhoods.

DTC has observed a consistent pushback against street and multi-modal connectivity—a key element in CCEDs—and a general NIMBY (not in my back yard) sentiment to redevelopment in proximity to established neighborhoods.

On the practical and empirical side, DTC noted an overall lack of density in Delaware (employment and residential) and lamented the loss of employment density, particularly in Wilmington but elsewhere as well, that had reduced efficiencies system-wide.

DTC also saw the requirement to waive all surface parking requirements, within the CCED legislation, as a potential political and practical challenge. Though the legislation in no way limits surface parking—in fact, it totally deregulates it—DTC observed that parking is a reliably contentious issue at the local level throughout the state.

Spatial Analysis of CCED Suitability

Methodology and Data Sources

IPA conducted a spatial analysis of economic, transportation, and development characteristics to assess areas in Delaware that may be particularly ripe for district designation. The analyzed characteristics were selected in light of five “D” factors identified as important for the creation of transit-oriented communities: (1) accessibility to *destinations*, (2) *distance* to transit, (3) land use *diversity*, (4) street network *design*, and (5) *density* of development.²⁷ Table 2 lists the variables used to proxy for each of these factors, the data sources used for this analysis, and the general rationale for including each variable. In an earlier version of this analysis, housing and transportation costs as a portion of household income was included. However, it proved to be a problematic proxy for the notion of targeting stressed households for transition to transit use.

ESRI’s ArcMap software was used to conduct this spatial analysis. All of the variables listed in Table 2 were collected, or prepared for analysis, by IPA at the scale of U.S. Census block groups in Delaware. At a national scale, few of Delaware’s block groups would be considered among the best suited for transit-oriented development compared to more highly urbanized locations like those in and around Philadelphia, Washington, D.C., and New York City. As such, this analysis focused on identifying the most suitable locations for CCED designation *in Delaware*. Suitability was defined as those locations in Delaware with the most favorable values for the proxy variables identified as important for transit-oriented communities.

The method used to identify most suitable locations for CCED designation involved ranking block groups based on each individual proxy variable and then, generally speaking, summing the value of these ranks for each block group to arrive at a Composite CCED Score. For each variable, mean and standard deviation values were calculated across all block groups. These values appear in Table 3. Z scores indicating the standardized distance between individual block group values and the mean values for particular variables were then calculated. For the density, design, destinations, and distance proxy variables, positive and negative Z scores were retained as calculated. Positive and negative Z-score values were reversed for diversity since divergence from an ideal jobs-housing balance was seen as not favorable for transit-oriented development. Distance from an “ideal” jobs-household ratio of 0.75 – 1.5 was used to calculate Z scores.²⁸

²⁷https://www.translink.ca/~media/documents/plans_and_projects/transit_oriented_communities/transit_oriented_communities_literature_review.ashx

²⁸https://www.tandfonline.com/doi/abs/10.1080/01944368908976014?casa_token=kHxjDHUoBjQAAAAA:MwjTAsjGqvtBzkD6aJOvwngLgICMd8_TpfrUITr5R-y3PGgMZerWF3XNsCXyRBQERW7JXISfkLkA

Table 2. Proxy Variables for Factors Important for Transit-Oriented Communities

	Proxy Variable	Data Source	Rationale for Inclusion
<i>Destinations</i>	Retail Employment Access Index	HUD Location Affordability Index, 2008–2012, Version 2.0 ²⁹	Access to More Destinations Generates Demand for Transit
<i>Distance</i>	Bus and Train Stops Per Square Mile	DART Bus Stops, 2017 ³⁰ and Self-Created Point File of Passenger Rail Stops	Existing Transit Service Proxies for Existing Demand to Build On
<i>Diversity</i>	Jobs Per Household	U.S. Census Bureau, Longitudinal Employer-Household Dynamics Origin-Destination Employment Statistics, 2015 ³¹ (All jobs) & HUD Location Affordability Index, 2008–2012, Version 2.0 (households)	A Balance of Jobs and Housing in an Area Suggests More Opportunity for Walking, Biking, and Transit Trips Based on Circulation within an Area
<i>Design</i>	Density of Street Blocks (blocks per acre)	HUD Location Affordability Index, 2008–2012, Version 2.0	Frequent Cut-Through Opportunities Create a More Walkable Environment Conducive to Transit Use
<i>Density</i>	Activity Density (sum of people and jobs per square mile)	U.S. Census Bureau, American Community Survey, 2011–2015 (population) & Longitudinal Employer-Household Dynamics Origin-Destination Employment Statistics, 2015 (All jobs)	Greater Density of Homes and Employment Places Creates Potential for Frequent Transit

²⁹ https://egis-hud.opendata.arcgis.com/datasets/c1c32742599a42c9a45c95be50ed2ab6_0

³⁰ <https://data.delaware.gov/Transportation/DART-Bus-Stops/n5hx-5mgi>

³¹ <https://lehd.ces.census.gov/data/>

Table 3. Descriptive Statistics for Proxy Variables for Factors Important for Transit-Oriented Communities

Proxy Variable	Mean	Standard Deviation
Retail Employment Access Index	1,823	1,113
Bus and Train Stops Per Square Mile	17	31
Jobs Per Household	1.2	5.1
Density of Street Blocks (blocks per acre)	0.1	0.1
Activity Density (sum of people and jobs per square mile)	5,315	7,966

All of the variables considered for this analysis have large standard deviations relative to their means, suggesting a wide variance in values across Delaware’s block groups. Z scores were used to provide for a more normal distribution of values in this analysis and to allow for the addition of factors to create a composite score, or index, that equally weights each variable. After each normalized Z score was determined, these Z scores were summed together to create a Composite CCED Score. To create a more normal distribution of these scores around the mean, Z scores were then calculate to create the Composite CCED Z Scores for each Delaware block group.

Results and Discussion

From the perspective of this analysis, block groups with a higher Composite CCED Score are more suitable for CCED designation based on their existing economic, development, and transportation characteristics. Figures 2 through 6 show the spatial distribution of Z scores for the five “D” factors. Figure 7 displays the spatial distribution of Composite CCED Z Scores across Delaware.

Most of the high values for factors favorable for CCED designation cluster around the I-95 corridor and in urbanized areas in and around Wilmington, Newark, and Dover. Growing communities such as Middletown, Smyrna, and Milford also have some of the characteristics favorable to CCED designation—likely due in part to both current and recent growth and the design and development characteristics associated with their historic downtown areas. The jobs-housing balance map (i.e., Figure 4) is an outlier compared to the other maps. The pattern seems to demonstrate that at least some of Delaware’s major employment areas have many more jobs than households. This condition leaves many of Delaware’s less-populated block groups with seemingly more favorable jobs-housing balances, although the density maps suggest they may not possess the scale of people and jobs needed to support enhanced transit service in the short term.

Figure 2. Distribution of Retail Employment Access Index Values across Delaware Block Groups

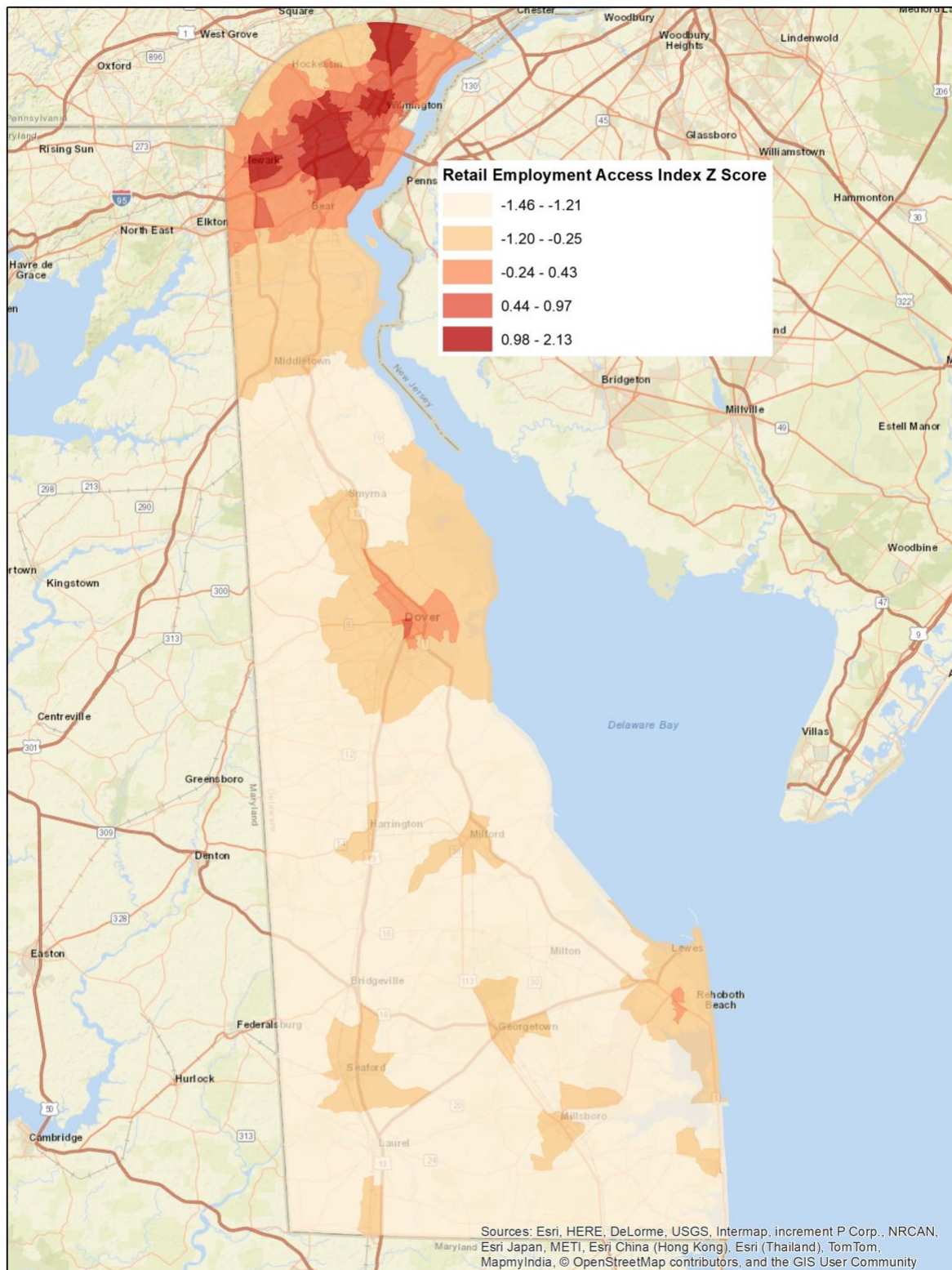


Figure 3. Distribution of Bus and Train Stops per Square Mile Values across Delaware Block Groups

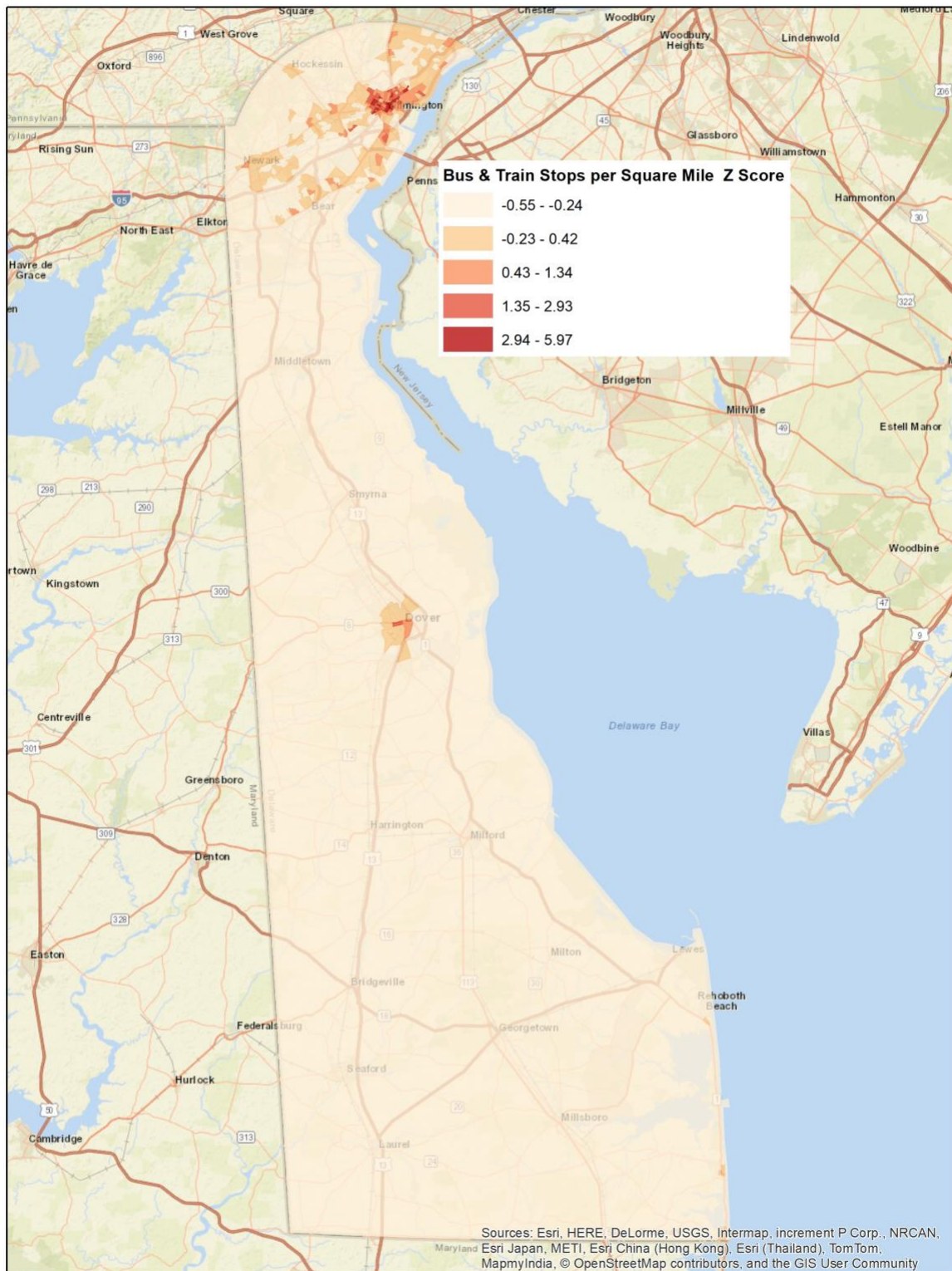


Figure 4. Distribution of Favorable Jobs-Housing Balance Values across Delaware Block Groups

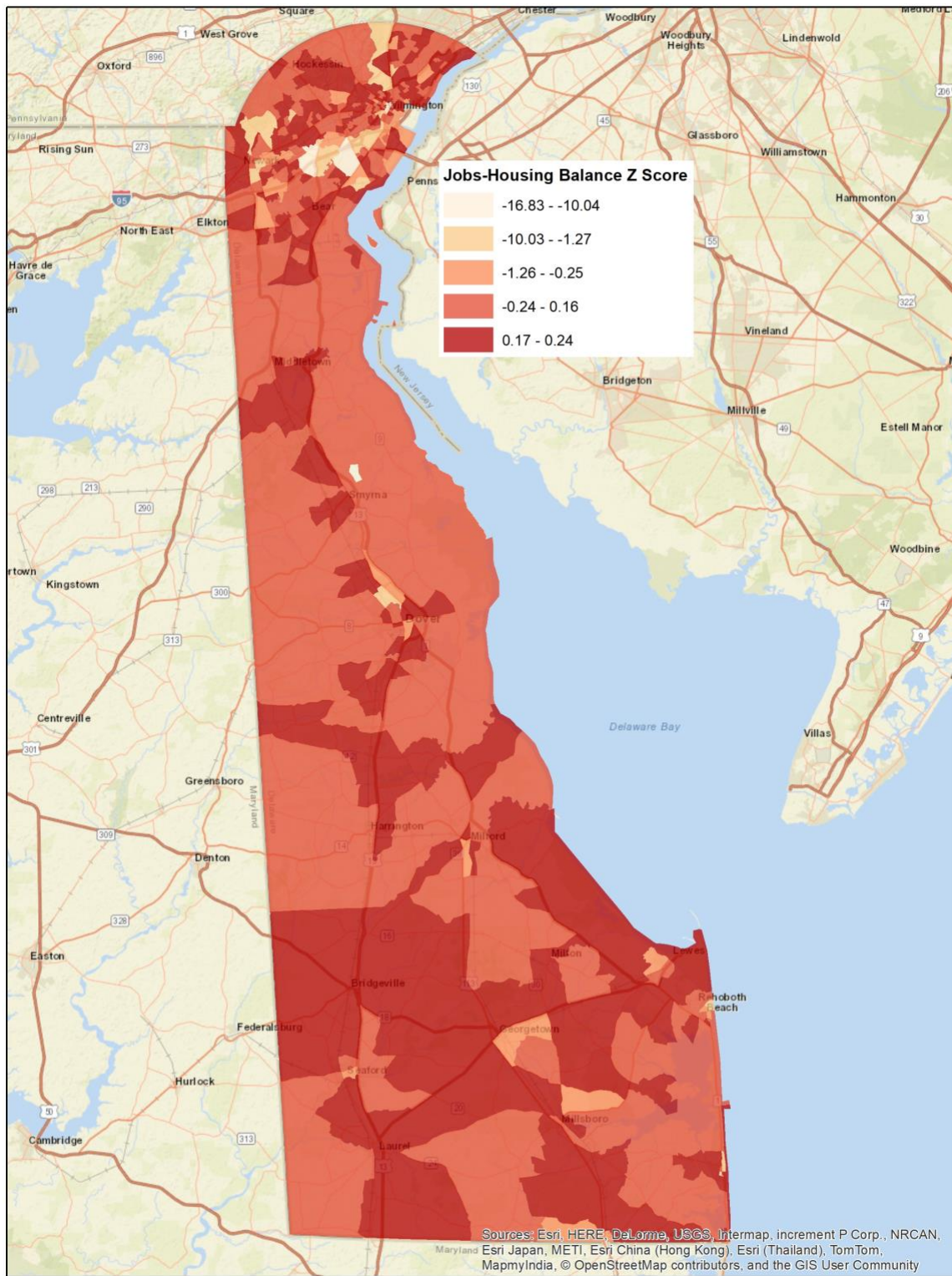


Figure 5. Distribution of Blocks per Acre Density Values across Delaware Block Groups

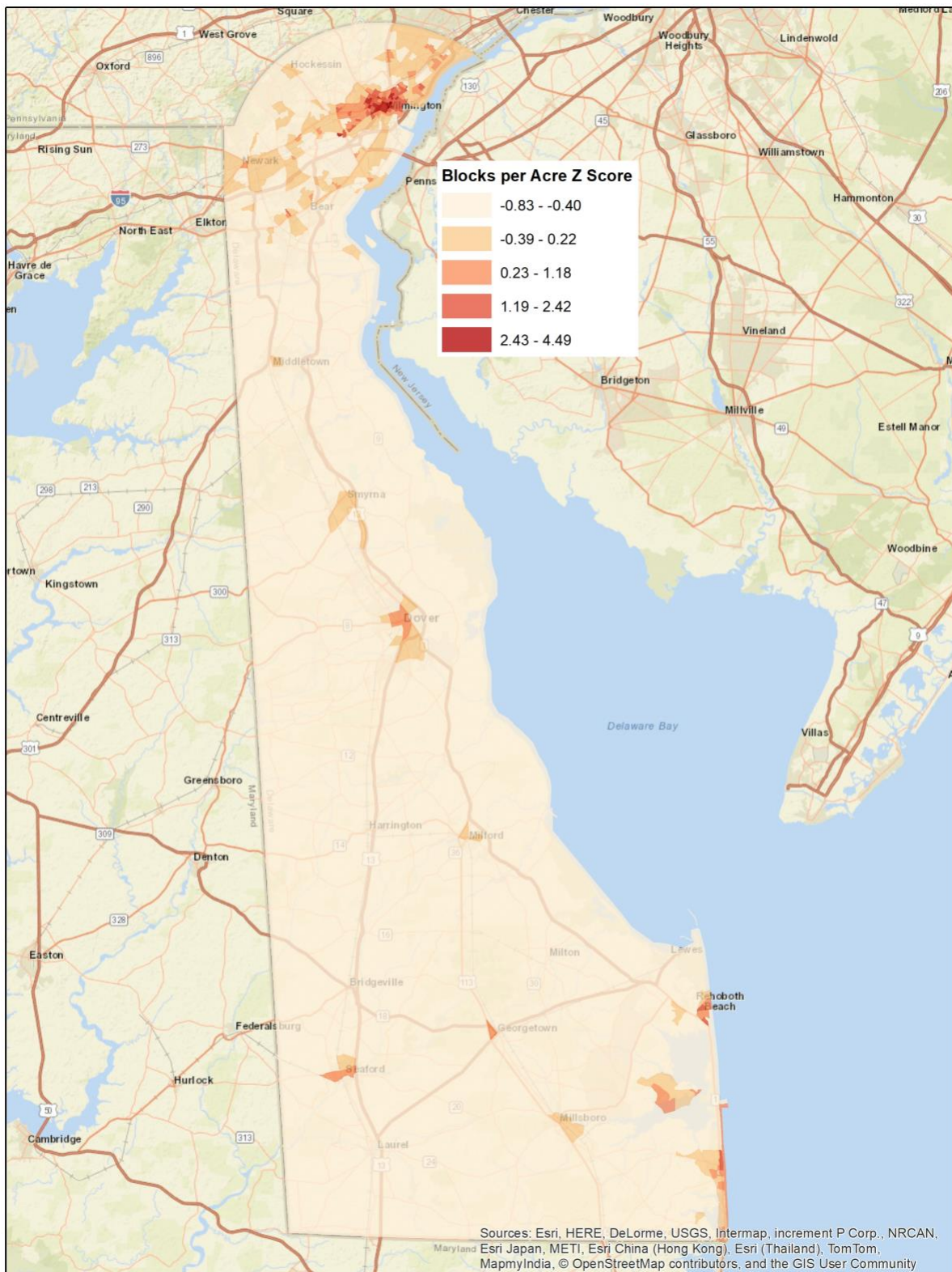


Figure 6. Distribution of Jobs and Population per Square Mile Values across Delaware Block Groups

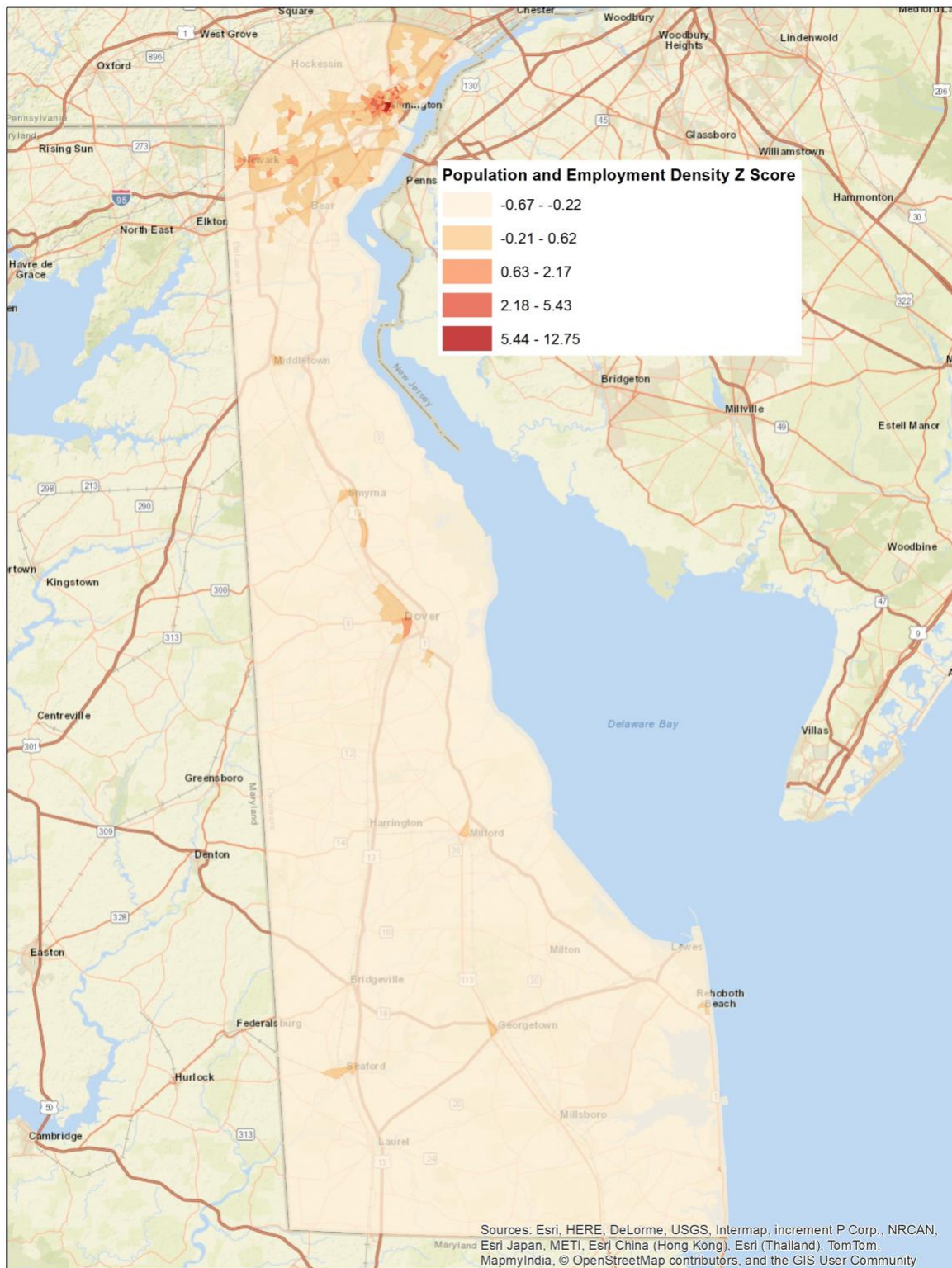
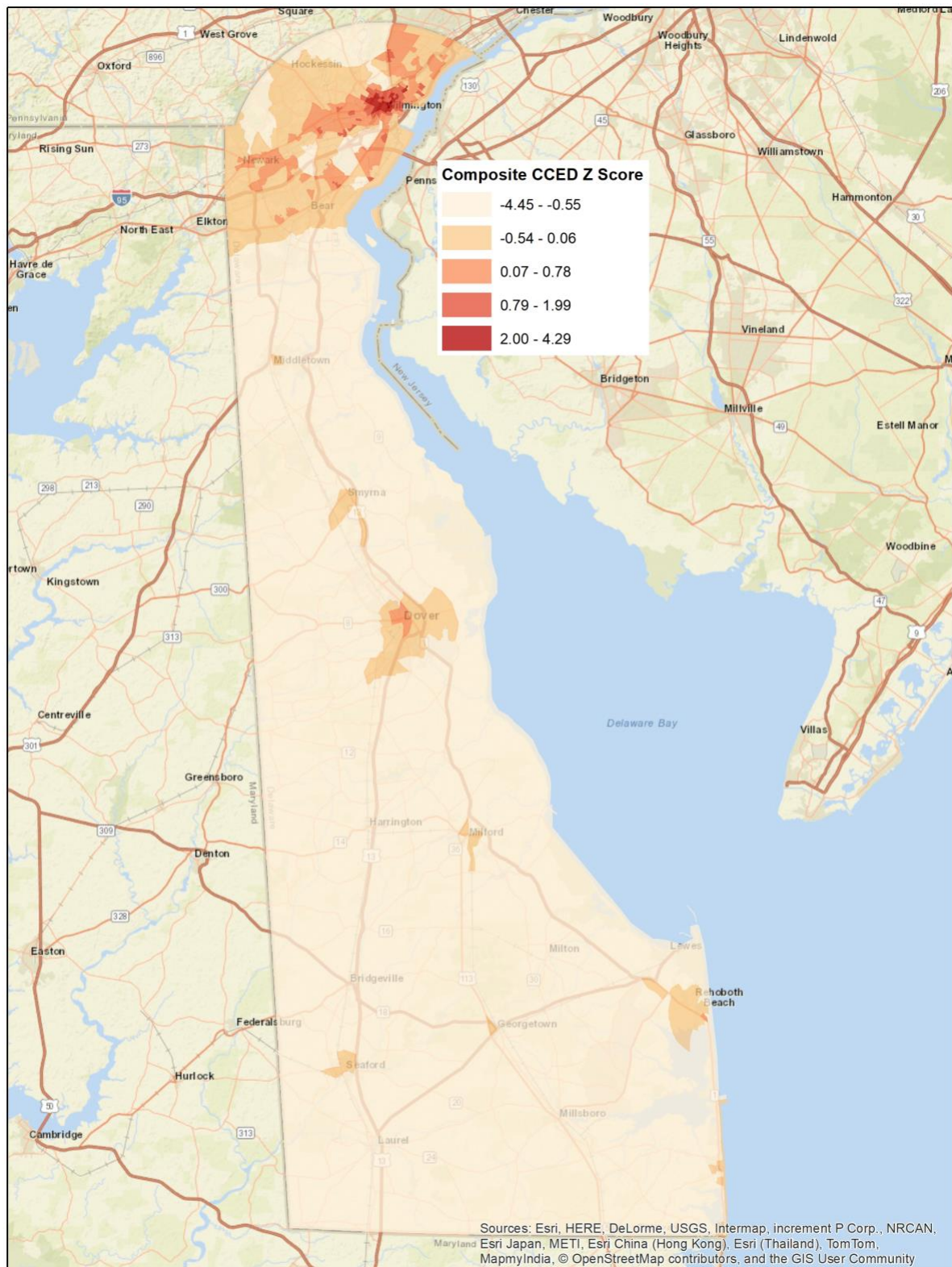


Figure 7. Distribution of Composite CCED Scores across Delaware Block Groups



Summary of Suitable Areas

The analysis presented in this section suggests suitable areas that largely mirrors where existing development—especially high-density development—exists in Delaware. This does seem to be an important factor for ensuring the success of a CCED designation, as existing conditions speak to the quality of infrastructure supporting existing service and the likely willingness of residents and elected officials to support enhanced multimodal design and infrastructure. However, simply picking the areas with the “highest score,” is an oversimplification of the task of CCED designation. Factors at least as important as those quantified in Figures 2 through 7 would seem to be political feasibility and will as well as the market opportunity for short- or medium-term development or redevelopment. Based on the analysis outlined in this section and the notions of feasibility and market opportunity, there are at least three scenarios worth consideration:

- **Designate Highly Urbanized Areas to Improve Service to Existing Communities** – Areas in Wilmington, Dover, and Newark could be designated as a CCED to capitalize on existing densities and, relatively speaking, higher resident demand for transit service. CCED designation could ensure that future local regulations and state infrastructure investments build upon the multimodal assets in place today.
- **Designate Areas Ripe for Redevelopment to Capitalize on Political Will and Market Opportunities** – Areas such as Claymont, Newport, and the Route 202 corridor north of Wilmington seem to be ripe for redevelopment based on either recent master plans or the expressed interest of residents, developers, and civic organizations. Designating any of these areas as a CCED could help to provide the teeth needed to ensure that development takes place according to expressed visions for a more urban and transit-friendly style of development. Additional areas worth considering in this category could include Churchman’s Crossing and Prices Corner.
- **Designate More Suburban, Growing Areas to Set the Stage for a Different Style of Development in Delaware** – Growing areas such as Middletown, Smyrna, and Milford could benefit from CCED designation to ensure that future development and the infrastructure supporting it provides for more multi-modal opportunities than trend-style suburban development tends to provide in Delaware. From the standpoint of advocating for a first CCED designation for one of those areas, a commitment to a more transit-friendly style of development could certainly be transformational for Delaware and these areas. However, there could be challenges faced in mobilizing enough local support compared to the support that seems to be present in highly urbanized areas or areas with significant redevelopment opportunities on the horizon.

Potential Path Forward

Advocacy and Outreach

Develop Training Materials or Fact Sheets for Potential Partner Municipalities

Already, advocates have developed a simple, one-page summary of the CCED legislation: <http://dev.bikede.org:8080/wp-content/uploads/2015/06/SB130.pdf>.

However, the CCED concept, and eventual implementation, would seem to be quite complex. To facilitate direct and effective outreach, municipalities will almost certainly require simplified marketing materials and a fairly in-depth training or series of trainings.

IPA feels its work on form-based codes, another complex concept, is an example of the type and style of marketing material that could allow interested municipalities to gain an understanding of the undertaking. See the link: <http://stateplanning.delaware.gov/docs/fbc-guide.pdf>.

A much more in-depth primer on the topic, on which subsequent training PowerPoint presentations could be based, is illustrated at <http://stateplanning.delaware.gov/information/documents/FBC-Primer-Full-2014-04-16.pdf>.

Trainings of this type, usually in the format of three-hour blocks, are offered annually through IPA's "Delaware Planning Education Program": http://www.ipa.udel.edu/localgovt/training/planning-ed_topics.html.

Other possible venues could include the Delaware Chapter of the American Planning Association (APA) and the Delaware League of Local Governments (DLLG).

Schedule Outreach or Training Events at Municipal Meetings

IPA typically refrains from activism or promoting any one policy. However, once a municipality has chosen a plan of work, IPA (or a number of private consultants working in Delaware) will provide technical assistance, meeting facilitation, and final product delivery for the contractee.

To get to the step during which engaged municipalities can begin the process of master planning, intergovernmental coordination, citizen engagement, and community transformation, some measure of advocacy and outreach will likely be required.

IPA's recommendation is that proponents of the bill seek to develop the promotional materials, outlined in the preceding "Develop training materials or fact sheets" sub-section, and conduct an outreach tour. Suitable venues could include DLLG meetings, APA-Delaware events, and

Delaware Association of Public Administration (DAPA) events, in addition to individual municipality's planning and council meetings.

Identify and Assist First Pilot CCED Community

Having identified one or more "bought in" communities through actions outlined in step 1, a pilot project/pilot community may well be in order.

Funding is likely to be an issue. The chosen community will almost certainly need to go through an extensive visioning and public participation process. The bill specifies that a master plan for the CCED area needs be developed and that substantive zoning and subdivision adjustments would need to be made. Because of this, it would be more than advisable to update the chosen municipality's (and perhaps the host county's) comprehensive land-use and development plan concurrent with the master planning effort.

The CCED legislation is not specific as to which entity would bear the cost of the master plan, though its development in close cooperation with DelDOT/DTC implies, perhaps, some cost sharing between state agencies and municipal entities. However, the costs of preparing a new comprehensive plan and bringing its zoning and subdivision ordinance into compliance may be borne by the municipality in question. This can easily run into the tens of thousands of dollars. It would be advisable to secure funding, or matching funding, to soften the blow.

As with many pilot programs, it is recommended that a standing committee of municipal representatives, state planners, DTC personnel, and county representatives meet on a regular schedule to facilitate the process.

Other Implementation Options

No other existing program or law in Delaware currently offers as complete a framework for the fundamental transformation of sizeable geographic areas in a single package as does the CCED legislation. This is not to say that community revitalization and transformation cannot be undertaken and accomplished in a more piecemeal fashion, however.

Thoughtful comprehensive planning, area master planning, revitalization and redevelopment authorities, and a myriad of other approaches could be used—without guarantees of the incentives, funding prioritization, and agency cooperation hard-wired into the CCED legislation.

Three possible approaches currently in use in Delaware are briefly described in the remainder of this section.

Transportation Improvement Districts (TIDs)

Transportation Improvement Districts (TIDs) are, generally speaking, a proactive, planned approach to Transportation Impact Studies (TIS). Instead of requiring each developer to identify and address any issues a development may have on the surrounding transportation system via a TIS, a municipality or master-planned area will act to proactively identify anticipated issues and needed upgrades. In this way, no single developer is responsible for solely funding transportation upgrades. Instead, each pays fees proportional to their project's anticipated impact. This also can have the beneficial effect of encouraging improvements some distance from each individual project, which are often a tougher sell to individual developers. TIDs also allow for a more systematic, less incremental approach. Historically, however, TIDs have tended to focus on automotive Levels of Service (LOS), which is not entirely compatible with the stated goals of the CCED concept. See <http://www.ipa.udel.edu/publications/TID-Guide-2015-Final-Web.pdf>.

Downtown Development District (DDD)

The Downtown Development District (DDD) program, enabled by the 2014 Act, of the same name, by the General Assembly, is a competitive, annual, recurring economic development program. As with CCED, candidate municipalities designate a geographic area, detail preferred development types, and catalog incentives the municipality is prepared to offer. Additional incentives are available from the state for areas within chosen municipalities. The DDD program differs from CCED in that it is primarily an economic development tool. However, its focus on traditional community centers is an important similarity. It does not have a stated aim of improving transit or walkability, though redevelopment of more urban centers would often tend to have that effect. There is also nothing to preclude an area being designated a DDD and a CCED, though identified DDDs, to date, have tended to be much smaller than one square mile.

Transit Overlays

Overlay Zones have been problematic in Delaware since the 2007 case, *Farmers for Fairness v. Kent County*. In short, the court held that the overlay zone in question violated the uniformity provision in the state's Zoning Enabling Act. Many land-use law experts in the state have since cautioned against the use of overlay zones. There are, however, any number of ways to avoid this issue. The simplest being a straightforward re-zoning. Other options include parallel or optional zones that a property owner or development interest can opt into. Administrative remedies aside, the incentive offered by a transit overlay is to allow development at a higher than allowed density by the base zoning. The offset is that the development, or redevelopment, be transit-supportive. This often entails limits on surface parking, the provision of sidewalks and bicycle paths, rights of way or easements for transit amenities, and so forth.

In many ways, transit overlays are very similar to the CCED concept, though they tend to be corridor based. Due to the size and shape requirements, CCEDs do not easily lend themselves to application along transit corridors.

Suggest Revisions to CCED Legislation Based on Implementation Experience

It is too early to determine if changes are required in the initial legislation since no community has been approached or attempted district designation. Once an initial community has attempted the process—or if a number of communities are engaged, but report common sticking points—convening a committee to suggest any needed revisions to the CCED legislation may be warranted. Based on very preliminary discussions, some provisions within the bill may be challenging to implement: most notably the generous required size and shape of districts, the removal of all surface parking regulation, the requirement that all streets within a district favor traffic speeds of 25 mph or less, the level of incentives offered by the state, and the required residential densities. These are also the most transformative aspects of the legislation. Softening or removing them before the process is attempted by a pilot municipality could unnecessarily lower the bar.

Appendix. Outreach Documentation

CCED Implementation Workshop Presentation

UNIVERSITY OF DELAWARE

CCED WORKSHOP

Complete Communities Implementation

University of Delaware • WILMAPCO • April 24, 2017

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Overview

- **Project Overview**
 - Part of an ongoing DelDOT funded initiative to apply Complete Communities Concepts at the municipal and county level
 - Study CCED Legislation to outline process, decision points, and requirements (How can I, a Delaware Municipality, do this?)
- **Today's Presentation**
 - Summary of key CCED District Requirements
 - **Preliminary Mapping Analysis**
 - **Discussion of DelDOT and DTC obligations within newly created districts**
 - Big Picture, explicit and implicit considerations.

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Complete Community Enterprise District Requirements


- The District is contiguous
- Size – at least one square mile, less than nine square miles
- Shape – isoperimetric quotient of .7
- All residential uses zoned for transit supportive density
- CCED exempt from all off-street parking requirements
- Must be zoned primarily residential (by area) and can not include regional commercial.

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1. The district is contiguous.

PA East Liberty Station



East Liberty Station, Pennsylvania's first successful Transit Revitalization Investment District (TRID), is a contiguous district. It extends with a ½ mile radius around the central transit station.

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2. The District is more than one square mile but less than nine square miles in area.

- Pennsylvania's Transit Revitalization Investment District (TRID) Act specifies that a TRID must be established "within an area not to exceed a radius of three-quarters mile from a railroad, transit, light rail, busway or similar transit stop or station, measured from the centerline of the track or roadway traversing the station or stop location."
- The Federal Transit Administration suggests that a transit oriented district should extend no more than a ½ mile radius from a transit station. Both the city of Charlotte, North Carolina and the state of New Hampshire follow this guideline. This practice makes it so a person living along the outer edge of the district only has to walk 10 minutes to reach the nearest transit station.

3. The District has a compact shape with an isoperimetric quotient of at least 0.7.

Pennsylvania

CURRENT CONGRESSIONAL DISTRICTS

DISTRICTS REDESIGNED TO OPTIMIZE COMPACTNESS

SOURCE: U.S. Census Bureau; Ben-Gurion Center
CARTOON: The Washington Post. Published June 5, 2013

<https://www.washingtonpost.com/news/local/wp/2013/06/05/pa-is-actually-shape/>
wpa.senate.gov/public/index.cfm?id=9894&id=9894

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4. All lands in the District are zoned and regulated with a high enough density so residents have access to frequent transit.

- New Jersey zoning guide requires a minimum residential density of 8 dwelling units/acre to support bus transportation and 15 dwelling units/acre to support rail transportation. It also suggests "for moderate to high transit ridership levels, frequent transit service, active street life, and viable neighborhood businesses, higher densities from 15 to 24+ dwelling units per acre are required."
- In Charlotte, North Carolina, within ¼ mile walking distance to nearest transit station, the minimum residential density is 20 dwelling units per acre. Between ¼ mile and ½ mile walking distance to transit station, the minimum residential density is 15 dwelling units per acre.
- San Diego recommends average minimum residential densities of 12 to 25 dwelling units per acre in a Transit Oriented District (TOD).

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4. All lands in the District are zoned and regulated with a high enough density so residents have access to frequent transit.

A study in Washington found that the following densities are required to support different frequencies of various transit services.

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5. Developments in the District are exempt from any municipal or county requirements for the provision of off-street parking.



- Denver, CO reduces parking requirements by 25% if a company/building site is at least 12 acres and is walking distance to a transit station (11). Denver does not have parking requirements in the downtown commercial district, but it does have requirements for residential mixed-use and TOD areas: 2 spaces per 1,000 square feet of office space, 3.3 spaces per 1,000 square feet of retail space, and 1 to 2 spaces per housing unit. If the required parking is shared-use and near transit, Developers can apply for a 50 percent reduction in the parking requirement.
- Nashua, New Hampshire's zoning code allows a developer to substitute a municipal lot parking for the off-street parking requirement so long as the lot is stationed within 1,000 feet of the building.

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5. A) The total area of the District that is zoned for residential use is greater than the total area that is zoned for commercial or other uses.

Charlotte, North Carolina's zoning ordinance categorizes TODs based on use. Residentially Oriented TODs (TOD-R) are high-density residential areas with some restaurant, civic, and commercial use. Non-residential land uses are allowed (i.e., office, retail), but only 20% of the total development square footage of non-residential land use can be credited towards the minimum residential density requirements in the zoning code, with a ratio of 1 dwelling unit to 2,000 square feet of development.

Parkwood Station, Proposal

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District Policies

“Once a District has been created, the Department shall:”

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“Once a District has been created, the Department shall:”

1. Develop transit capital improvement projects with the goal of increasing transit ridership in the District that would result in a greater farebox recovery ratio.
2. Identify the most significant barriers to more trips via walking and cycling in the District and develop capital improvement projects to overcome those barriers.
3. Assign department capital improvement projects within a District the highest weight for Multi-Modal Mobility, Flexibility/Access, as well as the weight equivalent to projects in Transportation Improvement Districts through the Department's project prioritization process pursuant to Title 29 § 8419.
4. Establish an engineering design goal of free flowing 85th percentile motor vehicle traffic speeds of 25 mph or less for all streets and roads that are not limited access in the District.
5. Refrain from developing any projects that expand road capacity in the District unless the Department can demonstrate that such projects will have no negative effect on transit access, pedestrian safety or on the percentage of trips that can be made by bicycle under low traffic stress conditions.

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1. Develop transit capital improvement projects with the goal of increasing transit ridership in the District that would result in a greater farebox recovery ratio.

The Puget Sound Regional Council (PSRC) in Washington suggests using capital improvements to increase the speed, reliability, and ease of transit use to attract more riders. Such improvements include

- transit infrastructure, such as bus stops and transit layover facilities
- signal prioritization
- bus stop curb extensions
- dedicated lanes to support transit.
- wayfinding signs, bike lanes and parking, pedestrian bridges, and crosswalks close to transit




<http://www.pugetsound.org/2014/06/06/transit-first-when-transit-matters/>

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1. Develop transit capital improvement projects with the goal of increasing transit ridership in the District that would result in a greater farebox recovery ratio.

The New Jersey zoning guide has found that diverse land use increases ridership more than high densities. It suggests altering the zoning code to allow for both vertical and horizontal mixing.



<http://www.planetizen.com/2013/04/06/mixed-use-on-main-street>

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C.I.P. for Increased Ridership & Farebox Recovery

- Increase farebox recovery over current
 - System-wide average?
 - Recovery rate of transit already operating in the service area?
- What types of transit infrastructure would be required to achieve higher farebox recovery?
- Could higher fares, or higher fares within CCED districts, be used to achieve increased farebox ratios?

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2. Identify the most significant barriers to more trips via walking and cycling in the District and develop capital improvement projects to overcome those barriers.

To encourage walking within the city, Kirkland, Washington prioritized developing a pedestrian-friendly wayfinding system that identifies destinations and possible routes.



<http://www.kirklandwa.gov/Assets/Board%20and%20Commission%20Reports%20and%20Documents/2014%20Transit%20and%20Community%20Development%20Committee%20Report%20-%20March%202014.pdf>

<http://www.kirklandwa.gov/Assets/Board%20and%20Commission%20Reports%20and%20Documents/2014%20Transit%20and%20Community%20Development%20Committee%20Report%20-%20March%202014.pdf>

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2. Identify the most significant barriers to more trips via walking and cycling in the District and develop capital improvement projects to overcome those barriers.

Kirkland, Washington suggests creating cycle tracks and greenways to make biking safer and thus a more attractive alternative. It also proposes capital improvements like greater bicycle parking and "runnels" for stairs.



<http://nacto.org/publication/urban-bikeway-design-guide/complete-street-how-to-apply-cycle-tracks/>



<http://delaware.gov/2011/06/01/hello-your-bike-to-the-beach/>



<http://pages.mps0130529.org/the-best-us-cycling-tracks-photos.html>

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CIP to Address Significant Barriers to Bike/PED

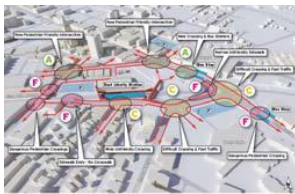
- What existing models may be systematically employed?
 - DelDOT Low-Stress-Cycling
 - MPO regional and corridor-specific transportation plans
 - Ped collisions and fatalities
- Given the requirement to prioritize (next slide), how should "significant" be defined?
- Could human behavior and habits be counted as a barrier, and might promotion and advocacy be included in plans to increase multi-modal travel?
- What type of partnerships, or partnership model, might DelDOT employ to plan in areas that will likely include, at least, parts of one municipality and surrounding unincorporated areas?

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3. Assign department capital improvement projects within a District the highest weight for Multi-Modal Mobility, Flexibility/Access, as well as the weight equivalent to projects in Transportation Improvement Districts through the Department's project prioritization process pursuant to Title 29 § 8419.

- Pittsburgh, Pennsylvania, the first successful TRID in the state, used its state funding for multi-modal capital improvements. It connected pedestrian, bicycle, and transit zones to make it easier for people to take transit. They also built new biking and walking infrastructure, a pedestrian bridge connecting to the train station, a new bike garage, and moved bus loading and unloading areas to make them more pedestrian friendly.
- The Puget Sound Regional Council (PSRC) determined that for cities to support multi-modal mobility, they must seek community input, especially from low-income, minority, and transit-dependent residents who are most likely to need and take advantage of multi-modal transportation designs.



<http://www.honolulu.gov/media/transportation/pedestrian-connection-between-chaparral-and-palms-best-practices-bdlinea-corridor.pdf?raw=1>

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Prioritization Weighting for CCED Improvements

- What impact would the required weighting metrics have?
- How would this requirement integrate with MPO efforts to rank and prioritize multi-modal improvements?
- How can this be a public process for residents living in or near a CCED?
- Is this prioritization enough of a carrot, or are there other incentives that could be provided at the agency level (i.e. fast-tracked review of projects)?



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4. Establish an engineering design goal of free flowing 85th percentile motor vehicle traffic speeds of 25 mph or less for all streets and roads that are not limited access in the District.

- In 2016, Seattle, Washington lowered all non-arterial streets to 20 mph and speed limits on arterial streets in the city center to 25 mph to lower pedestrian and bicyclist injuries.
- In 2014, as part of its Vision Zero, New York City lowered the default speed limit on all streets to 25 mph.

Mayor de Blasio signing the 25mph law

Hit by a vehicle traveling at

20 MPH: 10 pedestrians survive

30 MPH: 10 pedestrians survive

40 MPH: only 1 out of 10 pedestrians survives

<http://seattleappearance.org/2016-campaign/20-25-mph/>

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Design Speed of 25 mph.


- Retrofit and/or Traffic Calming?
- How to avoid conflicts with Congestion Management efforts?
- Presumably would require lowering speed limits as well to avoid automobiles traveling at unsafe speed?
- How would these projects be prioritized and ranked within the CIP?
- How should "Limited Access" be defined?

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5. Refrain from developing any projects that expand road capacity in the District unless the Department can demonstrate that such projects will have no negative effect on transit access, pedestrian safety or on the percentage of trips that can be made by bicycle under low traffic stress conditions.

- Kirkland's 2015 Transportation Masterplan sets forth a hierarchy that prioritizes interests in the following order:
 - Walking
 - Biking
 - Transit
 - Motor Vehicles
- A New Hampshire Transit Investment Study prioritizes pedestrians and bicyclists over single occupancy vehicles when planning street design.



<http://seattleappearance.org/2016-campaign/20-25-mph/>


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No Increased Road Capacity

- Need an agency wide definition of low-stress conditions?
- Requires a Level of Traffic Stress analysis for any candidate areas?
- What types of road capacity expansion projects might be affected?
 - Bypasses?
 - Turn lanes?
 - Intersection re-design?
 - Curb-cuts?
- How might the department certify no harm?
- How do we define "project?" Road improvement project, or also to include economic development or private business growth seeking improvements to offset traffic impacts?


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Explicit Considerations

- Agreeing upon an area
 - Identification (by who?)
 - Master Plan
 - MUST include enhanced mass transit routes
- Comprehensive Area Transportation Planning Study
 - LOS
 - Low Stress Cycling

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Implicit Considerations

- What partnerships and cooperation would be required for a very public process?
- How best to cultivate interest and buy-in from municipalities and counties?
- Who drives the process?
- How can the state promote the CCED concept?

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2017 Delaware Bike Summit Program

PROGRAM	
<p>Healthy and Transit-Friendly Development Spending Money Nearby, Instead of on Fuel, Makes a Community Healthy, Wealthy and Cool.</p> <p>May 4, 2017</p>	
8:30-9:00AM	Check-In
9:00-9:35AM	<p>Welcome</p> <p><i>Secretary Jennifer Cohan, Delaware Department of Transportation</i> <i>Senator Harris McDowell, Delaware Senate</i> <i>Senator Colin Bonini, Delaware Senate</i> <i>Representative Ruth Briggs King, Delaware House of Representatives</i> <i>Dr. Karyl Rattay, Director, DHSS Division of Public Health</i></p>
9:35-10:05AM	<p>Even Delaware Can Have Better Transit</p> <p><i>Beth Osborne, Vice President, Transportation for America</i></p> <p>Businesses, jobs and talent are moving to areas that are more walkable and served by high quality transit. Areas that do not want to be left behind are setting policy and making investments in transit and walkability to be more competitive in this new reality. Using real-life examples from around the U.S., the vice president of Transportation for America explains the necessary ingredients of successful investments in transit, including residential and commercial density and "frequent network" operation.</p> <p><i>See page 12 for eligibility for Certification Maintenance (CM) credits for Certified Planners.</i></p>
10:05-10:35AM	Networking Break
10:35-11:30AM	<p>Making Money While Building a Public Asset</p> <p><i>Jason Duckworth, President, Arcadia Land Company</i> <i>Introduction: Bayard Williams, President-Elect, Delaware Association of Realtors</i></p> <p>What are the key regulatory barriers that prevent developers from meeting market demands and helping to create mixed-use, walkable, bikeable and transit-served new development? A nationally prominent developer, the president of the Arcadia Land Company, will explain the private sector perspective.</p> <p><i>See page 12 for eligibility for Certification Maintenance (CM) credits for Certified Planners.</i></p>

11:30–NOON

Prioritizing Investments in Delaware's Complete Communities

Troy Mix, AICP, Policy Scientist, Institute for Public Administration, University of Delaware

Complete Community Enterprise Districts (CCEDs) provide a new framework for the development and redevelopment of bikeable, walkable, and transit-supportive communities in Delaware. Drawing from the criteria established in state law by the Healthy and Transit-Friendly Development Act and an analysis of existing development and demographic patterns across Delaware, a planner and policy researcher with the University of Delaware's Institute for Public Administration outlines the requirements and process for designating a CCED and reviews areas potentially suitable for designation in Delaware.

NOON–1:15PM

Lunch

Provided by



1:15–2:45PM

Developing Complete Communities for Delaware Panel Discussion

Moderator: Troy Mix, AICP, Institute for Public Administration

Building bikeable, walkable, and transit-supportive communities in Delaware will require the ongoing engagement of a wide variety of stakeholders. In this session, leading voices from the public, private, and nonprofit sectors will discuss the obstacles, opportunities, and options for pushing forward on the development of communities that pay off for residents, developers, and governments in Delaware.

Panelists

Jason Duckworth, Partner, Arcadia Land Company
 Richard Hall, AICP, General Manager, New Castle County Department of Land Use
 Herb Inden, Director of Planning, City of Wilmington
 Sarah Kiefer, AICP, Director, Department of Planning Services, Kent County
 Beth Osborne, Vice President, Transportation for America

See page 12 for eligibility for Certification Maintenance (CM) credits for Certified Planners.

2:45PM

Bicycle Drawing



Specialized Ariel Bicycle
 Gloss white, black and silver

Donated by Lewes Cycle Sports

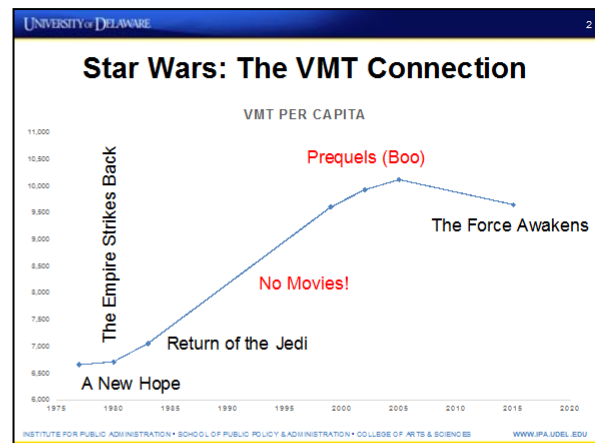
2017 Delaware Bike Summit Presentation


**Prioritizing Investments in
Delaware's Complete Communities**

 Presented to:
 2017 Walkable Bikeable Delaware
 Summit

 May 4, 2017
 Dover, Delaware

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**Healthy and Transit-Friendly
Development Act**

- **A New Hope for Walkable, Bikeable, and Transit-Supportive Development**
 - Based on intergovernmental planning and investment commitment
 - Aimed at healthier, more cost effective patterns of development
- **No quick and easy path**

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Agenda

- **Review Healthy and Transit-Friendly Development Act**
 - Basic process and requirements for designating a Complete Community Enterprise District (CCED)
- **What is needed for an effective district?**
- **Moving forward in your community**
- **Toward a long-term vision**

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§ 2101 Declaration of policy.

"It is the policy of this State to:

- (1) Encourage development that **maximizes the economic value** to the citizens and the government of the State of both existing and new transportation infrastructure.
- (2) Strategically deploy transportation funds in ways that **meet the mobility needs of the people of the State at the lowest total economic cost** to the people and government of the State.
- (3) **Encourage** transportation solutions that enable the formation of new households in the State that have **less than 1 vehicle per adult worker.**"

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How Should It Happen? Process



The county election, George Caleb Bingham, 1851 – 1852.

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How should it happen? Process

1. **State and local jurisdiction(s) agree to create a CCED**
 - Define a geographic focus area
 - Agree on public value of designation

Motivation and Commitment Required

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How should it happen? Process

2. **Master development plan**
 - Zoning and design plan for future uses
3. **Transportation planning study**
 - Identify projects needed to remove barriers to walking and biking
4. **Investments**
 - Weight multimodal projects in district
 - Refrain from adding road capacity

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Basic district requirements

1. Contiguity
2. Big enough to matter
3. Oriented around a center
4. Zoned to enable frequent transit
5. Exempt from parking requirements

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1 & 2. Contiguous and Scaled to Matter

PA East Liberty Station

Cohesive district that supports living, working, and playing

Multiple users support robust set of multimodal transportation options

<http://kissprairie.com/2014/07/10/philadelphia-east-liberty-station/>

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3. District has a Compact Shape

Philadelphia

CURRENT CONGRESSIONAL DISTRICTS

DISTRICTS REDRAWN TO OPTIMIZE CONNECTEDNESS

SOURCE: U.S. Census Bureau, 2010. Redrawn by: Jack Delano, 2018. <https://www.instituteforpublicadministration.org/2018/01/10/philadelphia-east-liberty-station/>

Oriented around a center

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4. Zoned so residents have access to frequent transit

- **Densities for “Intermediate Service Local Bus”**
 - 7 Dwelling Units Per Acre
 - 18 Residents Per Acre
 - 20 Employees Per Acre
- **Densities for “Frequent Local Bus”**
 - 15 Dwelling Units Per Acre
 - 28 Residents Per Acre
 - 75 Employees Per Acre

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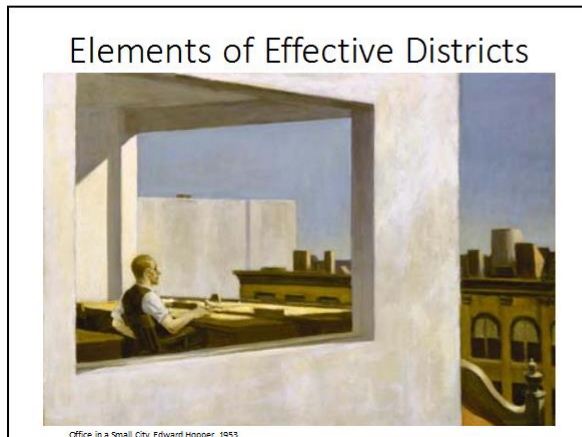


5. From standard-driven to market-driven parking

“When considered as an impact fee, minimum parking requirements can increase development costs by more than 10 times the impact fees for all other public purposes combined. **Eliminating minimum parking requirements would reduce the cost of urban development, improve urban design, reduce automobile dependency, and restrain urban sprawl.**”

Shoup, D. C. (1997). The high cost of free parking. *Journal of planning education and research*, 17(1), 3-20.

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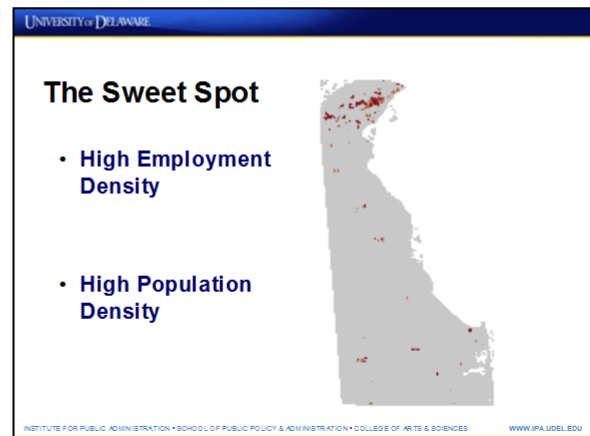
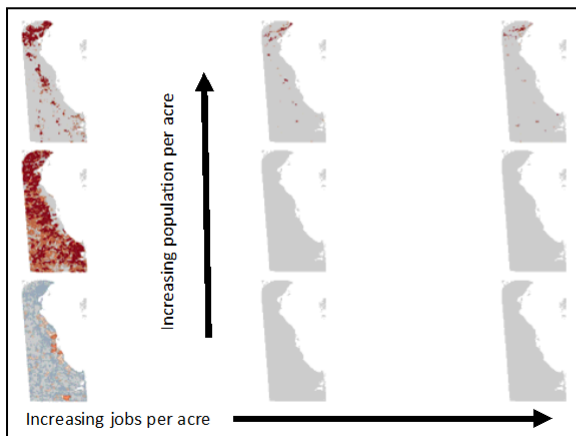
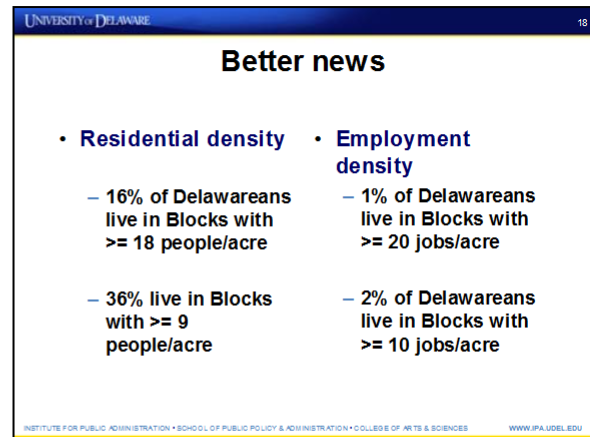
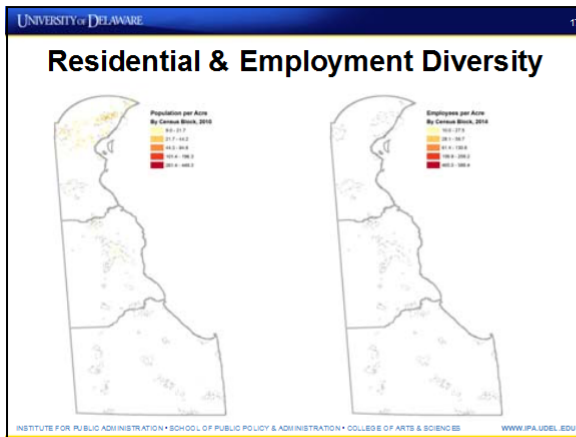


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6 “D’s” of Auto Independent Development

- **Density**
- **Diversity**
 - Jobs and housing in close proximity
- **Design**
 - Sidewalk density; intersection density
- **Destination accessibility**
 - Multimodal access to jobs, services, recreation
- **Distance to transit**
 - Catching a bus in your daily flow
- **Demographics**
 - Who needs it? Who will use it?

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Prototypes for CCED Designation

- **Existing Urban Centers**
 - Wilmington
- **Willing Targets for Redevelopment**
 - Philadelphia Pike in Claymont
- **Innovating in Growing Areas**
 - Milford

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Moving Your Community Forward



Parade on Hammond Street, Alan Rohan Crite, 1955.

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Is every place ready?

- **Serious discussions needed:**
 - Are we ready? Do we want a new pattern of development?
 - What tools can move us forward?
 - Build on existing planning efforts
- **Complementary & Supportive Work Includes:**
 - Complete Streets Policies
 - Infill and Redevelopment Efforts
 - Place-based Economic Development

See www.completecommunitiesde.org for more tools

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General Advice for Advocacy

- **Pursue a Complementary Approach**
 - Transformational change can take time
 - Incremental efforts can build comfort levels
- **Advocate**
 - For “your place”
 - For regional solutions
 - Someone will have to be first
 - Success will pave the way for others

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Visions of the Future



Fort Dearborn Project model from east, Skidmore, Owings & Merrill and Arthur Rubloff, early 1950s, image:1954.

25

What impacts from increasingly autonomous vehicles?



<http://wiffiegif.com/tags/78558-the-jetsons-gifs>

26

What about a different vision?

- Regional connections
- Shared mobility options



<https://www.csrplus.org.uk/what-is-shared-mobility/>



27



Thank you

Troy Mix (mix@udel.edu)

CCED Stakeholder Engagement Workshop Presentation




CCED STAKEHOLDER ENGAGEMENT WORKSHOP

Complete Communities Implementation

University of Delaware • October 6, 2017

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Overview

- Project Overview
 - Part of an ongoing DelDOT funded initiative to apply Complete Communities Concepts at the municipal and county level
 - Study CCED Legislation to outline process, decision points, and requirements (How can I, a Delaware Municipality, do this?)
 - Literature Review of comparable initiatives and/or requirements
 - Planners Roundtable, April 2017
 - Bike Summit presentation, May 2017
 - DTC Leadership Engagement, June 2017
 - Spatial Analysis, ongoing
 - Wrap-up, Stakeholder Engagement, Today

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Complete Community Enterprise District Requirements

- The District is contiguous
- Size – at least one square mile, less than nine square miles
- Shape – isoperimetric quotient of .7
- All residential uses zoned for transit supportive density
- CCED exempt from all off-street parking requirements
- Must be zoned primarily residential (by area) and can not include regional commercial.

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“Once a District has been created, the Department shall:”

1. Develop transit capital improvement projects with the goal of increasing transit ridership in the District that would result in a greater farebox recovery ratio.
2. Identify the most significant barriers to more trips via walking and cycling in the District and develop capital improvement projects to overcome those barriers.
3. Assign department capital improvement projects within a District the highest weight for Multi-Modal Mobility, Flexibility/Access, as well as the weight equivalent to projects in Transportation Improvement Districts through the Department’s project prioritization process pursuant to Title 29 § 8419.
4. Establish an engineering design goal of free flowing 85th percentile motor vehicle traffic speeds of 25 mph or less for all streets and roads that are not limited access in the District.
5. Refrain from developing any projects that expand road capacity in the District unless the Department can demonstrate that such projects will have no negative effect on transit access, pedestrian safety or on the percentage of trips that can be made by bicycle under low traffic stress conditions.

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The Good, The Bad, and The Ugly



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The UGLY



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The UGLY




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The Good

- DTC leadership very receptive
 - On board with density
 - Didn't see farebox recovery provision as a significant limitation
 - Would like to provide enhanced routes and stops as a place-holder for BRT, provided it can demonstrate demand.
 - Generally is willing to remodel and provide appropriate service to municipalities (within the areas generally identified in the spatial analysis) once they've committed to CCED. Service upgrades to follow increasing densities.




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The Good

Healthy and Transit-Friendly Development Act – 5/5/2016

- **Law**
 - Not a best practice
 - Not a model ordinance
- **Comprehensive**
 - Land Use
 - Transportation
 - Capital Improvements




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The Good

- Incentivizes desirable patterns of development
 - Maximum allowable score for multi-modal mobility and
 - Bonus equivalent to TID
- Planners familiar with the 'black box,' confirmed these bonuses would serve to prioritize CCED-related projects by an estimated factor of 15-20%.

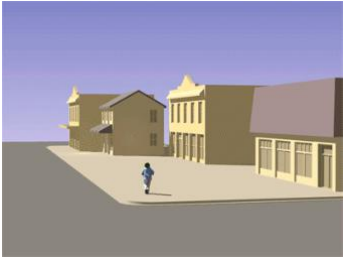


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The Good

- **Total Area Transformation**
 - May be especially attractive for areas dealing with brown/grayfields



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The Bad

- **Size and Shape requirements**
 - Barely half of the State's Municipalities are larger than one square mile.
 - Perhaps no more than 20 - 25 could accommodate the minimum sized district without also including unincorporated county lands
 - Notable munis too small to go it alone include Newport, Elsmere, Townsend, Dewey Beach, and Delaware City.
 - 640 acres dwarfs even some of the largest, progressive developments in Delaware
 - May force difficult political decisions for areas not central to the area's overall function

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The Bad


- County buy-in would almost certainly be required
 - CCED zones would not easily fit in any but the largest Delaware municipalities
 - County administered lands are very likely to be included
 - Would also then require an update or amendment to the host county's comprehensive plan and subsequent modification to county zoning.
 - County comp plan rewrites, generally, operate on a five to ten year cycle.
 - Time, money, patience

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The Bad

- Heavy Lift
 - The flip side of the legislation's comprehensiveness is that it may force a lot of 'Political Will' decisions in a highly public, possibly contested, process
 - Transit = those people
 - Density
 - Comprehensive Rezoning
 - Parking Regulations
 - Traffic
 - 25mph
 - Partners will have to be More than interested. It will require a long-term commitment
 - Progress measured In years or decades

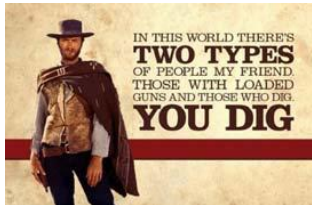


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The Reality

- Ahead of its time
 - Not incremental
 - Addresses fundamental decision points that need to be addressed



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The Reality

- Clearly the counties will NEED to be involved and MUST be approached if large tracts of the state are going to experience beneficial and sustainable growth
- Political will was always going to be a pre-requisite to shock the state out of a half century of auto-dependent, creeping growth. CCED provides the mechanism to make all of the hard choices in one considered and deliberate framework and offers incentives in return.
- The complexity and numerous steps in the process (master plan, comp plan, zoning and subdivision ordinance, county plan, county code) may well serve as an important template further on down the line. You only have to invent the wheel once.

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Basic district requirements


- Contiguity
- District Area
 - 1 square mile < District Area Size < 9 square miles
- Shape
 - Isoperimetric quotient ≥ 0.7
- Zoning to enable frequent transit
 - Density of development
 - More residential than commercial

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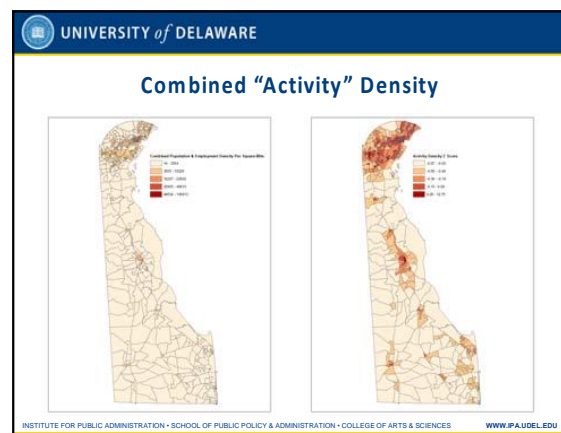
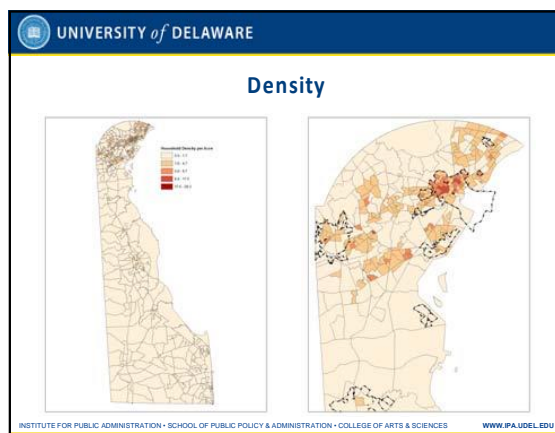
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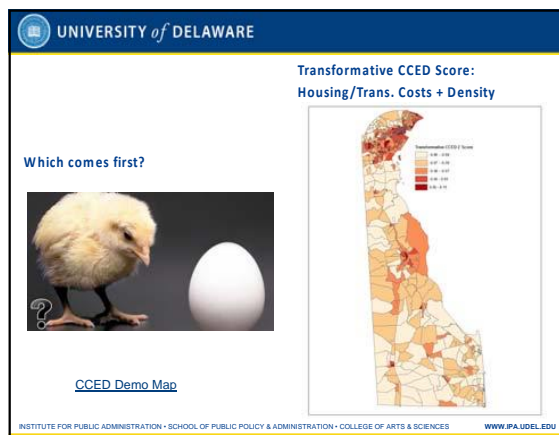
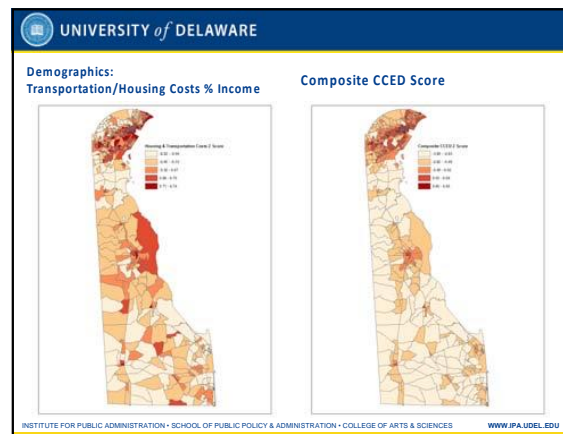
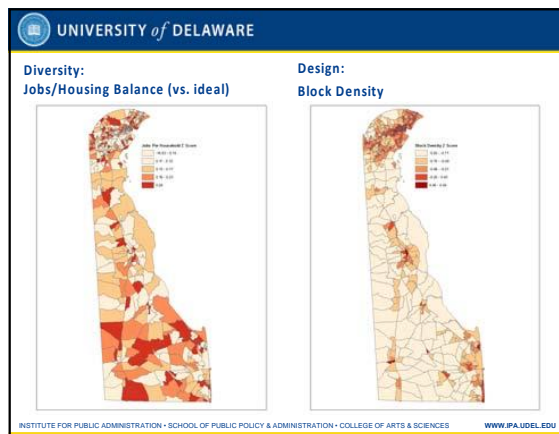
Metrics for predicting an effective district

- Density
 - Population and jobs
- Diversity
 - Job/Housing Balance; Diversity of Zoning/Existing Land Uses
- Design
 - Block/Intersection Density; Sidewalk Density
- Destination accessibility
 - Jobs within one mile
 - Retail Access Index
- Distance to transit
 - Transit stop density
- Demographics
 - Transportation costs as % of income



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Discussion Points

- Potential partners?
 - What role can my organization play?
- Candidate Areas?
- How best to engage the municipalities, the counties?
 - Feeling out process and P.R. tour, or big push for one pilot community?
- What is most important from DTC's perspective?
- Short-term wins
 - How to keep momentum up
 - How does the process begin?
- Contemplate amendments to the legislation?
 - Select committee
 - Dance with the one who brung ya

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