



FIVE POINTS TRANSPORTATION STUDY



PHASE 1 FINAL REPORT

October 2018



October 29, 2018

Ms. Jennifer Cohan
Secretary
Delaware Department of Transportation
800 South Bay Road
Dover, Delaware 19901

Mr. Todd Lawson
Administrator
Sussex County
2 The Circle
Georgetown, Delaware 19947

Dear Secretary Cohan and Administrator Lawson:

Thank you for the opportunity to serve on the Working Group for the Five Points Transportation Study.

As residents, business owners, and/or elected or appointed officials representing the Five Points area, we have first-hand knowledge of the importance of Five Points as a gateway to Delaware's beach communities and the transportation and land use challenges facing the area. This report documents our collaborative efforts and specific recommendations to address these challenges. It provides a recommended path forward for the Delaware Department of Transportation and Sussex County.

By carefully considering input from the public, technical information from the project team, and our own experiences in the study area, we have made 78 recommendations to be implemented by various agencies. We understand that DeIDOT has incorporated seven of those recommendations into current capital projects or initiatives. Furthermore, we identified 24 priority recommendations that we suggest DeIDOT and Sussex County pursue as soon as possible.

We are confident that, by following these recommendations, DeIDOT and Sussex County can make meaningful strides toward improving mobility and safety, maintaining quality of life, and providing opportunities for economic development in the Five Points area. As leaders in the community, we look forward to supporting your efforts to plan and implement the projects and initiatives generated from our recommendations.

Sincerely,

The Five Points Transportation Study Working Group

Councilman I.G. Burton
Councilman George Cole
Mr. Robert Fischer
Mr. Dennis Forney
Mr. Scott Green
Mr. R. Keller Hopkins
Mr. Christian Hudson
Mr. DJ Hughes

Mr. Todd Lawson
Sen. Ernesto B. Lopez
Mr. Lloyd Schmitz
Rep. Peter Schwartzkopf
Rep. Steve Smyk
Mr. Josh Thomas
Ms. Ann Marie Townshend
Ms. Gail Van Gilder

INTRODUCTION

The area surrounding Five Points in eastern Sussex County has been one of the most rapidly growing parts of Delaware for many years. Five Points has long been known as an important gateway to Delaware’s beach area. Residents of the area also know it as a transportation bottleneck. Growth in the area and continued popularity as a tourist destination place more demands on the transportation system year after year.

To address these challenges, the Delaware Department of Transportation (DelDOT) and Sussex County (the County) partnered in December 2017 to create the Five Points Transportation Study Working Group. The Working Group included a broad cross section of public and agency members designed to fully represent the variety of opinions and perspectives in the area. Groups represented include residents, business community members, State and County elected officials, and agency representatives at the state, county, and municipal levels. The Working Group was charged with developing recommendations to improve local traffic circulation at Five Points and in the surrounding area. Support was provided by DelDOT staff and consultants, collectively known as the Project Team.

From December 2017 through October 2018, the Working Group identified a wide range of transportation needs and, along with the general public, developed ideas to address those needs. The Working Group then voted on each of the ideas to create a list of recommendations and, finally, prioritized those recommendations. These four steps – needs, ideas, recommendations, and priorities – formed Phase 1 of the Five Points Transportation Study and are described in detail in subsequent sections of this report.

The Working Group met ten times during Phase 1. The meeting materials, minutes of each meeting, and public comments received are available in a separate appendix to this report.

1. December 18, 2017 at Lewes Senior Center
2. January 22, 2018 at the University of Delaware’s Virden Center
3. February 26, 2018 at the University of Delaware’s Virden Center
4. April 30, 2018 at Beacon Middle School
5. May 21, 2018 at Beacon Middle School
6. June 25, 2018 at Beacon Middle School
7. July 23, 2018 at Beacon Middle School
8. July 30, 2018 at Beacon Middle School
9. October 8, 2018 at Beacon Middle School
10. October 29, 2018 at Beacon Middle School

In addition, two public workshops were held at Beacon Middle School on March 26, 2018 and August 27, 2018.

WORKING GROUP MEMBERS

Ms. Rosalyn J. Allen Echols (February-May)
Ms. Linda Best (December-June)
Councilman I.G. Burton
Councilman George Cole
Mr. Robert Fischer
Mr. Dennis Forney
Mr. Scott Green
Mr. R. Keller Hopkins
Mr. Christian Hudson
Mr. DJ Hughes
Mr. Todd Lawson
Sen. Ernesto B. Lopez
Mr. Lloyd Schmitz
Rep. Peter Schwartzkopf
Rep. Steve Smyk
Mr. Josh Thomas
Ms. Ann Marie Townshend
Ms. Gail Van Gilder
Mr. Pat Woods (December-May)

PROCESS

Step 1: Needs

The first step in Phase 1 was for the Working Group to identify existing or anticipated future transportation needs in the Five Points Transportation Study area. Tying recommended improvements to documented needs provides DeDOT and the County the justification needed to proceed with projects. This is particularly important in the case of Federally funded projects, which begin with identification of the purpose of and need for the project.

Working Group meetings 2 and 3, as well as the first public workshop, were devoted to the process of identifying needs. Although meeting 1 was primarily an opportunity to introduce the study, Working Group members offered some comments on needs. During meeting 2, the Working Group members stated specific transportation needs that they and their constituents have observed. The Project Team also presented technical information on transportation and land use issues and initiatives in the study area, including past studies, traffic safety and congestion trends, development activity, walking and bicycling, and current DeDOT capital projects. Meeting 3 primarily consisted of small group discussions among Working Group members to identify additional needs in four categories: mobility, quality of life, safety, and economic development.

Needs were also sought from the public. At the first public workshop, attendees were asked to offer additional needs in the four categories noted above. The public could provide input on needs in several ways: in person at the workshop, through online responses following the workshop, through public comments provided at Working Group meetings, and from input received on the project website at 5points.deldot.gov.

The Working Group and the public identified 154 needs related to transportation and land use in the Five Points Transportation Study area, encompassing all four categories.

Step 2: Ideas

Beginning with meeting 4, the Working Group brainstormed ideas to address the needs previously identified by the Working Group and the public. Each member had an opportunity to present as many ideas as he or she liked. Working Group and public input led to an initial list of 116 ideas for consideration. Meeting 5 featured a small group exercise. Facilitated by a Project Team member, each small group reviewed a portion of the ideas list, revised the wording of an idea if needed to make the idea clear, concise and actionable. Working Group members also worked with the Project Team to identify the responsible party or parties for implementation. For meeting 6, the Project Team provided estimated ranges of cost, timeframe, and impacts associated with each idea for the Working Group's consideration. At that meeting the Working Group further clarified and refined the ideas. The process conducted during meetings 4, 5, and 6 resulted in a total of 103 ideas to be considered by the Working Group.



Step 3: Recommendations

For an idea to become a recommendation of the Working Group, it had to be supported by a majority of Working Group members present during meetings 7 and 8, when voting took place. Each idea was introduced in order by the Project Team facilitator. For the idea to be considered, a motion had to be introduced by one Working Group member and seconded by another. Time was made available for discussion of each recommendation, if needed. After any discussion, the Working Group members used electronic polling devices to vote on whether that idea should become a recommendation. Because of the use of electronic polling devices, the results of each vote were shown in real time by vote total and by Working Group member. Members also had the option to recuse themselves from discussing or voting on an idea by indicating their desire to recuse themselves and stepping away from the table.

The Working Group ultimately approved 78 ideas to move forward as recommendations of the study.

Step 4: Priorities

After approving 78 recommendations, the Working Group provided DelDOT and the County with additional direction through a prioritization process. The first step in the prioritization process was the second public workshop. The Project Team presented all 78 recommendations and asked members of the public to provide input on what was most important to them. The recommendations were presented in the following four categories:

Implement policies and procedures to make the area more efficient, sustainable and beautiful (27 recommendations).

Make the most of existing roadway infrastructure (20 recommendations).

Make walking, bicycling, and transit more viable as alternatives to driving (15 recommendations).

Invest in new infrastructure to support anticipated growth (9 recommendations).

Using a series of dot stickers in various colors, the public had the opportunity to vote on the recommendations they felt were most important within each category. They received dot stickers in four colors: 5 blue dots for the first category; 4 green dots for the second category; 3 red dots for the third category; and 2 yellow dots for the fourth category. Attendees could place their dots on whichever recommendations they preferred and were encouraged to use all of their dots within a particular category. Each person also received two gold star stickers, which could be placed on the recommendations that the person felt were most important, regardless of which color or category they were in.

Seven recommendations were grouped into a fifth category, to be incorporated into current DelDOT projects or initiatives. The public had the opportunity to provide input on these recommendations. However, they were not part of the prioritization process because DelDOT does not want to lose the opportunity to include them in projects that are currently underway.

During meeting 9, the Working Group considered the results of the public workshop, input from neighbors and constituents and their own experiences in prioritizing roughly one-third of the

recommendations in each of the four categories. Working in small groups, the Working Group achieved consensus on establishing 24 of the recommendations as priorities, as follows:

Implement policies and procedures to make the area more efficient, sustainable and beautiful (8 priorities out of 27 recommendations).

Make the most of existing roadway infrastructure (8 priorities out of 20 recommendations).

Make walking, bicycling, and transit more viable as alternatives to driving (5 priorities out of 15 recommendations).

Invest in new infrastructure to support anticipated growth (3 priorities out of 9 recommendations).



PUBLIC INVOLVEMENT

Members of the public provided meaningful input to the Working Group in all four steps in Phase 1: needs, ideas, recommendations, and priorities. Public input was provided in three forms: at Working Group meetings, at public workshops, and through the project website.



Members of the public were welcome to attend each Working Group meeting. Each meeting agenda included the opportunity for the public to provide comments or feedback; this was typically done towards the end of each meeting. Public attendance at Working Group meetings ranged from 19 people at meeting 5 to 300 people at meeting 7.

As mentioned in the introduction to this report, two public workshops were held during Phase 1. The first occurred in March 2018 while needs were being identified. Fifty-six people attended that workshop in person and more than 400 unique visitors viewed the workshop materials on the project website. Not only did members of the public provide

input on needs, many suggested ideas to address those needs that were subsequently considered by the Working Group. The second workshop was held in August 2018 and provided the opportunity for attendees to suggest which of the Working Group's recommendations should be prioritized. There were 308 people who attended that workshop in person and another seven who participated in the prioritization exercise on the project website.

RECOMMENDATIONS OF THE WORKING GROUP

Priorities of the Working Group are listed first in each category and shown in **bold**. Original idea numbers are shown in parentheses after each recommendation.

A. Recommendations incorporated into current DeIDOT projects or initiatives

- A-1. Review the need for grade separating or restricting crossings between Frederica and Lewes before eliminating signals in this area. (idea 25)
- A-2. Evaluate Tulip Drive connection to Route 1 as part of the Minos Conaway Road grade separation project. (idea 42)
- A-3. Study the feasibility of increasing the proposed Route 24 bypass of Millsboro from one lane in each direction to two lanes in each direction. (idea 53)
- A-4. Study options for signage to direct appropriate traffic, i.e. local, boat, U of D and walking/biking areas, under the Nassau Bridge. (idea 54)
- A-5. Evaluate one-way service roads as part of the Minos Conaway Road grade separation project. (idea 55)
- A-6. Study the feasibility of extending the eastbound widening of Route 24 to Love Creek. (idea 82)
- A-7. Study the feasibility of widening or adding through lanes on Plantation Road from Route 24 to Cedar Grove Road and Postal Lane. (idea 83)

B. Implement policies and procedures to make the area more efficient, sustainable and beautiful

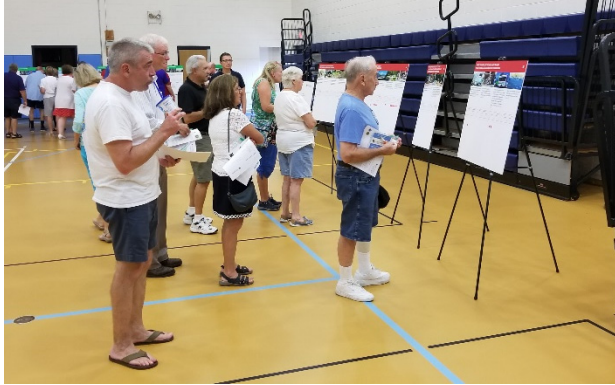
- B-1. Require new developments to plan for interconnections to any future development areas and monitor to ensure implementation. (idea 34)**
- B-2. Consider modifications to land development requirements and/or the Development Coordination Manual that require additional buffers/setbacks for all new developments for future road expansion. (idea 86)**
- B-3. Study the feasibility and anticipated effectiveness of modifying signage, starting in Milford, to encourage through drivers (to points outside the Route 1 corridor between Lewes and Dewey Beach) to use Route 113, Route 5, Route 23, etc. (idea 4)**
- B-4. Improve advance acquisition process to allow DeIDOT to more quickly acquire land needed for transportation improvements and acquire available land within the Five Points Study Area (e.g., Creative Concepts). (idea 91)**
- B-5. Study the feasibility of converting the Arby's driveway between Route 1 and Savannah Road into a publicly-accessible road. (idea 50)**
- B-6. Incorporate more walkable, bikeable, mixed-use town centers into the comprehensive plan. (idea 14)**
- B-7. Continue TID studies both east and west of Route 1. (idea 89)**
- B-8. Study the feasibility of a parking management system to alert travelers when parking lots at major destinations are full. (idea 62)**
- B-9. Study enhancing New Road per Byway Master Plan. (idea 69)

- B-10. Endorse "don't block the box" legislation with camera enforcement. (idea 94)
- B-11. Ensure cost savings from transportation projects within the study area are re-invested in projects within the study area. (idea 87)
- B-12. Study relaxed height limits as part of the comprehensive plan to increase density. (idea 15)
- B-13. Study alternatives to both meter and slow southbound traffic approaching Five Points. (idea 95)
- B-14. Identify locations where trees can safely be planted within the right of way. (idea 36)
- B-15. Identify all locations in the study area with poor drainage and make recommendations for potential inclusion in the Capital Transportation Program or developer requirements. (idea 17)
- B-16. Increase the importance of considering noise and lighting impacts of major transportation project recommendations per regulations. (idea 16)
- B-17. Evaluate the use of land made available by narrowing lanes for landscape and multi-modal trails or parks. (idea 56)
- B-18. Study potential locations and designs for aesthetically pleasing gateways to coastal Sussex County. (idea 26)
- B-19. Study the feasibility of mounting clear, consistent, day/night address/block numbering signage along Route 1. (idea 75)
- B-20. Consider whether CTP funding should be allocated based on population growth. (idea 80)
- B-21. Study frequency and causes of emergency vehicle preemption and make recommendations to balance emergency vehicle access with traveler mobility. (idea 7)
- B-22. Require bike parking as a condition of certain new developments. (idea 2)
- B-23. Use an app to warn people of congestion on Route 1 and recommend alternative routes. (idea 35)
- B-24. Improve tourism-oriented destination signage along Route 1. (idea 49)
- B-25. Identify the costs and benefits of dedicating Nassau Commons Boulevard to public use. (idea 28)
- B-26. Bring in nationally recognized planners and engineers to provide new, creative ideas that draw from examples in other parts of the country. (idea 21)
- B-27. Develop a better process for constituents to request transportation improvements. (idea 9)



C. Make the most of existing roadway infrastructure

- C-1. Conduct a corridor study on Route 9 to determine the feasibility of widening to four lanes. (idea 20)**
- C-2. Conduct a study at Route 9 and Minos Conaway Road to determine if a traffic signal is warranted and install a signal if warranted. (idea 72)**
- C-3. Initiate a capital project to improve the intersection of Old Landing and Warrington Road (developer funding and concept are available). (idea 64)**
- C-4. Improve the Canary Creek bridge on New Road to reduce flooding. (idea 11)**
- C-5. Improve the intersection of Cave Neck Road, Sweet Briar Road, and Hudson Road. (idea 92)**
- C-6. Study the feasibility of lengthening left- and right-turn lanes throughout the study area. (idea 102)**
- C-7. Study the feasibility of improving Minos Conaway Road with appropriate lane widths, shoulder widths, turn lanes, curvature, etc. (idea 104)**
- C-8. Study the feasibility of restriping two-lane sections of Savannah Road with a two-way left-turn lane. (idea 103)**
- C-9. Evaluate potential short-term safety and operational improvements at Route 9, Plantation Road, and Beaver Dam Road while longer-term improvements are under development. (idea 73)
- C-10. Continue to improve traffic signal phasing, timing and coordination using real time monitoring and control technologies. (idea 32)
- C-11. Develop concepts and estimates for bringing roads in the study area to DelDOT standard, including shoulders. (idea 68)
- C-12. Study access management opportunities along Route 1 in the study area, including potential connections between businesses. (idea 98)
- C-13. Study the feasibility of eliminating unsignalized crossovers on Route 1. (idea 22)
- C-14. Study the feasibility of installing a "YOUR SPEED" display on southbound Route 1 at Nassau Road. (idea 51)
- C-15. Study the feasibility of lengthening the southbound acceleration lane on Route 1 at Minos Conaway Road. (idea 38)
- C-16. Study the feasibility of providing driveway access from Beacon Middle School and Love Creek Elementary School onto Mulberry Knoll Road. (idea 84)
- C-17. Conduct capacity analyses at study area intersections to identify the need for turn lanes. (idea 27)
- C-18. Improve lane markings and signs at identified intersections: Five Points, Dartmouth Drive/Kings Highway, Plantation Road/Beaver Dam Road. (idea 60)
- C-19. Study the feasibility of an all-way STOP at Beaver Dam Road and Kendale Road. (idea 78)
- C-20. Study the feasibility of replacing the HAWK signal with a full signal at Holland Glade Road, potentially with a fourth leg at the outlets. (idea 48)



D. Make walking, bicycling, and transit more viable as alternatives to driving

WORKING GROUP PRIORITIES

- D-1. Study the feasibility of a hop-on, hop-off van or jitney service loop for Lewes similar to free service in Cape May (Five Points, hospital, Lloyds Grocery Store, downtown Lewes, Library, Lewes Beach, Ferry, State Park, etc.). (idea 79)**
- D-2. Study the feasibility of potential connections for walking and bicycling between existing neighborhoods, along streets, and to trails. (idea 5)**
- D-3. Develop design guidance to separate pedestrians and bicyclists from highway traffic using aesthetic treatments. (idea 96)**
- D-4. Develop concepts and estimates for filling all sidewalk gaps along New Road and Old Orchard Road. (idea 90)**
- D-5. Develop concepts and estimates for filling all sidewalk gaps along Savannah Road between Lewes and Five Points. (idea 71)**
- D-6. Study the feasibility of pedestrian bridges over Route 1 at specific locations. (idea 52)
- D-7. Study the feasibility of transit service to tie the Milton/Red Mill Pond/Minos Conaway Road area into the transit network. (idea 59)
- D-8. Study the feasibility of a park and ride lot on Route 24 at the edge of the study area. (idea 81)
- D-9. Identify potential connections to and from the Lewes Transit Center. (idea 23)
- D-10. Study the feasibility of a barrier in the median of Route 1 to deter pedestrian crossings at inappropriate locations. (idea 6)
- D-11. Study the feasibility of providing shelters at bus stops - Context Sensitive i.e. cottage beach style shelters. (idea 67)
- D-12. Identify publicly- and privately-owned land in the study area that may be used for trails. (idea 41)
- D-13. Identify locations in the study area where bike parking can be provided. (idea 1)
- D-14. Study the feasibility of signing and/or pavement markings that will improve bicyclist comfort turning left from Dartmouth Drive onto Route 1. (idea 43)
- D-15. Study opportunities for pedestrian crossings on Kings Highway and Freeman Highway. (idea 47)

E. Invest in new infrastructure to support anticipated growth

- E-1. Study the feasibility of a grade separation at Five Points. (idea 66)
- E-2. Evaluate the potential transportation benefits, costs, and impacts of a new road parallel to Plantation Road connecting Mulberry Knoll Road to Route 9; require any new development in this area to build this road to state specifications one parcel at a time. (idea 70)
- E-3. Develop a plan for grid road patterns where land is available, working with property owners and developers, including a series of roads that connect Route 9, Route 23, and Route 24 between Plantation Road and Dairy Farm Road. (idea 8)
- E-4. Evaluate the potential transportation benefits, costs, and impacts of a new road connecting Route 1 north of Five Points and the Vineyards. (idea 29)
- E-5. Look at east/west traffic as a system: Minos Conaway (starting at Route 9), New, Old Orchard, and Clay Roads. (idea 44)
- E-6. Study the feasibility, benefits, costs, and impacts of potential service roads along Route 1, including whether narrowing the median would facilitate provision of service roads. (idea 57)
- E-7. Evaluate the potential transportation benefits, costs, and impacts of a new through road connecting Postal Lane with the intersection of Old Landing Road/Airport Road. (idea 77)
- E-8. Evaluate the potential transportation benefits, costs, and impacts of a new road to connect Route 24 near Beacon Middle School with Old Landing Road near Arnell Creek. (idea 85)
- E-9. Revisit and consider feasibility of recommendations from 2003 SR 1 Land Use and Transportation Study. (idea 30)

PHASE 2 OF THE STUDY

DelDOT and the County have committed to responding to the Working Group’s recommendations by developing an initial implementation plan over the coming months to begin Phase 2 of the study. The Working Group – or some variation of it – will participate in Phase 2 by monitoring the progress of the implementation plan and acting in an advisory role during the project development process. Finally, DelDOT and the County have indicated that they will report progress to the public on a regular basis, including updates to the project website at 5points.deldot.gov.

