



STATE OF DELAWARE  
**DEPARTMENT OF TRANSPORTATION**  
800 BAY ROAD  
P.O. BOX 778  
DOVER, DELAWARE 19903

JENNIFER COHAN  
SECRETARY

September 24, 2015

Mary Ridgeway  
Division Administrator  
Federal Highway Administration  
1201 College Park Drive, Suite 102  
Dover, DE 19904

Dear Ms. Ridgeway:

*Moving Ahead for Progress in the 21<sup>st</sup> Century* (MAP 21), Sections 1115 through 1118 outline new details for National Freight Policy and the related requirements for state freight plans. Although state freight plans are not mandated, the Delaware Department of Transportation (DelDOT) with our Delaware metropolitan planning partners, the Wilmington Area Planning Council (WILMAPCO) and the Dover/Kent Metropolitan Planning Organization used the above-mentioned MAP-21 sections to lead a regional effort in developing our current freight planning framework. An important product of those efforts is the recently completed "*Delmarva Freight Plan*," consisting of:

- 1) **Delaware's "Statewide Freight Plan"** including analysis, evaluation, and prioritization of our state's capital projects according to freight-related performance measures;
- 2) **Extensive regional coordination** with the Maryland Department of Transportation (MdDOT), the Virginia Department of Transportation (VDOT) and other freight stakeholders on the Delmarva Peninsula; our goal was to integrate freight projects and programs in the Maryland and Virginia "Eastern Shore" counties; this enabled DelDOT to better understand our state's freight planning role within a broader "peninsula-wide" perspective (and also similarly assisted those states);
- 3) A new, statewide group of stakeholders forming the **Delaware Freight Advisory Committee**, which has met twice over the past year and provided input into the Delmarva Freight Plan. This committee was assembled following FHWA guidance regarding expanding and improving freight transportation-related outreach efforts for DOT's and MPO's.

The Delmarva Freight Plan has several unique features in its approach to supporting MAP-21 freight planning goals and objectives that are worth noting:

- 1) **Public Outreach:** The outreach effort included featuring MAP-21 freight planning objectives and status updates at three of the last five “Delaware Annual Freight Summit’s” held each year; at least a half-dozen public workshops; presentations on the freight plan at MPO PAC, TAC, and Council meetings; interviews with freight industry representatives, and a web-based comment form (also distributed to the freight industry). These comments were collated into categories that were directly used to create and refine freight scenarios.
- 2) **Data-Driven Analysis, Evaluation, and Prioritization Processes:** To support our freight plan, DelDOT and WILMAPCO purchased county-to-county commodity flows (Transearch data by road, rail, air, and water modes) for the Mid-Atlantic region from IHS Global Insight, acquired FHWA’s FAF2 and FAF 3 databased, and acquired the Surface Transportation Board’s “Rail Waybill” dataset for Delaware. These data sources provided an excellent technical basis for development of a CUBE Cargo freight travel demand forecasting model, completely integrated with DelDOT’s CUBE Voyager passenger travel demand forecasting process. This tool, which will be used and maintained for future plan updates, generated freight performance measures and other quantifiable data points for analysis.
- 3) **Scenario Planning:** The scenario planning underlying the freight plan was based on a “constraint scenario” in which certain combinations of maintenance activities, planned projects, proposed policies affecting all four freight modes (roads, rail, air and water) either would not happen or would take place with a “negative” impact generally impeding freight flows. As an alternative, an “enhancements scenario” was developed in which improved maintenance, completion of planned projects, and implementation of policies affecting all four modes were assumed to help or benefit regional and in-state freight flows, especially transfers among modes.

In conjunction with developing the *Delmarva Freight Plan*, DelDOT, the Dover/Kent MPO, WILMAPCO and Delaware’s freight stakeholders have also actively participated in other efforts supporting implementation of the freight plan itself and extending the freight planning process toward a greater understanding of how freight flows in and around our state, among modes, and how state-directed projects and programs can potentially benefit freight flows and transfers.

An example of these freight planning activities is the “*Chemical Supply Chain Analysis*” conducted by WILMAPCO, which used IHS Global Insight’s Transearch data to track the various bulk commodities, intermediate compounds, and finished products comprising Delaware’s extensive chemical industry. That study highlighted several roadway projects which, if completed, would improve flows for several key locations within this industry.

In addition, DelDOT recently completed the "*Agricultural Supply Chain Analysis*" which used data and outreach to industry representatives to clarify how Delaware's farming and poultry industries use roads, railroads, and waterways for inbound and outbound shipments, as well as highlighting the potential need for improvements at key transfers among those modes.

It should be noted that DelDOT works continually with its MPO partners in communicating to the Delaware Freight Advisory Committee. We are constantly looking for other areas that need further analysis in understanding freight flows within and through the peninsula. Planned and potential projects that may be able to improve freight flows are identified and evaluated using the tools and analysis techniques developed through completing the plan, and that data, in turn, is used to support DelDOT's project prioritization process.

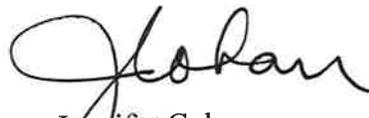
It should also be noted that DelDOT and our MPO's presented a summary of the *Delmarva Freight Plan* to several staff members of FHWA's Office of Freight Management and Operations in April, 2015. At that meeting we were encouraged to seek a more in-depth review of our plan (once completed and published) through your office.

At this time, DelDOT is requesting a review by your FHWA Division Office, and written concurrence or recommendation that the *Delmarva Freight Plan* (Delaware's *Statewide Freight Plan* with regional coordination) meets goals and objectives of MAP-21's freight planning for states. We are asking for this concurrence so that certain capital projects may, at some point, be eligible for increased Federal share (under MAP-21 Section 1116 (b)(1)) based upon guidelines to date indicating freight-related or freight-benefitting projects drawn from a state freight plan may apply for up to a "95/5" share.

Thank you for your consideration of this request; we look forward to continuing to supporting Federal freight planning efforts and improving the freight-related elements of Delaware's economy.

If you have any questions, please do not hesitate to contact me.

Sincerely,



Jennifer Cohan  
Secretary

JC/bg

cc. Drew Boyce, Director of Planning  
Bobbie Geier, Assistant Director of Planning  
Tigist Zegeye, Executive Director, WILMAPCO  
Rich Vetter, Executive Director, Dover/Kent MPO

# Wilmington Area Planning Council

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From Cecil County: 888-808-7088  
e-mail: [wilmapco@wilmapco.org](mailto:wilmapco@wilmapco.org)  
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**WILMAPCO Council:**

**Connie C. Holland, Acting Chair**  
*Delaware Office of State Planning  
Coordination, Director*

**Jennifer L. Cohan**  
*Delaware Dept. of Transportation  
Secretary*

**Thomas P. Gordon**  
*New Castle County Executive*

**Donald A. Halligan**  
*Maryland Dept. of Transportation  
Director, Office of Planning and  
Capital Programming*

**Bill Miners**  
*Chesapeake City  
Councilman*

**Tari Moore**  
*Cecil County Executive*

**John Sisson**  
*Delaware Transit Corporation  
Chief Executive Officer*

**Michael Spencer**  
*Mayor of Newport*

**Dennis P. Williams**  
*Mayor of Wilmington*

**WILMAPCO Executive Director**  
*Tigist Zegeye*

## RESOLUTION

### BY THE WILMINGTON AREA PLANNING COUNCIL ENDORING THE DELMARVA FREIGHT PLAN

**WHEREAS**, The Wilmington Area Planning Council (WILMAPCO), as designated by the Governors of the States of Delaware and Maryland, is the Metropolitan Planning Organization (MPO) for the Wilmington, Delaware Metropolitan Area; and,

**WHEREAS**, the Delmarva Freight Plan aims to comply with Sections 1115 through 1118 of the Moving Ahead for Progress in the 21st Century (MAP-21) act and related National Freight Policy; and,

**WHEREAS**, The Delmarva Freight Plan summarizes current and future freight planning and transportation needs to enhance freight and goods movement and related economic opportunities on the 14-county tri-state area of the Delmarva Peninsula; and,

**WHEREAS**, The plan recognizes and supports the need for multimodal freight planning collaboration within regional jurisdictions and across economic corridors to enhance mobility at the local, state, multi-state, and national level.

**NOW, THEREFORE, BE IT RESOLVED** that the WILMAPCO Council does hereby endorse the Delmarva Freight Plan

May 14, 2015  
Date.



\_\_\_\_\_  
Connie Holland, Acting Chairperson  
Wilmington Area Planning Council

**WILMAPCO**

*Partners with you in transportation planning*



# Dover/Kent County Metropolitan Planning Organization

P.O. Box 383, Dover, Delaware 19903  
<http://www.doverkentmpo.org>

(302) 760-2713 FAX: (302) 739-6340

**RESOLUTION BY  
THE DOVER/KENT COUNTY METROPOLITAN PLANNING ORGANIZATION  
ENDORING THE DELMARVA FREIGHT PLAN**

**WHEREAS**, The Dover/Kent County Metropolitan Planning Organization (D/KC MPO), as designated by the Governor of the State of Delaware, is the Metropolitan Planning Organization (MPO) for the Dover/Kent County, Delaware area including all of the City of Milford and the Town of Smyrna; and

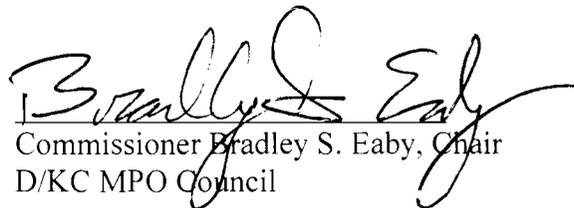
**WHEREAS**, the Delmarva Freight Plan aims to comply with Sections 1115 through 1118 of the Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) Act and related National Freight Policy; and

**WHEREAS**, the Delmarva Freight Plan summarizes current and future freight planning and transportation needs to enhance freight and goods movement and related economic opportunities on the 14-county tri-state area of the Delmarva Peninsula; and

**WHEREAS**, the Plan recognizes and supports the need for multimodal freight planning collaboration within regional jurisdictions and across economic corridors to enhance mobility at the local, state, multi-state and national levels.

**NOW THEREFORE, BE IT RESOLVED** that the Dover/Kent County MPO Council does hereby endorse the Delmarva Freight Plan.

DATE: July 8, 2015

  
Commissioner Bradley S. Eaby, Chair  
D/KC MPO Council