



Transportation Infrastructure Investment Fund Council

Meeting Minutes

September 17, 2025

10:00 a.m.

Delaware Room, DelDOT Administration Building and via Zoom

Members Present:

Mr. Joe Westcott (CHAIR)
Representative Bill Bush
Ms. Cornelia Johnson
Mr. Bill Strickland
Senator Jack Walsh

Guests:

Susanne Laws	Delaware Department of Transportation
Pamela Steinebach	Delaware Department of Transportation
George Lees	Delaware Department of Justice – DAG for DelDOT
Tami Venn	Delaware Department of Transportation
Stephanie Foster	Delaware Department of Transportation
Kristina Robinson	Delaware Division of Small Business (DSB)
Todd Reavis	Delaware Department of Transportation
Tom Ruszin	Two Farms Inc.
Jim Smith	Barnes & Thornburg LLP
Shawn Tucker	Barnes & Thornburg LLP
Kristy Rogers	Town of Milton, Town Manager
John Collier	Town of Milton, Mayor
James Taylor	Verdantas
Angel Aguilar	TidalHealth Peninsula Regional Inc.
Kenneth Usab	Morris & Richie Assoc.
Sean Matthews	Delaware Contractors Association
Franklin Cooke	Delaware General Assembly
Chris Castagno	Bike Delaware
Gearld Hocker	Delaware General Assembly
Katie Tabeling	Delaware Business Times

Agenda Item # 1: Welcome and Introductions

Discussion: After a delay of 15 minutes due to equipment malfunctions which affected remote participation and recording, the meeting began at 10:15 a.m. when Mr. Westcott welcomed everyone. He led the roll call for the Council. **Quorum was confirmed.**



Agenda Item # 2: Approval of the April 30, 2025, & May 13, 2025, Meeting Minutes

Discussion: Mr. Westcott acknowledged that the meeting minutes had previously been distributed for the Council's review. A motion to approve the April 30, 2025, meeting minutes was made by Ms. Johnson. The motion was seconded by Mr. Strickland.

Roll call vote was taken:

Mr. Westcott: For

Rep. Bush: For

Sen. Walsh: For

Ms. Johnson: For

Mr. Strickland: For

The motion to approve the minutes carried.

Discussion: Mr. Westcott acknowledged that the May 13, 2025, meeting was held due to his abstention on the vote for one application at the April 30, 2025, meeting. A motion to approve the May 13, 2025, meeting minutes was made by Mr. Strickland. The motion was seconded by Rep. Bush.

Roll call vote was taken:

Mr. Westcott: For

Rep. Bush: For

Sen. Walsh: For

Ms. Johnson: For

Mr. Strickland: For

The motion to approve the minutes carried.

Agenda Item #3: Status of Previous Approvals

Discussion: Ms. Laws acknowledged that to date, the Council has recommended over \$58 million in grant awards, with a total of almost 12,500 jobs. The current amount available for awards is \$15,279,558.79, which includes just under \$10 million of new FY 26 funding.

Ms. Laws reviewed the status of current grantee projects for Rounds 1 through Round 12. As previously requested by Council in Round 12, Ms. Laws provided additional details on the progress payment structure for Round 9 Seaford Commercial 28 LLC. She noted that the grantee's proposed structure of up to four progress payments was reviewed and found to be reasonable by DelDOT based on the construction schedule.

Agenda Item #4: Review of and Vote on Requests for Extensions

TidalHealth Peninsula Regional Extension Request:



Discussion: Ms. Laws introduced the request by stating that the original grant was awarded in Round 1. She mentioned that representatives of the grantee are present at the meeting should anyone have any questions.

Ms. Laws summarized, per their extension request documentation, the grantee's work on the economic development project to date, including utilities extensions, easements and coordination, subdivision and purchase of property, wetlands delineation and environmental site assessment among others. The grantee received preliminary site plan approval from the Town of Millsboro in March 2025. The site groundbreaking was held on July 25, 2025. The target date for DelDOT entrance plan approval is mid-November 2025, with entrance construction beginning in January 2026. Substantial completion of DelDOT improvements is anticipated in May 2026, five months prior to the proposed term expiring in October 2026.

Ms. Laws reminded the Council that the original Round 1 award was for \$3.57 million, and the grantee received a two-year grant term extension in Round 9. The TIIF Scope of Work remains unchanged (two entrances on southbound US 113, closure of a median crossover and shared-use path). The employment standard is also unchanged (150 jobs proposed).

Ms. Laws explained that in considering a one-year term extension and the potential for DelDOT acceptance of the work delaying beyond the grant term, DelDOT can allow the grantee to submit a reimbursement request with an annotated primary punch list demonstrating that the transportation work is complete to DelDOT's satisfaction.

Mr. Westcott noted that with this flexibility, he has no concerns with the one-year extension not providing adequate time to complete the TIIF Scope of Work.

Public comment: None

Executive Session: None

Mr. Westcott stated that since the project is making progress, an extension of one year seems appropriate. He then asked the Council if there were any further questions, and since no further questions were asked, Mr. Westcott asked for a motion to approve the request for a one-year grant term extension expiring October 2026. A motion to approve was made by Ms. Johnson and the motion was seconded by Mr. Strickland.

Roll call vote was taken:

Mr. Westcott: For
Rep. Bush: For
Sen. Walsh: For
Ms. Johnson: For
Mr. Strickland: For

The request was approved to recommend a one-year grant term extension for TidalHealth Peninsula Regional Inc.



Agenda Item #5: Review of Received TIIF Grant Applications

Generally Excluded Development Types (GEDTs)

Discussion: Ms. Laws reminded the Council that the next application was reviewed according to the Council's adopted Employment Standard Guidelines (ESG). She provided a summary of the ESG, which allows the Council to consider funding GEDTs, including partial funding, based on public benefit factors. There are four criteria in addition to the other criteria required for standard applications: 1. How their particular jobs creation differs from other similar GEDTs; 2. How the GEDT will stimulate secondary growth near the project; 3. Environmental justice analysis of the impacts a GEDT will have on the surrounding area; and 4. The economic analysis report prepared by Division of Small Business (DSB) to assess economic benefit indicators associated with the GEDT.

Ms. Laws also stated that the transportation improvements under consideration for GEDTs are limited to improvements with direct public benefit.

Two Farms Inc. d/b/a Royal Farms Store 428 Milton:

Discussion: Ms. Laws provided an overview of the project, which includes a convenience store with fueling station in the Town of Milton in a State Strategies Level 1 investment area, to be operated as a Royal Farms. She stated that representatives of the applicant are available for any questions from the Council.

Ms. Laws provided a summary of the TIIF Scope of Work, which includes widening and restriping of Milton Ellendale Highway (SR 16) and Union Street Extended (SR 5) intersection to provide dedicated lefts on both SR 16 approaches, bike lane on westbound SR 16 through the intersection, dedicated right on southbound SR 5, with associated traffic signal modifications, stormwater management of DelDOT runoff, pedestrian crossings, upgraded transit stop, engineering design, construction inspection, and a contingency.

Ms. Laws indicated that there is a current and ongoing safety issue at this intersection, as evidenced by the flexible delineators in the shoulders on SR 16.

Ms. Laws also introduced a summary of the four additional GEDT criteria. She stated the applicant's response to how jobs creation differs from other similar GEDTs was to provide a list of benefits for full time positions. Ms. Laws noted the applicant's response to how the GEDT will create or stimulate secondary jobs growth was to mention that new turn lanes would stimulate secondary jobs growth in this corridor.

Ms. Laws presented a summary of the applicant's environmental justice (EJ) analysis, which indicated that the only EJ population identified as disadvantaged was the low-income population. Since the EJ analysis did not reveal that the project would result in high and adverse effects on the low-income population, no EJ-specific mitigation is required.



Ms. Robinson provided an overview of the applicant's financial stability, noting that a compliance review by DSB found no significant labor law violations. The applicant is validly organized and in good standing, and a business license was provided. She also stated that the successful implementation of this project would create 24 new jobs that meet the ESG criteria in year three and therefore increase state and local tax revenue by \$371,980.79 annually.

Ms. Laws reviewed the performance measures. She stated in summary that the applicant is requesting \$1,848,036.30.

Mr. Westcott opened the discussion to the Council members. Rep. Bush listed by name several businesses already existing in the area of the proposed convenience store to highlight that economic development is already happening in that area. He raised concerns that this project could negatively impact another nearby gas station (Milton Quick Stop).

Mr. Taylor noted that the project's Cedar Creek Road entrance is also designed to support a mini warehousing and office space component, directly adjacent to the convenience store site, which demonstrates additional economic development proposed because of this project. He also stated that this location is in the future Milton Transportation Improvement District (TID), and that once the TID is established, any future development in the TID boundary would have to contribute to the TID and the improvement at this intersection. The improvement allows growth for the Town.

Mr. Tucker mentioned briefly an August 1, 2025, letter in which additional projects such as the proposed Milton Village have the same requirement to improve the existing safety issues at the intersection. He noted that during beach season this intersection is very busy and pointed out the flexible delineators in the shoulders to prevent vehicles from passing stopped vehicles waiting to turn. Mr. Tucker emphasized that this intersection improvement is needed with or without this convenience store project, however the project is proposing to resolve the intersection issue.

Mr. Tucker noted that the improvement cost should be in the Milton TID, but that implementation has been delayed. The cost of the improvement has caused the applicant to pause and apply for funding through TIIF. He also mentioned that there would be significant fuel taxes collected by the opening of this fueling station.

Public Comment: Ms. Rogers stated that the Town of Milton is enthusiastic for economic development along the SR 16 corridor, which has only recently blossomed. For law enforcement officers to have a 24-hour service station to access is particularly desirable.

Rep. Bush asked Ms. Rogers about the proposed mini warehousing, whether it is flex space for small businesses, which Ms. Rogers affirmed.

Mr. Westcott stated that weighing the net economic benefit of incremental development against the potential of putting a competitor out of business is the reality of developing a large convenience store in any location.



Sen. Walsh agreed that this project is an economic driver but is concerned for the small business. He then asked if this intersection would be in a DelDOT plan for improvement.

Ms. Steinebach responded that the intersection is in the TID study/analysis and is consistent with the TID. The land uses in the TID are determined by what the Town of Milton wants to become in the future. This improvement would assist with other expected development in the TID.

Mr. Taylor provided follow-up information that the adjacent proposed flex space is 44 units, and they have site plan approval from the Town.

Mr. Franklin Cooke (member of public via Zoom) asked if the police department will work with the convenience store and Town of Milton to deal with loitering and panhandling which can be a hinderance.

Mayor Collier responded that Milton is a safe community and that he views the proposed intersection safety improvement as pre-emptive and would rather see it happen now than wait until there is a fatality at the intersection.

Executive Session: None

Mr. Westcott asked for a motion to recommend an award to Two Farms Inc. d/b/a Royal Farms Store 428 Milton in the amount of \$1,848,036.30. Ms. Johnson made the motion, and Sen. Walsh seconded.

Roll call vote was taken:

Mr. Westcott: For
Rep. Bush: For
Mr. Strickland: For
Mr. Walsh: For
Ms. Johnson: For

The motion was approved to recommend an award of \$1,848,036.30 to Two Farms Inc. d/b/a Royal Farms Store 428 Milton.

Agenda Item #6: Public Comment
None

Agenda Item #7: Future Meetings

Discussion: Ms. Laws stated that the next deadline for TIIF application submissions is Tuesday, January 20, 2026. The next Council meeting is Tuesday, November 18, 2025, at 11 a.m. to review applications received by the September 8, 2025, deadline.

Agenda Item #8: Adjournment

Sen. Walsh moved to adjourn the meeting, and Mr. Westcott seconded. The meeting was



adjourned at 11:13 a.m.

Following the adjournment, it was learned that when the replacement equipment was used to continue the meeting after the initial delay, that the new equipment failed to record the meeting as it was occurring. As such, there is no audio or video recording available from this Council meeting.

Minutes Prepared by: Tami Venn, DelDOT Planning

Stephanie Foster, DelDOT Development Coordination

Minutes Reviewed by: Susanne K. Laws, P.E., DelDOT Development Coordination

Approved by TIIF Council on 11/18/2025