

Delaware Valley Regional Planning Commission

2009 Congestion Management Process Supplemental Projects Status Memorandum



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Introduction

This document provides an update on the status of supplemental commitments to major single-occupancy vehicle (SOV) capacity-adding projects in the nine-county Delaware Valley Regional Planning Commission (DVRPC) area. These supplemental projects are a requirement for federally funded transportation projects that add SOV capacity. This review of supplemental commitments status is a required part of DVRPC's Congestion Management Process (CMP), as well as a useful tool for coordinating transportation planning.

The CMP (known as the Congestion Management System in previous federal transportation legislation) was established to encourage efficiency and effectiveness in part by having agencies and stakeholders explore alternatives to adding SOV capacity to the road system. Where additional SOV capacity is appropriate, the process adds supplemental projects that enhance the benefits of the capacity additions and extend the useful life of the capacity-adding project.

The requirement that SOV capacity-adding projects have supplemental commitments comes from the federal Metropolitan Planning Regulation (23 CFR Section 450.320 (e)). The regulation states that when a major SOV capacity-adding project is planned in areas that do not meet the National Ambient Air Quality Standards (NAAQS) for ozone or carbon monoxide, appropriate analysis of reasonable travel demand reduction and operational management strategies for the corridor in which the project is planned is required. The regulation states that if a major SOV capacity addition is warranted, the CMP shall identify strategies to manage the SOV facility safely and effectively. Management and operational strategies shall be incorporated into the project or committed to by the state or metropolitan planning organization (MPO) for implementation.

Additional regulations regarding the CMP are outlined in 23 CFR part 500 Section 109. This reference clarifies the requirement to provide an appropriate analysis of all reasonable (including multimodal) travel demand reduction and operational management strategies for the corridor in which the project is proposed. If the analysis demonstrates that travel demand reduction and operational management strategies cannot fully satisfy the need for additional capacity in the corridor and additional SOV capacity is warranted, then the CMP shall identify all reasonable strategies to manage the SOV facility effectively (or to facilitate its management in the future).

As the Philadelphia region's MPO, DVRPC is charged with developing and implementing the CMP for the region. In the 2006 update of the CMP, the need to better demonstrate and document the implementation of supplemental commitments was emphasized both internally and by the Federal Highway Administration (FHWA). An element of the DVRPC CMP adopted in 2006 is an agreement to produce an annual memorandum on the status of all CMP supplemental commitments, identifying which have been implemented, which are advancing, and which need follow-up.

DVRPC has prepared this document and has coordinated with NJDOT, PennDOT, and other agencies/organizations as appropriate to refine it and agree on next steps. It is intended to promote implementation of the agreed-upon CMP supplemental strategies and be consistent with the 2008 CMP Update that was approved by the DVRPC Board in December 2008. The report has been reviewed by the CMP Advisory Committee as well as the DVRPC Regional Transportation and Regional Citizens Committees before being presented to the DVRPC Board for adoption. The periodic updates to this document should be prepared in time to assist with the Transportation Improvement Program (TIP) update process so that CMP commitments being funded through the TIP receive adequate funding and are ultimately realized.

This year's review of supplemental commitments largely completes the backlog review of projects entering construction or finishing final design. Many of the major SOV capacity-adding projects currently entering the construction phase have been addressed in previous CMP status memoranda. Due to fiscal constraints and a focus on infrastructure maintenance in both Pennsylvania and New Jersey, fewer major SOV projects have been advancing to construction than in previous years. This situation has allowed staff to review projects in final stages of project development to ensure that supplemental commitments are planned for the major SOV capacity-adding projects.

Future reports will not only focus on ensuring that major SOV capacity-adding projects have supplemental commitments planned into the design of the project but will also review completed projects to make sure that the commitments have been implemented. DVRPC will maintain a database of major SOV capacity-adding projects and their associated CMP commitments. Staff will track the status of these commitments as the projects graduate through the TIP to construction.

This report addresses seven major SOV projects that are entering construction or finishing final design. Other major SOV projects from the TIP that are in preliminary design or earlier phases of project development will be the focus of future status memoranda.

Since beginning this process of tracking supplemental commitments for major SOV capacity-adding projects, DVRPC has been able to assist the project sponsors to coordinate meetings with stakeholders, which identify commitments to implement supplemental strategies. This process is becoming a common step in project development and fully meets CMP requirements. Staff will continue to work with project sponsors to develop CMP commitments as major SOV projects on the TIP progress. The status of supplemental commitments for projects that have already been reviewed will be revisited as projects enter the construction phase. Ongoing monitoring of a project's progress will help to ensure that supplemental commitments are being implemented.

DVRPC staff has offered and will continue to offer assistance to project managers and sponsors in working with stakeholders to develop and adopt appropriate CMP supplemental commitments for major SOV capacity-adding projects.

Currently, staff is working on coordination between the TIP and CMP to include brief descriptions of supplemental commitments in the parent project descriptions included in the TIP. Faithful annual review of these projects will greatly facilitate implementation of this provision of the CMP regulations.

Project Review Process

DVRPC staff reviews the status of CMP supplemental strategies of major SOV capacity-adding projects proposed for the current (2009 – 2012) TIPs for Pennsylvania and New Jersey. All projects labeled as "major SOV capacity-adding" projects in the TIP were reviewed for appropriateness for inclusion in this report. This larger list of projects was reduced to include projects that had construction funding programmed in the TIP in 2009 – 2012. Staff then contacted the project sponsors to determine if the projects had entered into final design, or were in a stage where the supplemental commitments could be reasonably identified and tracked. Those projects entering or finishing final design or that were in a later stage of development were prioritized for this memorandum.

Projects that had not progressed or were being delayed are deferred to a future status memorandum to be addressed when the projects are revived. On more than one occasion staff was able to schedule CMP project committee meetings to develop or identify commitments for projects moving into final design.

While one purpose of these annual memoranda is to track the status of CMP supplemental commitments, this exercise has helped project sponsors and DOT project managers become more familiar with the requirements of the CMP. This familiarity is facilitating cooperation among DVRPC and the various project stakeholders to identify the requisite commitments before projects go to design and engineering. Enhanced communication between DVRPC and DOT project managers, regarding development of supplemental commitments, has improved each year.

Twenty-five projects were selected from the FY 2009–2012 TIPs for Pennsylvania and New Jersey for further investigation. Of those twenty-five projects, seven were in a stage where review of supplemental CMP commitments was appropriate. The other projects either had not progressed to a point where commitments had been developed, or the project was delayed beyond the funded TIP period.

DVRPC staff contacted project managers and reviewed project scopes of work. When requested, staff met with managers and stakeholders to identify opportunities for supplemental commitments or identify components of the project planning process that improve the management of the facility and prolong the benefits of the SOV project. The project managers and stakeholders group were asked to review and revise the list of supplemental commitments for inclusion in this paper.

DVRPC staff is continuing to work with the DOTs, Transportation Management Associations, and other stakeholders to track the status of commitments and will continue to communicate with the project managers to ensure that these annual status memoranda benefit the management of new SOV facilities. It is the goal of DVRPC staff to work with project sponsors on an effective mechanism to develop CMP supplemental commitments early in project development so that the process becomes a regular step in project design and implementation.

Project managers will want to familiarize themselves with the full 2008 CMP report (DVRPC Publication # 09028) for an overview of the management process as well as the memorandum: CMP Procedures and Coordination with the TIP. An Executive Summary of the full CMP report which summarizes the CMP procedures in a non-technical, easy to read manner, is also available. These documents provide useful information to help develop supplemental projects and meet related regulations. In particular, CMP Procedures and Coordination with the TIP, includes checklists and steps for developing appropriate supplemental commitments. The development of a major SOV capacity-adding project (defined in CMP Procedures and Coordination with the TIP) must include work with a multimodal scoping group. The goal of the scoping group is to develop an agreed-upon list of supplemental commitments to manage the SOV facility effectively. These commitments can be funded through a variety of sources, but the responsible organization/agency must develop a list of commitments that identifies the parties that are responsible for the supplemental commitments' implementation. DVRPC should be involved throughout this process to act as a resource and to assist in the tracking of supplemental commitments implementation. Ultimately this involvement will simplify the annual reporting process for all of the participants and ensure that major SOV capacityadding projects are consistent with the CMP. Major SOV projects that are not consistent with the CMP will not be included for federal funding in the TIP beyond preliminary engineering.

Single-Occupancy Vehicle Projects

Pennsylvania Single-Occupancy Vehicle Projects

Table 1 lists the SOV capacity-adding projects included in this round of CMP supplemental project status review and the current status of each project.

Table 1. Pennsylvania Projects				
Project	MPMS Number(s)	TIP Status		
US 322 Widening (US 1 to I-95)	69815, 69816, 69817	Final Design (2009)		
US 322 / I–95 / 2 nd Street Interchange	57780	Construction (2008)		
PA 309 Connector Phase I (Allentown Road - PA 63)	16438	Construction (2009)		
Rock Hill Road / Belmont Avenue Widening	64795	Final Design (2009)		
US 1 Widening (Kennett Square Bypass – Greenwood Road)	14541	Construction (2012)		
I-95 / PA Turnpike Interchange	13347	Final Design (2009)		

Source: DVRPC 2008

US 322 Widening (US 1 to I-95)

This project will widen US 322 for approximately six miles from US 1 to I-95. The project will consist of widening the current road from two to four lanes and reconstructing the roadway and shoulders.

Supplemental commitments for these corridor improvements include a Park and Ride lot and transit stop enhancements. Bike lanes and sidewalks will be included in the design of the project. This project will also tie in the new traffic signals to Concord Township's closed-loop system.

The final design for this project has been completed.

US 322 / I-95 / Second Street Interchange

This project will construct a new off-ramp from US 322 eastbound to the intersection of Second and Jeffrey Streets, and a new on-ramp from Second and Tilghman Streets to US 322 westbound in Chester City. It also includes the construction of Seaport Drive south of, and parallel to, Second Street with access points at Highland, Engle, and Flower Streets.

Supplemental commitments will include new lighting, signing, drainage, and traffic signal installations. Context-sensitive solution designs, traffic calming, streetscaping, and traffic signal improvements to nearby street networks will be included as necessary. Vertical clearances at the Amtrak bridge over Flower Street and new catenary structures over Amtrak will also be provided.

The first phase of the project began construction in 2008.

PA 309 Connector Phase I (Allentown Road to PA 63)

Phase I of the PA 309 Connector Project includes improvements along Wambold and Fretz Roads between Allentown Road and PA 63 in Hatfield and Towamencin Townships. The project also includes realignment and widening of PA 63 around the Village of Mainland to facilitate travel from PA 309 to PA 63 and points north and south.

Safety improvements to Wambold and Fretz Roads include left and center turn lanes and realignment of s-curves and offset intersections. Supplemental commitments include eight-foot-wide shoulders to accommodate bicycles and upgrades of traffic signals.

Phase I of the PA 309 Connector project has been "right sized" to provide the benefits of the improvement without unnecessarily widening the road system. Phase I is smaller in scale than the proposed Phase II and the supplemental commitments are aligned with the scale of this phase of the larger project. More expansive supplemental commitments are expected to accompany Phase II of the PA 309 Connector project to reflect the major capacity adding components of that project.

Construction of Phase I of the PA 309 connector project is expected to start in 2009.

Rock Hill Road / Belmont Avenue Widening

The Belmont Avenue/Rock Hill Road Improvement Project in Lower Merion Township involves the widening of approximately 2,400 feet of Belmont Avenue (S.R. 3045) approaching the Schuylkill

Expressway interchange, and widening of the Rock Hill Road (S.R. 3052)/Belmont Avenue intersection and the Rock Hill Road/Conshohocken State Road (S.R. 0023) intersection.

These routes carry an aggregate traffic volume of over 50,000 vehicles per day and comprise a significant portion of the Township's transportation network, as well as providing an alternate/incident diversion route for the Schuylkill Expressway through Montgomery County.

The Rock Hill Road / Belmont Avenue Widening project will improve this corridor through upgrading signals, providing left-turn lanes, and widening Belmont Avenue from PA 23 to I-76. Supplemental projects include installing pedestrian-actuated signals, installing a dynamic messaging sign, maintaining sidewalks along Belmont Avenue and linking the Lower Merion trail system to the Schuylkill River Trail via a multi-use trail along Rock Hill Road.

This project is in final design.

US 1 Widening (Kennet Square Bypass to Greenwood Road)

This project will widen US 1 from two lanes in each direction to three lanes in each direction for approximately one mile from the Kennett Square Bypass to Greenwood Road and relocate the School House Road intersection. Left-turn lanes will be added on US 1 at School House Road and new traffic signals will be installed. Measures will be taken to prevent left turns from side streets onto Orchard Lane.

Supplemental commitments include linking five signals to a closed-loop system, installing directional and safety signage and coordinating improvements with development highway occupancy permits.

The project is expected to begin construction in 2012.

I-95 / PA Turnpike Interchange

This project will provide a direct interchange between I-95 and the Pennsylvania Turnpike (I-276), widen I-95 from two lanes to three lanes between PA 413 and US 1, and widen the turnpike from two lanes to three between US 1 and US 13. The project will eliminate two existing toll booth locations and install a new toll booth equipped with Express E-Z pass, immediately west of the new interchange. The new interchange will result in a revised routing of I-95 in Pennsylvania and New Jersey.

This project will remove significant truck traffic from local roads and facilitate the connection between I-95 and the turnpike. Supplemental commitments include a new Park and Ride lot with freight inspection capacity in the vicinity of the new interchange, improvements to parking at the Levittown and Croydon R7 train stations, and Express E-Z pass lanes at the new toll booth. Additional ITS improvements are included in the project.

This project is in final design.

New Jersey Single-Occupancy Vehicle Projects

Table 2 lists the New Jersey SOV capacity-adding project included in this round of CMP supplemental project status review and the current status of the project.

Table 2. New Jersey Projects				
Project	DB Number	TIP Status		
I-295 Paulsboro Brownfield Access	04321	Engineering, Right of Way, and Construction (2009)		

Source: DVRPC 2008

I-295 Paulsboro Brownfield Access

This project will construct a new roadway and bridge connecting the British Petroleum (BP) brownfield redevelopment site in Paulsboro Borough to the newly improved Interchange 19 of I-295 via Paradise Road. This project is a necessary component of the economic feasibility of the redevelopment project and provides a direct link to the interstate system and the proposed multi-use redevelopment area.

The "no-build" alternatives to this project would result in longer travel routes for trucks and commercial vehicles attempting to access the site from the interstate system. These alternate routes would bring trucks through residential streets, creating congested and unsafe conditions.

The CMP strategies that are appropriate for this subcorridor include Commercial Vehicle Operations, County and Local Road Connectivity, Frontage and Service Roads, Safety Improvements, Accessibility and Environmental Justice, and Smart Growth. CMP analysis shows that the Borough of Paulsboro has two or more times the average density of residential units or employment and six of the eight "Degrees of Disadvantage" (an indicator of economic distress), so it would be especially productive to select supplemental projects to improve safety, accessibility, and Environmental Justice. In the case of the Paulsboro Brownfield Access project, these supplemental strategies are inherent to the parent project. This is an unusual instance, but the benefits of the parent project effectively implement the supplemental strategies that would be appropriate.

This project is currently under environmental review.

Conclusions

This document is the third annual report tracking the status of supplemental commitments for major SOV capacity-adding projects in Pennsylvania and New Jersey. All of the projects reviewed in this report were found to have satisfactory supplemental CMP commitments or to have made efforts to add commitments appropriate to the scale and nature of the project. Commitments in this report are in the planning phase. DVRPC will monitor the status of major SOV capacity-adding projects to be sure that the planned commitments are constructed or implemented along with the parent project.

The projects in this report were selected for review to ensure that major-SOV projects that are finishing final design or approaching construction are consistent with the adopted CMP. Staff continues to work with the state DOTs and project sponsors to develop CMP commitments for projects in the state TIPs before they enter final design.

As in previous years, this annual review has created opportunities for DVRPC staff and project sponsors to discuss upcoming projects and schedule discussions about the CMP commitments for major SOV capacity-adding projects during the appropriate phase of the project.

It is important to remember that supplemental strategy commitments necessarily need to be flexible to accommodate changing conditions as a project progresses through planning to construction. If a project's CMP commitments need to be changed because of feasibility issues, those commitments should be replaced with commitments that have similar benefits to prolonging the utility of the parent project. Any changes to adopted commitments should be discussed with the stakeholder group and provided to DVRPC.

CMP supplemental strategies are a requirement of federal legislation and should be included in each major SOV capacity-adding project to prolong the benefits and usefulness of the facility improvement. Incorporating supplemental commitments early in project development will certainly facilitate meeting CMP requirements and ultimately improve the capacity-adding project.

APPENDIX A

Status of Congestion Management Process Supplemental Commitments by Project (Pennsylvania)



Pennsylvania Project Commitments

Table A-1. MPMS# 69815, 69816 and 69817 US 322 Widening (US 1 to I-95)			
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy
Add bus stops on US 322	Planned	PennDOT / SEPTA	Improved Transit Service
Widen shoulder to 10' for bicycle improvements	Planned	PennDOT	Pedestrian and Bicycle Improvements
Install sidewalks for project area	Planned	PennDOT	Pedestrian and Bicycle Improvements
Install Park and Ride lot in project area	Planned	PennDOT	TDM Strategies
Upgrade signals and tie into Concord Township's closed-loop system	Planned	PennDOT	Basic Signal Upgrade
Extend closed-loop system throughout US 322 Corridor	Planned	PennDOT	ITS
Maintain website to provide public with information about project progress and development	Completed	PennDOT	www.us322-conchester.com

Source: PennDOT project manager and FY 2009–2012 Transportation Improvement Program for Pennsylvania (DVRPC, 2008)

Table A-2. MPMS# 57780 US 322 / I-95 / 2 nd Street Interchange				
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy	
Install traffic calming measures to local street network	Planned	PennDOT	Bicycle and Pedestrian Improvements	
Upgrade signals in local street network	Planned	PennDOT	Basic Upgrade of Signals	
Install streetscape improvements to local street network	Planned	PennDOT	Bicycle and Pedestrian Improvements	
Maintain website to provide public with information about project progress and development	Complete	DJM Harris	www.i95-322.com	

Source: PennDOT project manager, www.i95-322.com, and FY 2009–2012 Transportation Improvement Program for Pennsylvania (DVRPC, 2008)

Table A-3. MPMS# 16438 PA 309 Connector Phase I (Allentown Road to PA 63)			
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy
Include 8' shoulders to accommodate bicycle travel	Planned	PennDOT	Pedestrian and Bicycle Improvements
Realign off-set intersections and S-curves	Planned	PennDOT	Safety Improvements
Install traffic signals at major intersections and upgrade and coordinate signals in corridor	Planned	PennDOT	Basic Upgrade of Signals
Install left and center turn lanes	Planned	PennDOT	Safety Improvements
Coordinate connector road access with residential developers	Planned	PennDOT, Developers	Access Management
Maintain website to provide public with information about project progress and development	Complete	McCormick and Taylor	www.PA309connector.com

Source: PennDOT project manager, www.PA309connector.com, FY 2009–2012 Transportation Improvement Program for Pennsylvania (DVRPC, 2008)

Table A-4. MPMS# 64795 Rock Hill Road / Belmont Avenue Widening			
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy
Install closed-loop system to be monitored at PennDOT regional traffic management center	Planned	PennDOT	ITS and Integrated Corridor Management for Freeways
Install arterial scale Dynamic Message Sign	Planned	PennDOT	ITS and Integrated Corridor Management for Freeways
Optimize signal timing at five intersections and install new signals	Planned	PennDOT	Basic Upgrade of Signals
Construct turning lanes at intersections with Rock Hill Road, Old Belmont Avenue, and on-ramps to I-76	Planned	PennDOT	Intersection Improvements
Install median along Belmont Avenue to prevent unsafe turning movements	Planned	PennDOT	Safety Improvements / Access Management
Reconstruct RR bridge over Belmont Avenue to improve turning radii at interchange with I-76	Planned	PennDOT	Safety Improvements
Maintain sidewalks along Belmont Avenue and construct multi-use trail linking Lower Merion trail system and Schuylkill River Trail	Planned	Lower Merion Township, PennDOT	Bicycle and Pedestrian Improvements
Install pedestrian crossings at intersections	Planned	PennDOT	Bicycle and Pedestrian Improvements

Source: PennDOT project manager, Pennoni and Associates and FY 2009–2012 Transportation Improvement Program for Pennsylvania (DVRPC, 2008)

Table A-5. MPMS# 14541 US 1 Widening (Kennett Square Bypass to Greenwood Road)				
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy	
Upgrade five signalized intersections and install closed-loop system	Planned	PennDOT	Basic Upgrade of Signals	
Install directional and safety signage	Planned	PennDOT	Signage	
Coordinate road improvements with development Highway Occupancy Permits	Planned	PennDOT	Access Management	
Prevent left turns from side streets onto Orchard Avenue	Planned	PennDOT	Safety Improvements	

Source: PennDOT project manager and FY 2009–2012 Transportation Improvement Program for Pennsylvania (DVRPC, 2008)

Table A-6 MPMS# 13347 I-95 / PA Turnpike Interchange			
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy
Construct Park and Ride lot near new PA Turnpike interchange	Planned	PTC, PennDOT	Park and Ride
Design and construct Park and Ride lot with freight inspection functionality to allow state police to inspect tractor trailers in safe location	Planned	PTC, PennDOT	Commercial Vehicle Operations
Install Express E-Z Pass at new toll plaza	Planned	PTC	Automatic Toll Improvements
Improve parking capacity at SEPTA Levittown and Croydon R7 regional rail stations	Ongoing	SEPTA	Transit Improvements
Deploy ITS and Incident Management Systems (DMS, HAR, CCTV, traffic flow detection, etc.) along project corridors	Planned	PTC, PennDOT and NJTA	ITS and Integrated Corridor Management for Freeways

Source: PA Turnpike Commission's (PTC) program manager, Jacobs Engineering Group, Inc., Pennsylvania Turnpike / Interstate 95 Interchange Project PM 2.5 Level 3 Screening Document (2008)

APPENDIX B

Status of Congestion Management Process Supplemental Commitments by Project (New Jersey)



New Jersey Project Commitments

Table B-1. DB# 04321 I-295 Paulsboro Brownfield Access [*]			
Commitment	Status	Lead Agency/ Organization	Comments/Appropriate Strategy
Mitigate "degrees of disadvantage" experienced by Paulsboro Borough's Environmental Justice population through job creation and environmental remediation.	Planned	Gloucester County Redevelopment Authority, British Petroleum, South Jersey Port Authority, Gloucester County	Accessibility and Environmental Justice Policy Approaches are supported by FHWA and the CMP.
Promote and accelerate growth in already- developed urban and suburban areas in order to reduce the rate of loss of undeveloped land.	Planned	Gloucester County Redevelopment Authority	Growth Management and Smart Growth Policy approaches are supported by the state of New Jersey and the CMP.
Actively redevelop a major brownfield as an appropriate investment of federal transportation funds	Planned	Gloucester County Redevelopment Authority	Economic Development-Oriented Transportation Policy approaches are supported by the CMP.
Minimize impacts of increased truck traffic to redevelopment site on built and natural environment	Planned	Gloucester County Redevelopment Authority	Preferred alternative will support site economic viability and reduce impacts on residential areas and air quality from truck traffic.

Source: Gloucester County, Paulsboro Borough Reuse and Redevelopment Study of the BP Site, (URS Corporation, 2003) and FY 2009–2012 Transportation Improvement Program for New Jersey (DVRPC, 2008)

*Due to the economic and environmental justice considerations present in the Borough of Paulsboro and in the project area, it would be especially productive to select supplemental projects that improve safety, accessibility, and Environmental Justice. In the case of the Paulsboro Brownfield Access project, these supplemental strategies are inherent to the parent project. This is an unusual instance, but the benefits of the parent project effectively implement the appropriate CMP supplemental strategies as well as smart growth and economic development objectives.

Abstract Page

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of Bucks, Chester, Delaware, Montgomery, and Philadelphia in Pennsylvania; and Burlington, Camden, Gloucester, and Mercer in

New Jersey

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Abstract: This memorandum is the third annual review of the status of

supplemental strategies for major single-occupancy vehicle

capacity-adding projects in the region's Transportation Improvement Programs. Seven TIP projects were reviewed for 2009. All projects reviewed were found to be making reasonable progress with supplemental commitments in accordance with federal CMP

regulations.

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