DelDOT Record and Entrance Plans
Service Efficiency Blitz Report – October 2025

Background and Purpose

The Delaware Department of Transportation's (DelDOT's) Record and Entrance Plan processes provide detailed review and approval for residential and commercial land use projects to ensure they meet the State's regulatory requirements for site conditions prior to construction. In October 2025, a Service Efficiency Blitz (SEB) led by DelDOT's Development Coordination, Traffic Engineering, and Central District Maintenance and Operations sections, along with a local engineering firm, examined the customer journey and performance of the Record and Entrance Plan processes. The effort and resulting actions align with Governor Meyer's priorities on streamlined permitting and affordable housing, as well as support the broader mission of the State of Delaware surrounding operational efficiency.

Maximizing Value

The SEB process reaffirmed the key customers of the Record and Entrance plan team members that contribute to this process and reinforced the mission of the program by focusing on the core values of:

- Protecting and enhancing infrastructure
- Safe and efficient pedestrian and vehicular mobility
- Timely approvals
- Excellent customer service

At the time of the event, the Development Coordination Section was housed under DelDOT's Division of Planning, though plans are currently underway to reorganize several sections into a Division of Economic Development Coordination, which may include various members of the team that participated in this event. The Development Coordination Section primarily consists of two subsections: the Subdivision Section and the Traffic Impact Studies (TIS) Section. The Subdivision Section is responsible for the Record and Entrance Plan processes and its mission is to work collaboratively with the public, private sector, internal stakeholders, and external customers to review and approve record and entrance plans for subdivision street and commercial entrance approval requests; coordinate with Local Land Use Agencies (LLUAs) and other state agencies to review zoning applications and development proposals in support of the Strategies for State Policies and Spending goals; and manage access to the state's highway system consistent with DelDOT's objectives. Functionally, the sections that participated in the event assume responsibility for reviewing and approving record plans that are later filed with LLUAs, entrance plans, traffic signal analyses/plans, and construction permits. These tasks are accomplished in a manner that assures the State's investment in transportation infrastructure is protected and aligned with the section's core values.

The Development Coordination, Traffic Engineering, and Maintenance and Operations programs are statutorily authorized under DelDOT's purview with details on how the program is administered set forth in the Development Coordination Manual, found under Delaware Administrative Code (Title 2, Section 2309).

The primary customer segments central to the Record and Entrance plan processes are:

- Developers (focused on predictable, understandable, and timely processes)
- The Traveling Public (focused on safe and efficient travel on Delaware's roadways)
- Citizens (focused on maintaining infrastructure and sound economic development opportunities)

Given the differing needs of these groups, value propositions were analyzed based on the perspectives of specific customer segments, for example - small business owners with little to no experience with the Record and Entrance Plan processes, as well as large developers who have repeated experience with the processes – each deriving a distinct value proposition and encountering unique barriers with the processes. In addition, the DelDOT maintenance section was discussed as a key stakeholder/service provider/and potential service provider as they remain involved after projects are implemented. This section is reliant on the process being performed well upstream – in essence, if land used projects are not implemented to DelDOT's quality and safety standards, then additional work and costs are assumed by maintenance as a consequence, ultimately burdening the Delaware taxpayers.

While the value proposition of Record and Entrance plans became clear for certain customer segments, it was revealed that the ability to formally measure customer value is not in place for the program. To date, anecdotal evidence of the customers' experience and satisfaction are available, primarily generated through discussions at quarterly American Council of Engineering Companies (ACEC) of Delaware meetings that DelDOT participates in. Overall, the DelDOT participants in the SEB event noted that they need to balance the interests of the development community through efficient processing of land use permits with the interests of the traveling public through maintaining safe and operational infrastructure along Delaware's roadways.

Key Opportunity Statements

The project team formulated several key opportunity statements that were later used to frame and develop solutions:

1). Rework, or cycles of communication and revisions between DelDOT and developers, is the primary contributor toward non-value added activity in the overall process. If rework can be reduced through process modifications, overall times will decrease saving both parties time and money.

2). The source of much of the complexity and time delays within the Record and Entrance plan processes stems from the negotiation of up to 15 agreements between legal teams within DelDOT, the development community, and associated contractors. There is a need to rationalize the policy requirements set forth in DelDOT's Development Coordination Manual to determine how many of these agreements remain necessary, which agreements could be replaced with simplified documents, and how many can be eliminated.

3). The broader opportunity for DelDOT and the development community is to determine the best operational structure to pursue strategic land use and roadway improvements versus the existing tactical enhancements driven at the project level. Consideration may be given to replacing processes with impact fees (or fee-in-lieu-of models), which may allow DelDOT to pursue comprehensive community focused improvements, versus parcel-based enhancements that may lack continuity and connectivity.

The project team selected solutions to develop and implement that addressed the first two areas noted above – namely, a streamlined process that expedites rework cycles, and rationalizing agreements beginning with the Traffic Signal Agreement. While the development of impact fee models was deemed outside the scope of this event, DelDOT may decide to pilot and study these for a specific process to determine if the costs, benefits, and risks provide a feasible path forward.

Outcomes and Associated Impact of the SEB Event

- ✅ Designed a modified "recheck lane" process coupled with a streamlined peer review for record and entrance plans that meet minimum requirements, saving nearly one million dollars annually
- ✅ Began evaluating and setting standards for over 15 time-consuming legal agreements used by various DelDOT sections beginning with the drafting of a concurrence letter to partially replace an existing Traffic Signal Agreement which is estimated to save an additional $1.3M annually
- ✅ Established objective criteria for plan comments from multiple DelDOT sections and set forth a goal to update a Roles and Responsibilities Memo to clarify areas of focus and cut down on staff and developer time wasted on negotiating needs from either party

Metrics	Outcomes	Annualized Cost Savings
Rework Reduction by Implementing a "Recheck Lane" for Eligible Projects with Streamlined Peer Review	Eliminates minimum of 9 out of 26 days per review cycle when recheck lane option is used (**35% of rework instances eliminated**)	196 eligible rework instances annually (70% of projects) x 9 fewer days = 1,764 days saved **13,230 hours x $75 hourly rate = $992,250 in savings annually**
Efficiency and Predictability of Agreements	Reducing the Use of Traffic Signal Agreements through Increased **Use of a Less Time and Labor Intensive Traffic Signal Concurrence Letter** Saving up to ~$1.3M Annually	**CY2024 Stats:** 79 Traffic Signal Agreements Developed and 54 Implemented (90 Total/Unique Agreements) Approx. 1.5 - 3 months of additional time per agreement **Potential New Process:** With a 70% reduction, the agreement totals would be reduced to approximately 24 developed and 16 implemented annually (35 Total/Unique Agreements). Time per agreement is reduced to 2.5 weeks [93.75 hours] from 2 months [300 hours] = ~206 hours saved **Cost savings:**

Metrics	Outcomes	Annualized Cost Savings
		$100 hourly rate x 206 hours saved (~1 and a 1/2 months saved) = $20,600 per agreement $20,600 per agreement x 65 fewer agreements annually = ~1.3M estimated savings *Streamlining of additional agreements, and consideration for impact fee models would generate additional cost savings in the future.*
Standardization and Objectivity of Comments from DelDOT Sections	Establish newly aligned criteria in an updated memo that ensures plan comments are measurable, cite specific regulations, and clearly distinguished between regulatory requirements and recommendations.	Improved predictability and time savings through fewer rework cycles and staff/developer time involved in clarifying and modifying comments between parties

Other Potential Process Improvements and Impact

Details on additional short and long-term improvements that were identified and explored through the event, include:

I. Just Do Its (Requiring Several Days of Effort to Achieve – Low Impact/Low Effort)

- Solidify expectations early in the process and formalize access rights/documentation if there is no Traffic Impact Study (TIS) required.
- Improve website presence.
- Modify the mission statement to reflect providing services for new businesses.
- Increase participation in the optional post comment review.
- Align the signal and lighting plan reviews with the entrance plan review process.
- Capture Traffic Signal Justification Studies (TSJSs) earlier in the process.

II. Quick Wins (Requiring 2-4 Weeks of Effort to Achieve – High Impact/Low Effort)

- Reduce the content required on record and entrance plans.
- Develop a clearly understood customer journey map and set clear expectations early for customers who are not familiar with DelDOT's record/entrance plan and associated processes.

III. Strategic Bets (Requiring 2 to 6+ Months of Effort to Achieve – High Impact/High Effort)

- Revise the Level 2 process to identify when it is needed early in the process and evaluate if there is a standard formula that could be implemented for inspection fees.
- Adjust and establish a new decision-making structure across DelDOT with clear lines of responsibility and accountability to ensure timely decision making.
- Utilize consultants from the Development Coordination Section for Traffic Review items.
- Build and launch Planning Development Coordination Application (PDCA) modifications to align with process changes implemented.

IV. Other Potential Deliverables (To Be Evaluated Further)

- Better document the review process of property interest acquisition.
- Modify staff review incentives to better align with goals.
- Improve coordination and align local land use agencies (LLUA) record plan requirements beginning with Delaware's three counties

Metrics and Process Evaluation

The data provided for the SEB event was extracted from the Planning and Development Coordination Application (PDCA) software system. The PDCA is the primary system of record utilized by DelDOT's Development Coordination and Traffic Engineering Section along with land use developers, tracking all associated workflows and documents associated with these processes. However, DelDOT's District Maintenance and Operations Section utilizes a separate system for processing permitting applications, and it was not requested that they provide data as inputs into for the event.

The data evaluated in preparation for the event included completed record/entrance plans, traffic design signal/lighting/ITMS, and traffic safety detour project data from January 1, 2023, to present. For the purposes of examining the data, only fully completed projects were reviewed from each data set during this timeframe consisting of 68 record/entrance projects (56 of which were commercial and 12 subdivision projects), 35 traffic design signal/lighting/ITMS projects, and 61 traffic safety detour projects. The data reviewed for each set included an analysis of the average time per project that the work takes for DelDOT, developers, and in total. In addition, patterns and trends were reviewed as the work moved through each process. Attention was provided to any metrics that indicated either a dependency (given that all three programs must complete their work before the record and entrance plans are deemed complete) as well as resubmissions and iterations, also known as rework, that occurs between DelDOT and the development community.

The average number of days each DelDOT permit is held by each party, and in total, is outlined as follows:

Program	Count (# of Calendar Days)	Category
Record and Entrance Plans	103	Avg. DelDOT Record/Entrance Days Per Project (Range 36-182 Days)
	309	Avg. Developer Record/Entrance Days Per Project (Range 60-817 Days)
	412	Total Record/Entrance Days Per Project (Range 135 – 985 Days)
Traffic Design Signal /Lighting/ITMS	93	Avg. DelDOT Traffic/Lighting/ITMS Days Per Project (Range 4-301 Days)
	137	Avg. Developer Traffic/Lighting/ITMS Days Per Project (Range 0-426 Days)
	230	Total Traffic/Lighting/ITMS Days Per Project (Range 4-558 Days)
Traffic Safety Detours	22	Avg. DelDOT Safety Detour Days Per Project (Range 4-78 Days)
	69	Avg. Developer Safety Detour Days Per Project (Range 0-759 Days)
	91	Total Safety Detour Days Per Project (Range 4-827 Days)

Based on a review of this data set several insights were generated by the team as follows:

- The record and entrance plan process, when it works smoothly without iterations and rework, is an efficient process. The average timeline for DelDOT's record and entrance plan approvals was 103 business days with a range of one to six months as the minimum to maximum timelines from first iteration to approval, including rework cycles. In addition, the Development Coordination section maintains internal timeliness standards of completing a single iteration of approvals for record/entrance plans at 59 calendar days (39 business days) and offers an expedited path for a fee that occurs within 47 calendar days, with both standards being consistently met. This being said, the team still felt there were opportunities to eliminate rework and streamlined iterations through the design of a faster "recheck lane" process to bring the overall average timeframes down further, which is one of the primary deliverables of this event.
- Traffic design signal/lighting/ITMS approvals can slow down the overall process and prevent completion of the record/entrance plan process. Though these approvals often occurred by DelDOT within 93 calendar days, on average, any projects that took longer than the record and entrance plan approvals, would ultimately serve as a bottleneck to obtaining final approval from DelDOT before a developer could proceed with local land use agencies and obtain construction permits. The primary contributing factor to the delays in this section were identified as time consuming legal agreements that are negotiated between the State and development community.
- Based on the data reviewed, traffic detour plans were not seen as a bottleneck and did not delay the overall process being completed by DelDOT as they occurred within 21 calendar days on average with a maximum timeframe being close to three months. This was well within the average timelines for all other approvals to be completed, thus this section was not a focus of the SEB team's proposals for efficiencies to be gained.

Additional analysis on rework and iteration trends was conducted, which supported the conclusions and objectives noted previously. The data on rework based on iterations for record/entrance, traffic signal/lighting/ITMS, and traffic detour plans is outlined as follows:

Record/Entrance Plan Phase of Work	Record/Entrance Plan Count by Round	Average Rework Reduction Rate by Round
Presubmittal Meeting 1	68	
LONOR Record Plan 2 / Commercial Entrance Plan 2 / Subdivision Construction Entrance 2	34	50%
LONOR Record Plan 3 / Commercial Entrance Plan 3 / Subdivision Construction Entrance 3	16	24%
LONOR Record Plan 4 / Commercial Entrance Plan 4 / Subdivision Construction Entrance 4	4	18%
LONOR Record Plan 5 / Commercial Entrance Plan 5 / Subdivision Construction Entrance 5	2	3%
Average Rework Instances Per Project	**2.5**	

Traffic Signal/Lighting/ITMS Phase of Work	Traffic Design Signal/Lighting/ITMS Count by Round	Rework Reduction by Round
Traffic Design Signal/Lighting/ITMS Plans 1	35	
Traffic Design Signal/Lighting/ITMS Plans 2	30	14%
Traffic Design Signal/Lighting/ITMS Plans 3	27	9%
Traffic Design Signal/Lighting/ITMS Plans 4	22	14%
Traffic Design Signal/Lighting/ITMS Plans 5	19	9%
Traffic Design Signal/Lighting/ITMS Plans 6	16	9%
Traffic Design Signal/Lighting/ITMS Plans 7	9	20%
Traffic Design Signal/Lighting/ITMS Plans 8	3	17%
Traffic Design Signal/Lighting/ITMS Plans 9	1	6%
Average Rework Instances Per Project	**4**	

Traffic Safety Detour Phase of Work	Traffic Safety Detour Count by Round	Reduction of Rework by Round
Traffic Safety Detour Plan 1	61	
Traffic Safety Detour Plan 2	57	7%
Traffic Safety Detour Plan 3	40	28%
Traffic Safety Detour Plan 4	21	31%
Traffic Safety Detour Plan 5	12	15%
Traffic Safety Detour Plan 6	5	11%
Traffic Safety Detour Plan 7	2	5%
Traffic Safety Detour Plan 8	1	2%
Traffic Safety Detour Plan 9	1	0%
Traffic Safety Detour Plan 10	1	0%
Average Rework Instances Per Project	**2**	

Based on a review of this data set several insights were generated by the team as follows:

- While both record/entrance plan and traffic safety detour plan rework trends followed a comparable pattern with most projects requiring two to three iterations of work before completion, the traffic signal/lighting/ITMS plans generated up to four iterations of work before reaching completion, with more than a third of projects requiring seven to eight iterations of work. The root cause of this was assessed as being attributable to ongoing negotiations that occur due to various agreements between the legal teams of DelDOT and land use developers, which was a primary focus for improvement for this event.
- When rework is viewed in the aggregate across all three sections of DelDOT, the average number of iterations is 8.5, meaning that developers are consistently revising work and returning it to DelDOT for review during this phase of the development process. While DelDOT cannot control errors and omissions from their customers, discussions occurred around the consistency/applicability/quality of DelDOT review comments and the number of reviewers who need to be included in subsequent rounds of reviews as additional factors to modify to drive down total iterations.

In addition to reviewing DelDOT's process data, business process analysis was conducted and evaluated with the team. The current state business process (found in the Appendix to this document), demonstrates how record plans, entrance plans, traffic/lighting/ITMS, and traffic detour plans are reviewed in parallel through a sequence of phases of work, beginning with a pre-submittal meeting once plans are received, followed by an initial review that minimum plan requirements are met, an initial review, a peer review, and final approval before the applicants receives a Letter of No Objection to Recordation (LONOR) for record plans and an Entrance Plan Approval (EPA) Letter for entrance plans. During each phase of work conducted by DelDOT between minimum requirements review and peer review, applications may be rejected for valid business reasons and returned to the applicants, which resets the time clock for DelDOT, and another iteration of work begins allowing up to an additional 26 days of work per additional iteration. Each iteration of work completed by DelDOT has time bound goals with a maximum of 21 business days (or roughly 31 calendar days), DelDOT also offers an expedited path for a fee that has time bound goals with a maximum of 18 calendar days. In addition, the estimated time needed to conduct a single record/entrance plan review was evaluated and determined to be roughly seven calendar days of work per set of plans. Given the overall time limits of the program, this would mean that employees of the Development Coordination Section have sufficient bandwidth to work on five to six plan sets at a time. Given the team's focus on reducing iterations, it was determined in the process review that a modified "recheck lane" could be established, thereby eliminating nine out of the 26 days per subsequent review or iteration, which when multiplied against the potential annual volumes of the program, resulted in roughly one million dollars in savings that could increase the capacity and efficiency of this unit and program in the future. The future state process map is also found in the appendix to this report with the "recheck lane" model incorporated.

Insights From the Customer Journey

As part of the SEB process the team reviewed the customer journey (found in Appendix A) from the perspective of three fictional personas that represented customers who would normally be involved in the record and entrance plan processes. The team analyzed pain points and goals from the perspective of the personas:

1. **The Dedicated Developer**: A seasoned real estate developer in Delaware with extensive experience navigating the record and entrance plan processes. This persona sought streamlined coordination, reduced redundancies, and greater scheduling flexibility to support efficient project delivery. They also have ideas about land use development reform that were directly presented to DelDOT leadership.

2. **The Mission-Driven Newcomer**: A newcomer to the development landscape, with prior experience in Pennsylvania, and a passion for community impact through an affordable housing project. This persona sought clear guidance and supportive navigation through complex regulatory processes that she was unfamiliar with.

3. **The One-Off Business Owner**: A small business owner, pursuing a one-time development project to expand their small business on an adjoining parcel. This persona valued simplicity, clear expectations, and minimal bureaucratic hurdles to bring her vision to life.

The result of the customer journey review generated pain points that were incorporated into various ideas for improvement, which included the following:

Persona Type	Goals	Barriers and Pain Points	Opportunities
Dedicated Developer	• Obtain plan approval • Align with access originally envisioned (pre-set expectations • Minimize costs • Predictability of process and outcomes	• Delays • Changes in access type • Additional costs • Unclear on DelDOT responsibilities • Negotiating miscellaneous agreements	• Fee-in-lieu-of models • Clear responses on expectations on entrance plans • Can serve as a candidate to pilot new process/policy/design enhancements
Mission-Driven Newcomer (Affordable Housing)	• Get the work done on schedule and break ground as soon as possible • Meet design cost requirements	• Does not know the process and how to coordinate with land use agencies • Doesn't know the players and who to contact for support	• Provide a simplified flowchart or checklist of the process • Offer educational resources • Modify the process so that newcomers can easily follow the steps
One-Off Business Owner	• Begin construction as soon as possible (within a matter of a few weeks, ideally)	• Bureaucratic and complex process	• If the process was designed in a way that is understandable to this customer segment, it would benefit all customer segments

Leadership Support

The single most important variable to implementing change is clear and visible sponsorship from leadership. In the case of the record/entrance plans and associated DelDOT program, there is clear and aligned sponsorship from the Governor and Secretary of Transportation. To sustain momentum, leadership is asked to:

- ❖ Reinforce alignment with Governor's priorities on affordable housing and business permitting efficiency
- ❖ Champion transformation of the record/entrance plan processes as well as additional permitting processes by sponsoring subsequent SEBs
- ❖ Prioritize engagement from existing resources toward the implementation of strategic initiatives

Continued executive support will be essential to build on these efforts and achieve long-term transformation.

Next Steps and Conclusions

The team will finalize and implement prototypes, with GEAR conducting weekly check ins for the first 30

days to evaluate near term results, as well as establish ongoing evaluation mechanisms and sustainability plans, and align change management over the next six months with this team. Strategic leadership messaging and cross-agency alignment—especially on priorities like affordable housing—will continue to be essential.

One key theme and opportunity by operating within a Lean framework is providing organizations the ability to repurpose time, energy, and dollars from non-value-added activity to value-added activity. While many organizations are inclined to ask for additional resources to implement strategic recommendations, the GEAR Program Management Team encourages DelDOT to reinvest the time and cost savings achieved through rework reduction outlined in this document, then reassess internal capacity among the programs, prior to considering additional resources to pursue additional objectives.

This SEB report shall be provided to the Governor's Office, DelDOT leadership, and should serve as a public document to inform further evaluations of the record and entrance plan processes and provide context for other interested parties surrounding land use permitting reform.

In addition, there is an ongoing request of the Governor's office to continue reviewing and streamlining permitting processes through future SEB events (see image below) between GEAR and the relevant permitting bodies in Delaware, which should extend to local land use agencies. Support at the cabinet level down to the organizational level, where subject matter experts in permitting processes execute their objectives, are vital to engage in future SEB events. Without the engagement of those who do the work daily, or leadership expressing the business reasons for change, these efforts will move slowly and become subject to fragmentation over time.

Overall, within a three-day Lean "blitz" framework, preceded by three weeks of planning prior to the event, this SEB team achieved objectives aligned with their project charter and will exceed expectations if the goals and deliverables continue to be carried out in a timely manner. As a framework for delivering efficiencies in a government setting, SEBs allow for a more responsive, value-driven process delivered by the State of Delaware.

State of Delaware Permitting Process Improvement Schedule

2024/2025	June 2025	August 2025	September 2025	November 2025	January 2026...
• **DelDOT Regulatory Pilot** • **DNREC Subaqueous Pilot with GEAR**	• **OMB Preliminary Land Use Service (PLUS) SEB**	• **DelDOT Traffic Impact Study (TIS/TOA) SEB**	• **DelDOT Record and Entrance Plan SEB**	• **Housing Taskforce Workshop**	• **County/Local Land Use SEB1 and Construction Plans/Other Permits**
Outcomes: DelDOT regulatory alignment DNREC subaqueous turnaround time increase +70% (projected for January 2026)	Outcomes: Process time reduction for applications of -20% Overall process time reduction of 5 business days saving $162,500 annually	Outcomes: Consolidating two internal process steps into one step that is projected to reduce rework by -33% saving $112,500 annually Overall process time reduction of 3 business days saving an additional $42K annually	Outcomes: Implementing a modified "recheck lane" process that eliminates 9 business days of work saving nearly $1 million annually Implementing a modified traffic signal agreement process to save $1.3M annually		*DNREC, DelDOT, State Fire Marshal, County/Local, DHSS*

Acknowledgments

Thank you to the participants in the SEB event, those that helped plan the event, and the leaders that provide their ongoing vision and support for the State of Delaware's continuous improvement work:

Wendy Polasko, P.E., Subdivision Engineer, Development Coordination, DelDOT

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Matthew Lichtenstein, P.E., District Engineer, Central District, DelDOT

Brian Yates, P.E., Process and Quality Control Engineer, Development Coordination, DelDOT

J. Michael Riemann, P.E., Becker Morgan Group

Todd Sammons, P.E., Assistant Director, Development Coordination, DelDOT

Lanie Clymer, Deputy Secretary, DelDOT

Shante Hastings, P.E., Secretary, DelDOT

Matt Meyer, Governor

Ericca Deneumoustier, Planner IV, DNREC

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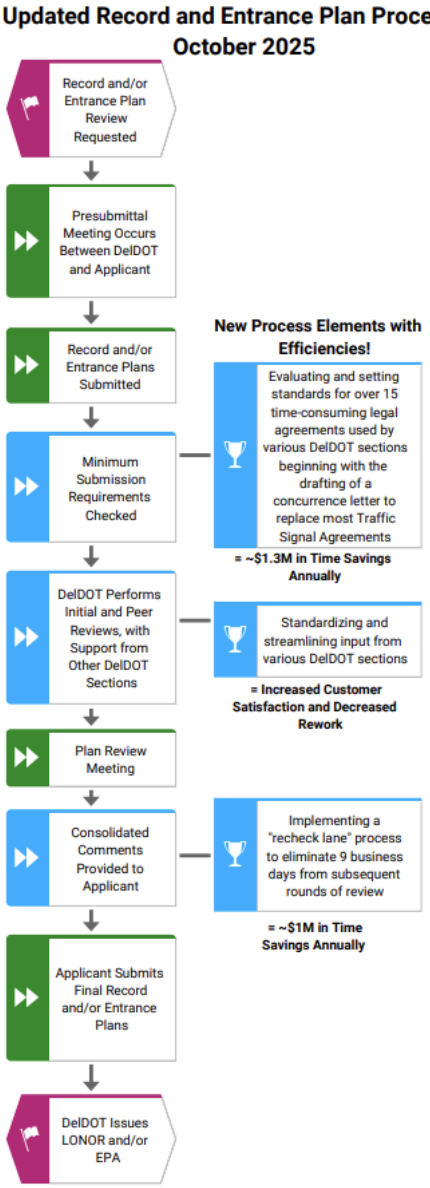
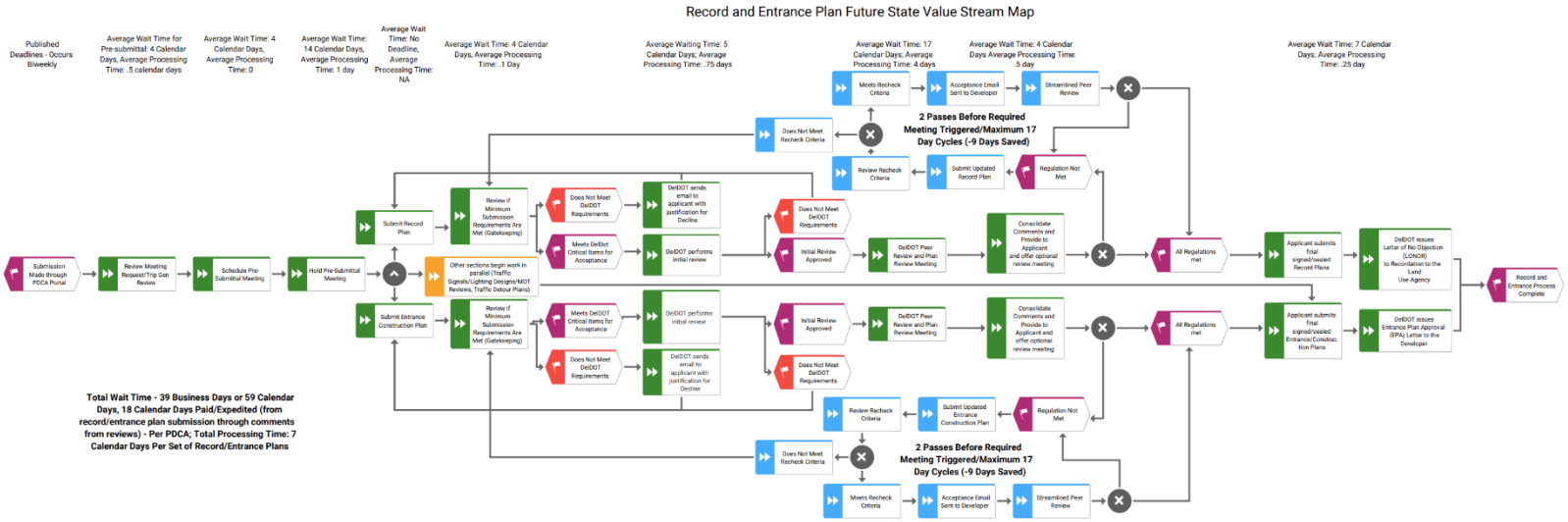
Chuck Clark, Executive Director, GEAR

Daniel Madrid, Deputy Director, GEAR

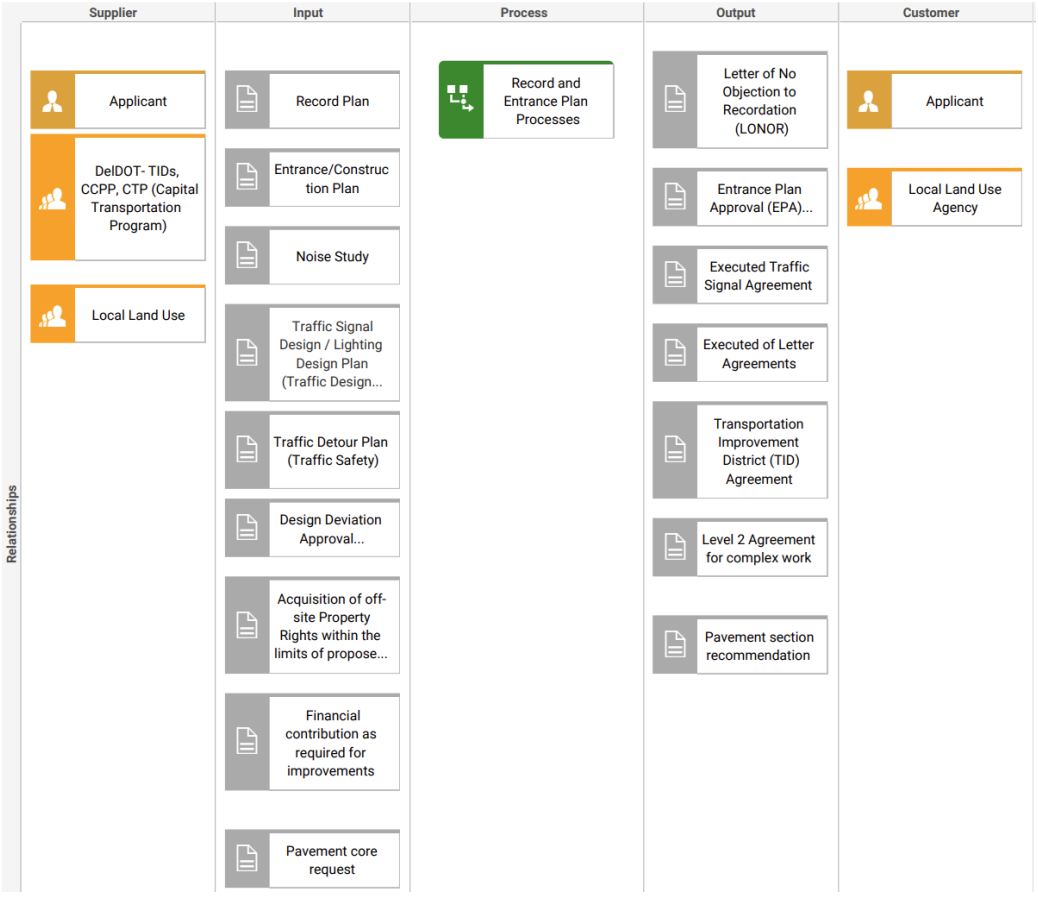
Appendix A – Process Maps from the SEB Event



Updated Value Stream Map with “Recheck Lanes”



SIPOC Diagram



Customer Journey Map