Dover Transit Center Neighborhood Plan

Charrette Closing Presentation
October 1, 2010
Acknowledgements

• Dover/Kent County MPO
• Downtown Dover Partnership
• City of Dover City Council
• City of Dover Planning, Library, Parks and Recreation
• Delaware Office of State Planning Coordination, Department of Transportation, State Housing Authority, Division of Facilities Management, Division of Public Health, State Historic Preservation Office
• Delaware Transit Corporation
• Delaware State Housing Authority
• Delaware State University
• Wesley College
• Schwartz Center for the Arts
• City Cab
• ... many, many more!
Charrette Statistics

• Five intensive days and an equivalent of about 450 hours of work

• About 100 participants
  - City Council, City and State agency staff, Downtown Dover Partnership, community leaders, developers, business owners, citizens

• Opening presentation, Open House, stakeholder meetings, focus group meetings, individual and group discussions
1st Day of the Charrette
Charrette Opening Workshop
3rd Day of the Charrette
Create a downtown worthy of the First State Capital
The Dover Vision Plan
A Mission for Dover

Partners committed to a plan and working to build a downtown worthy of the First State Capital
## State Capitals Comparison

<table>
<thead>
<tr>
<th>State Capital</th>
<th>City Population</th>
<th>Legislature Size</th>
<th>Legislative Staff</th>
<th>Downtown Jobs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dover, DE</td>
<td>36,560</td>
<td>62</td>
<td>125</td>
<td>9,713</td>
</tr>
<tr>
<td>Annapolis, MD</td>
<td>36,879</td>
<td>188</td>
<td>732</td>
<td>5,301</td>
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<tr>
<td>Concord, NH</td>
<td>42,546</td>
<td>424</td>
<td>179</td>
<td>n/a</td>
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<tr>
<td>Frankfort, KY</td>
<td>27,382</td>
<td>138</td>
<td>679</td>
<td>6,330</td>
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<tr>
<td>Helena, MT</td>
<td>29,939</td>
<td>150</td>
<td>237</td>
<td>12,487</td>
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<tr>
<td>Jefferson City, MO</td>
<td>41,297</td>
<td>197</td>
<td>509</td>
<td>12,342</td>
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<tr>
<td>Juneau, AK</td>
<td>30,796</td>
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<td>460</td>
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</table>
Dover, Delaware

Population: 36,560

Legislature Size: 62

Legislative Staff: 125

Downtown Jobs: 9,713
Annapolis, Maryland

Population: 36,879
Downtown Jobs: 5,301
Tourism, Regional Destination, Festivals, Historic Downtown, Waterfront
Concord, New Hampshire

Population: 42,546

Downtown Jobs: n/a

Similar but with more restaurants, artist galleries, museums
Frankfort, Kentucky

Population: 27,382

Downtown*
  Jobs: 6,330

Performing Arts Center, Convention Center

* Includes govt. jobs outside of downtown core
Jefferson City, Missouri

**Population:**
41,297

**Downtown Jobs:**
12,342

**Downtown Grid of Streets, Restaurants, Retail, Mixed Use**
## Juneau, Alaska

<table>
<thead>
<tr>
<th>Feature</th>
<th>Details</th>
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<tr>
<td>Population</td>
<td>30,796</td>
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<td>Downtown Jobs</td>
<td>6,075</td>
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<tr>
<td>Capitol, Main Street Areas, Convention Center, Museum, Memorials</td>
<td></td>
</tr>
</tbody>
</table>
Dover 2010

Water St.

North St.

Goverors St.

Loockerman St.

State St.
Dover Vision
Action Plan Framework

• Build upon existing economic drivers to leverage new investment
• Improve pedestrian walkability and connectivity for the entire area
• Target new residential, mixed use, office, grocery, and retail development
• Implement district parking solutions
• Invest in improving ‘look and feel’ and overall area image
Area Context
Existing Activity Centers
Proposed Activity Centers
Connecting Activity Centers

- Strengthen the pedestrian link to Wesley College using Bradford St.
- Provide a direct connection between Eden Hill/Rail Trail and St. Jones Riverwalk along Water St. with streetscape and bike paths.
- Improve aesthetics and walkability with a planted median along Queen St.
- Extend streetscape and pedestrian lighting along Loockerman St. to West St.
Open Space Network

- Connect to area regional and rail trails
- Provide active and passive recreation spaces along St. Jones River
Concept

• Build upon existing street character of Loockerman and State Streets
• Expand downtown core towards Dover Transit Center
• Fill in the gap between existing activity centers
Existing Urban Design Framework

- Illustrates current activity is focused on Loockerman and State Streets
- Greens, parks and open space located at major civic and cultural buildings
- Existing streets lack enclosure and not inviting
Proposed Urban Design Framework

- Reinforce street edges with active buildings fronting the street
- Great streets for great buildings
- Expand the city’s original Penn plan with additional parks and green space
Existing Walkable Streets

• Buildings create strong walkable pedestrian character

• Existing buildings along Loockerman and State Streets illustrate a well-defined edge

• Other areas can benefit from improvements
Creating Walkable Streets

- New buildings strengthen area walkability
- Variety and scale of new development provides human-scale environment
- Well-designed streets and building fronts create memorable experiences
Pedestrian Accessibility

- Transit Center creates a new activity center
- Completes area pedestrian network
- Residential component around transit center helps support downtown businesses
Street Network and Enhancements

- **Major E-W Streets**
  - Division Street.
  - Loockerman Street
  - Water Street

- **Major N-S Streets**
  - State Street
  - Governors Street

- **Minor Streets**
  - Bradford Street
  - North Street
  - Bank Lane
  - Queen Street
  - New Street

- **Street Improvements**
- **Streetscape Treatments**
Pedestrian Experience
Pedestrian Enhancement

*NORTH ST.*

BETWEEN

GOVERNOR'S & QUEEN

Diagram shows a street with two drive lanes, sidewalk, and parking area. Measurements include:

- 5' sidewalk
- 20' 2 drive lanes
- 7'6" parking
- 5' sidewalk

Total R.G.W. is 47'6"
Area Parking Strategy

- Provide district parking solutions
- Locate parking near each activity centers sufficient to serve combined demand
- Replace surface lots with structures when associated with new development
- Change perception of parking shortage
- Improve walkability between centers
Shorter Term Project Opportunities

- Collegiate Site
  - Loockerman Commons and Mixed Use
  - Adjacent to Museum Square
- Courtney Square
  - Residential, Retail, Mixed Use
- DHSA/Parking Area
  - Consolidated Parking and Mixed Use
- Duncan Center
  - Office, Mixed Use and Parking
- Frear Building
  - Wesley Nursing, Housing and Park
- New Transit Center
  - Transit and Mixed Use
- Transit Center/Old Capitol Cleaners
  - Hotel and Parking
Governors Square

- Boutique Hotel at Governors and Water Sts.
- Governors Square
- Parking structure serving the hotel and area business
- Future mixed use development at the current transit center site
Loockerman Commons

- Town Commons for civic events and festivals
- Retail / mixed use buildings open to the plaza
- Connects Loockerman and North Streets
- Parking access from North Street (and can be used for more festival or market space)
Dover Transit Center

- Intermodal transit station at new terminus of West Street
- Mixed use development complex
- Civic plaza at extension of Water Street
- New activity center adjacent to Eden Hill and Bayhealth Medical Center
- Across from grocery site
North Street at New Street (view east)
Queen Street at North Street (view north)
Water Street at New Street
(view west)
Water Street at New Street (view west to the Transit Station)
North Street Gateway at West Street
(view east)
North Street Gateway at West Street (view east)
Development Market and Program Briefing

- Where are we?
  - Demographics

- Where are we going?
  - Housing
  - Retail
  - Hotels
  - Employment
<table>
<thead>
<tr>
<th>Kent County Household Projections</th>
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</thead>
<tbody>
<tr>
<td>• Family households (age 35-54) the largest group</td>
</tr>
<tr>
<td>• Empty Nesters (55-74) growing fastest and will equal families during the 2020s, but then level out</td>
</tr>
<tr>
<td>• Apartment Age (22-27) and Young Professionals (28-34) are smaller and not growing</td>
</tr>
<tr>
<td>• Seniors/Retirees (75+) growing strongly throughout planning period</td>
</tr>
</tbody>
</table>
Downtown Dover Housing Projection

• Includes new townhouse and multi-family units (rental and ownership)
• Rough estimate for planning purposes
• Total buildout over 20 years
• Downtown Dover Projections:
  ▪ Low: 475 units
  ▪ Middle: 570 units
  ▪ High: 660 units
Retail

- Top categories in downtown business inventory:
  - Specialty Stores
  - Beauty/Personal Care/Barbershops
  - Restaurants/Food/Drink
  - Financial/Real Estate Services

- Planning issues to consider:
  - Relocation of automotive uses
  - Need for more lodging
Downtown Dover Business Mix

- Shopping: 34, 35%
- Personal Services: 33, 34%
- Business Services: 6, 6%
- Eating & Drinking: 14, 15%
- Attractions: 9, 9%
- Lodging: 1, 1%
<table>
<thead>
<tr>
<th>Primary Retail Gaps/Needs</th>
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<tbody>
<tr>
<td>• Coffeehouses</td>
</tr>
<tr>
<td>• Sandwich Shops</td>
</tr>
<tr>
<td>• Ice Cream/Candy</td>
</tr>
<tr>
<td>• Florist</td>
</tr>
<tr>
<td>• Smaller/Gourmet Grocery*</td>
</tr>
<tr>
<td>• Specialty Food/ Cookware</td>
</tr>
<tr>
<td>• Furniture/Home Décor</td>
</tr>
<tr>
<td>• Optical</td>
</tr>
<tr>
<td>• Drugstore*</td>
</tr>
<tr>
<td>• Toys/Hobbies</td>
</tr>
<tr>
<td>• Cigars</td>
</tr>
<tr>
<td>• Restaurants of all types</td>
</tr>
</tbody>
</table>

* Reserve a location for development after residential influx
Hotels

- 2,900 hotel rooms in Kent County, around 80% of which are in Dover
- Hotel development normally parallels growth in the overall economy
- Translates to 1,250 new rooms in the City of Dover over 20 years
- Assume demand for 4 to 6 hotels in downtown if sites can be found
Employment

- Over 9,700 jobs in downtown in 2008
  - 30% of total Dover employment
- Largest sectors:
  - Government
  - Health Care
  - Office-Using (mostly professional services and administrative)
- Past Trends:
  - Big decrease in manufacturing
  - Big increase in health care
  - Some increase in government
- Most downtown workers live in Dover and Kent County
Office Space

- Outside of government, hospital, and college anchors, downtown is not a major office center
  - Primarily small professional firms
- Growth in office-using employment has been modest
- Plan for some additional professional office space to accommodate natural growth & increasing activity in downtown
  - Hyett Palma study in 2006 recommended 50-75,000 square feet over 5 years
Potential Financing Sources

• Funds Raised from Existing Property Owners
  ▪ Business Improvement District – ad valorem tax
  ▪ Special Development District – ad valorem tax or special assessment
  ▪ Parking Authority Benefit District - assessment

• Recurring Downtown Revenues
  ▪ Tax Increment Financing District – regular property tax

• Broad-Based Recurring Revenues
  ▪ Realty Transfer Tax
  ▪ Hotel Tax (collected by State)
Financing Source Issues

- Assessments and new ad valorem taxes burden existing property owners and could discourage investment
- TIF revenue generation is relatively weak due to low rate and assessments, and ability to only capture City share of tax bill
- Realty transfer tax may be committed to the City’s general government needs
- Hotel tax would need to be allocated to the City by the State (some sort of agreement)
Recurring Revenue Sources

• Finding a recurring revenue source would be ideal
  ▪ Adds stability in funding; could be bonded
  ▪ Allows for upfront investment in public improvements

• Realty Transfer Tax
  ▪ 20 years of pledged revenue could potentially support a bond of up to $13 million

• Hotel Tax
  ▪ 20 years of the State’s General Fund share could potentially support a bond of up to $55 million
Rules to Plan Implementation

- Implement an action plan
- Define a champion and key leaders
- Work together and leverage strengths of each partner (City, DDP, State, Wesley, Bayhealth ...) towards the common vision
Plan Implementation Recommendation

• Create a single Downtown zoning classification or Form Based Code
• Implement a City shared parking and parking management strategy
• Develop a funding mechanism to generate a consistent revenue source for development
• Measure success based on projects accomplished collectively
Short Term Action Recommendations

- Adopt the Vision Plan as the guiding downtown development plan
- Promote, market, and rollout Dover’s vision to citizens, legislature and media
- Improve sidewalks for pedestrian comfort
- Acquire, consolidate and rezone key development parcels for disposition
Short Term Action Recommendations

• Create a Developers Forum
• Create a joint City and State facilities and planning review committee
• Establish a unified and streamlined development review committee to ensure quality projects