

# Preliminary DRAFT #2A 2.28.19

## Goals and Recommendations

### Dover Comprehensive Plan

#### 2019

## GOALS AND RECOMMENDATIONS

### NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION

#### **Goal 1: Protect the Natural Environment**

Protect the natural environment through the conservation of significant ecological systems that naturally work to enhance quality of life in the City.

#### **Recommendation 1: Develop New Code Amendments to Address Environmental Challenges**

- Improve water quality and floodwater absorption capacity in the City through code amendments addressing topics such as pervious paved surfaces, stormwater management areas, and hydric soils.
- Reduce air quality impacts and climate change impacts through code amendments which aim to improve new developments' access to alternative forms of transportation.

#### **Recommendation 2: Protect Environmental Resources through the Development Review Process**

- Identify environmentally sensitive areas early in the development process, so projects can be designed with these areas' conservation in mind.
- Ensure that the environmental standards encompassed in the *Zoning Ordinance* and *Land Subdivision Regulations* are upheld as part of development review.
- Reference the Land Inventory of Delaware's Open Space Program when reviewing development impacts.

#### **Recommendation 3: Coordinate with other Environmental Agencies and Groups**

- Include DNREC in the Development Advisory Committee for technical guidance on open space lands, natural resources, and environmental concerns.

- Share the FEMA floodplain maps and information which pertain to the City, to ensure homeowners, businesses and developers have accurate information about flood risks.
- Continue the City's participation in the National Flood Insurance Program.
- Educate the public on floodplain topics through outreach to homeowners and residents focusing on helping residents understand their flood risk and what they can do to mitigate flooding in the City.
- Identify potential flood mitigation projects along City waterways such as the St. Jones River, Puncheon Run, and the Little River.
- Evaluate the process for referring development projects to the Silver Lake Commission to ensure they review all projects which may have significant impacts on Silver Lake.

## **Goal 2: Improve Watershed Quality**

Continue the City's partnership with DNREC, Silver Lake Commission, and other environmental groups to improve the water quality in Silver Lake and the St. Jones River Watershed and Little Creek Watershed.

### **Recommendation 4: Participate in or Implement Measures Related to Impervious Cover and Water Quality**

- Continue using the City's planning and permitting processes to limit overall impervious coverage in the City by setting and enforcing impervious coverage limits on individual properties.
- Update and maintain the Source Water Protection Overlay Zone (SWPOZ) on the City's Zoning Map to ensure it covers all lands identified for protection by DNREC's Source Water Map as wells and excellent recharge areas.
- Work with DNREC to identify potential water quality improvement projects in major City water bodies such as Silver Lake.
- Implement a Stormwater Utility with the City to help fund the maintenance of stormwater infrastructure that improves water quality.

### **Recommendation 5: Support/Utilize the Silver Lake Commission**

- Continue to utilize the knowledge and expertise of the Silver Lake Commission as advocates for the lake, advisors to the City Council on matters regarding the lake, and as liaisons between the City, the public, and DNREC regarding lake management issues.

## **Goal 3: Improve Air Quality**

Continue the City's partnerships with the Dover/Kent County MPO and DelDOT to reduce air quality impacts from auto emissions through sound land use planning, enhancing bicycle and pedestrian transportation networks, and encouraging increased use of public transit. Use the development review process to address air quality impacts coming from industrial sources.

### **Recommendation 6: Reduce Air Quality Impacts from Auto Emissions**

- Update the City's Bicycle and Pedestrian Plans to include air quality improvement as an explicit goal. This should be done because increasing the mode share of bicyclists and pedestrians improves air quality by taking vehicles off the road and air quality

improvements in turn make walking and biking healthier and more pleasant experiences for these users.

- Improve the City’s Bicycle and Pedestrian networks in accordance with the recommendations of the Bicycle and Pedestrian Plans.
- Encourage use in the City of vehicles powered by electricity or other alternative fuels in order to reduce emissions produced by users who choose to drive.

**Recommendation 7: Reduce Air Quality Impacts from Industry**

- Continue to use the City’s Performance Standards to curb air quality impacts from industry.
- Evaluate the City’s Performance Standards and the lists of permitted and prohibited uses in the City’s industrial zones for possible code updates to ensure the City is both friendly to industrial development and up to date with air quality standards.

**Goal 4: Encourage Green Development and Sustainable Energy Practices**

Use code amendments and/or policy amendments and revisions to encourage environmentally sensitive development and allow emerging green trends to be easily established and grown in the City.

**Recommendation 8: Research and Implement Sustainable Development Practices**

- Conduct a “vulnerability assessment” of the City to determine which people and places within Dover are most at-risk from climate change pressures including sea-level rise, increased heavy precipitation, and rising temperatures. This assessment can be used to help the City decide what forms of sustainable development practices need the most encouragement.
- Evaluate ways to incentivize use of green practices in new development. Some green development practices include infill development, higher densities in areas with access to transit, and green building construction techniques.
- Evaluate ways to incentivize improvements to the energy performance of existing buildings. Energy performance improvements can come from adding insulation to reduce dependence on heating and cooling systems, installing energy-efficient appliances, and other changes.
- Catalog existing green development and green energy incentives offered by the State and federal governments and other sources and evaluate ways Dover can leverage these incentives.

**Goal 5: Preserve Access to Open Space and Scenic Resources**

Protect open spaces and scenic resources in the City while also preserving reasonable public access. While protected open spaces can in turn protect developed areas by absorbing the most direct impacts of climate change, open spaces and scenic resources also have value for their health and recreation benefits to residents and visitors.

**Recommendation 9: Support City Policies Allowing Public Access and Utilization of Open Space and Scenic Resources**

- Evaluate the *Dover Code of Ordinances* and other legislation to identify provisions that potentially limit public access to nature (e.g. parking requirements, use restrictions, fencing and screening requirements, etc.).
- Determine what valuable open spaces and scenic resources in the City currently have limited public access and evaluate options for improving access to these areas.
- Improve pedestrian, bicycle, and transit networks to parks, natural areas, and the Historic District.
- Support programs that promote access to nature (e.g. environmental education programs, Scouts programs).

# HISTORIC PRESERVATION

## **Goal 1: Preserve and Protect Historic Resources**

Preserve and provide better protection for historic resources and landscapes including individual properties and historic districts to maintain community character, quality of life, and their continued use.

### **Recommendation 1: Identification and Designation of the Dover Historic District Zone**

- Identify and study properties and areas for potential future local Historic District designation either as individual structures or as Historic District areas.
- Evaluate properties of interest and concentrated areas of historic resources for local Historic District designation.
- Evaluate for local Historic District designation those areas currently listed in and/or eligible for the National Register of Historic Places.
- Evaluate proposed annexation areas for historic resources to address needs for preservation and protection.

### **Recommendation 2: Stewardship of Historic Resources**

- Encourage stewardship activities by public and private owners of historic resources to ensure the long-term care, protection, preservation, and continued existence of these resources.
- Encourage appropriate stewardship of historic resources in City building projects and infrastructure improvements located within designated historic districts or areas.
- Continue stewardship of The Green per the Preservation & Conservation Easement established with its designation as a National Monument/National Historical Park.
- Develop strategies within disaster planning and disaster response plans that consider historic resources.

### **Recommendation 3: Evaluation of Design Standards and Guidelines**

- Evaluate and update the “*Design Standards and Guidelines for the City of Dover Historic District Zone.*” This document was originally developed and adopted in 1992.
- Evaluate and consider the standards and guidelines regarding the levels of protection for The Green and the Loockerman Street historic contexts.
- Evaluate and consider the use of modern materials and technologies in the standards and guidelines.

### **Recommendation 4: Architectural Review Certification Process**

- Refine the regulatory process and procedure for Architectural Review Certification for properties located within the designated local Historic District Zone (H).
- Offer education opportunities and public outreach on the Architectural Review Certification process.
- Evaluate process of requests for demolition and the identification of “demolition by neglect” properties.

**Recommendation 5: Evaluate Impact of Development Activity on Historic Resources**

- Explore other strategies, activities, and incentive programs to assist in the preservation and protection of historic resources in order to balance the needs of preservation and revitalization.
- Develop and/or improve incentives and ordinances that encourage the use of historic structures and maintain historic integrity.
- Encourage use of flexible building codes when rehabilitation of existing historic buildings is proposed.
- Focus planning initiatives on Downtown Dover to strengthen Loockerman Street and adjoining areas while maintaining the balance of preservation and development activity.
- Ensure Community Development Block Grant Program activities complete the Section 106 Review process.

**Recommendation 6: Support of Historic Resources and Landscapes**

- Support consideration of historic resources and landscapes in development activities from infill projects to land annexation.
- Continue to identify, assist, and review the nominations of eligible properties to the National Register of Historic Places.
- Explore opportunities to amend or provide updated information to existing National Register nominations to meet current standards.
- Explore opportunities to conduct and/or update the Delaware Cultural Resource Survey for properties located within City limits.
- Ensure preservation efforts reflect the diversity of the community as reflected in the City's history, architecture, and culture.
- Recommend completion of a Self-Assessment for the Historic District Commission to identify other strategic planning needs.

**Goal 2: Provide and Promote Incentives for Preservation Activities**

Provide and promote incentives for public and private preservation activities and the protection of residential and non-residential historic properties including incentives to encourage continual use, on-going maintenance of such properties, and appropriate in-fill project design.

**Recommendation 7: Tax Credit Program for Historic Properties**

- Continue the City's Tax Credit Program for Historic Properties and promote awareness of the program.
- Promote awareness of other Tax Credit Programs offered including State and Federal programs.

**Recommendation 8: Increase Participation in Resource-Bearing Programs**

- Continue participation in the Certified Local Government (CLG) program of the National Park Service with a focus on increasing Historic District Commission training and evaluating staff needs.
- Engage in evaluation, designation, and implementation of the Delaware Byways Program.

### **Goal 3: Increase Public Information on Historic Resources**

Increase and promote dissemination of information on preservation activities, the value and significance of historic resources, and historic and cultural heritage tourism opportunities to the public and elected/appointed officials.

#### **Recommendation 9: Public Outreach and Education**

- Initiate educational programs on historic and cultural resources for the general public and elected/appointed officials to increase awareness and understanding.
- Develop and/or update written and digital materials (brochures, process guides, web-based postings, GIS mapping, etc.) on such topics as the local Historic District Zone, historic resources, the Historic District Commission, the Architectural Review Certification process, and the City's Tax Credit Program for Historic Properties.
- Conduct workshop training with the Historic District Commission and Planning Commission on preservation topics and the Architectural Review Certification process.
- Identify and implement methods of on-going communication with historic property owners and interested groups.

### **Goal 4: Collaborate with Diverse Groups and Governments**

Partner and collaborate with special interest groups and with municipal, state and federal government agencies regarding preservation activities, cultural activities and heritage tourism.

#### **Recommendation 10: Seek Assistance and Support of Interest Groups**

- Continue to coordinate with and assist government agencies/officials and preservation interest groups. Examples of these groups and agencies include the City Council, Planning Commission, Historic District Commission, the Division of Historical & Cultural Affairs (State Historic Preservation Office), the First State Heritage Park at Dover, and the First State National Historical Park (National Park Service).
- Coordinate with preservation interest groups such as Downtown Dover Partnership, Preservation Delaware, Friends of Old Dover, and others.
- Build relationships with the historic preservation programs and other related programs at Delaware Technical & Community College, Delaware State University, Wesley College, and the University of Delaware.

## UTILITIES

### **Goal 1: Proactively Maintain Existing Infrastructure and Expand Infrastructure When Beneficial**

Continue to place highest priority on maintaining existing utilities and community infrastructure, so that reliable service can continue to be provided to the existing community, and in the best interest of the community's health and well-being. This includes the City's Water, Wastewater (Sewer) and Electric Utilities which help maintain the daily functioning of the City.

#### **Recommendation 1: Update Utility Plans Regularly**

- Dover water, sewer and electric will have their long-range plans updated every ten to fifteen years and integrated into the Consolidated Utility Plan for the City of Dover.
  - Update the Water Utility Plan no later than 2021, as it was last updated in 2006
  - Update the Wastewater Utility Plan no later than 2021, as it was last updated in 2009
  - Update the Electric Department Plan by 2026, as it was last updated in 2016
  - Update the Stormwater Utility Plan by 2026.

#### **Recommendation 2: Continue to Seek Mutually Beneficial Interconnections with Utility Systems**

- Work with Tidewater Utilities, the Camden-Wyoming Sewer and Water Authority, and other neighboring water providers to interconnect in ways that allows the City to draw water in times of need and similarly sell water to neighboring providers.
- Continue to work with Kent County with which the City's wastewater system is interconnected to treat the City's wastewater at the Kent County Regional Resource Recovery Facility in Frederica.
- Continue to work with North American Energy Services Corporation in managing the City's energy production, as well as maintaining connections with the regional transmission and distribution system.

#### **Recommendation 3: Implement a Plan to Identify and Remove Sources of Inflow and Infiltration**

- Prepare projects to reline or replace old sewer mains to reduce and/or eliminate inflow & infiltration
- Work with commercial property owners to remove catch basin connections to the sanitary sewer system that have been identified by field investigations or smoke testing.

#### **Recommendation 4: Prepare and Implement Utility Systems Service Plans for future Annexation Areas**

- Study identified areas of potential future annexation into the City and prepare utility service plans to provide all essential City utilities and community services.

**Recommendation 5: Prepare a Long-term Strategy to Implement Capital Improvements that will be Most Impactful to the City and its Residents**

- Continue to identify key areas of Improvement for the City’s Water, Wastewater (Sewer), and Electric Utility Systems and layout a long-term strategy to implement projects to improve them.

**Goal 2: Enhance Infrastructure to Meet Community Needs**

Enhance public utilities and infrastructure where studies indicate that community services standards are not being met.

**Recommendation 6: Continue to Implement Plans to Improve Water Quality**

- Continue the commitment to implementing the water system improvements that will improve the water quality concerns and resolve “brown water” issues.
- Continue to implement necessary improvements at City’s Water Treatment Plant and associated Water System Infrastructure.

**Recommendation 7: Continue to Implement Plans to Improve Wastewater Systems**

- Continue to implement the City’s long-term Capital Improvements plan by investing in wastewater system facilities like new Pump Stations, Force Mains and Collection Systems.

**Recommendation 8: Identify and Pursue Options for Long-term, Reliable, Cost Competitive, and Environmentally Prudent Electricity for our Customers**

- Identify ways the City of Dover Electric Department can improve management of Electric infrastructure including long-term supply and capacity.
- Continue to implement the City’s long-term Capital Improvements program with things like Substation Improvements, Transmission System Upgrades, Distribution System Upgrades, and Generation/ Production Facility Improvements.
- Continue to implement Green Energy Goals including utilizing energy sources like Solar. This will help reduce overall consumption where possible, allowing us to more efficiently utilize existing capacity.

**Recommendation 9: Ensure the City has the Infrastructure and Capacity to Accommodate Evolving Technologies.**

- Ensure that the City has the capacity to accommodate the demand for new technologies like at-home and public charging stations and to anticipate the growing use of new modes of transportation like electric cars. This should be done in a manner that mitigates the impact on the electric distribution system.
- Ensure that the City has a plan/policy in place to address and accommodate the infrastructure needed for new communication technology like 5G telecommunications.

**Goal 3: Meet or Exceed the State and Federal Requirements of the NPDES Permit and Stormwater Management**

Continue Efforts to be Recognized for Excellent Service and Exceeding the Requirements as a Stormwater Management Provider

**Recommendation 10: Implement a Stormwater Utility within the City of Dover**

- Implement a Stormwater Utility with the City to dedicate necessary funds to maintain the stormwater infrastructure. Implementation should be done in accordance with the findings of the feasibility study for the implementation of a Stormwater Utility.
- Identify and implement necessary Capital Improvements for Stormwater Management infrastructure systems owned and maintained by the City.

**Recommendation 11: Encourage Use of Green Technologies for Stormwater Management in Development Projects**

- Coordinate with City Engineering staff, Kent Conservation District, and the Department of Natural Resources and Environmental Control to determine the appropriate changes to City codes and processes. This should be with the aim to require stormwater management practices that mimic natural conditions for new development.

**Goal 4: Continue to Strive for Excellent Service**

Exceed requirements and expectations wherever possible to ensure our Customers continue to experience high quality service and to be an example of excellence to other service providers.

**Recommendation 12: Obtain Accreditation with the American Public Works Association**

- Continue efforts by the City of Dover Department of Public Works to obtain accreditation from the APWA (American Public Works Association) to be officially recognized as an Agency of high standards and professionalism.

**Recommendation 13: Continue to Engage with the Public and Customers**

- Continue efforts to engage with the public and customers through electronic and print media, community meetings, and other methods to share information on the processes of utilities systems and major projects.

## COMMUNITY SERVICES & FACILITIES

### **Goal 1: Provide and Maintain Quality City Services**

The City should provide and maintain quality public services for all residents, properties, and visitors within Dover.

#### **Recommendation 1: Maintain Responsive and Effective Emergency Services**

- Evaluate the levels of City Services as they pertain to police, fire, and emergency response times. Service levels should be maintained or exceed their current status as Dover grows in population and land size.
- Support the Police Department's goals and strategies for improving public safety as outlined in the Police Strategic Plan.
- Support the Police Department's public outreach to the Dover community particularly through the Police Athletic League.
- Support the Fire Department's activities aimed at improving fire safety including education and training efforts.
- Ensure that the City's contracted ambulance service can meet the service demands placed on it.

#### **Recommendation 2: Maintain Responsive and Effective Customer Service**

- Continue to build a robust online presence for the City focusing on outreach related to City initiatives, education on City ordinances, and promoting Dover as a desirable place to live, work, and play.
- Improve the City's online customer service functions so that more types of applications, payments, and inquiries can be made through the City's website.
- Improve coordination of customer service functions across City departments.

#### **Recommendation 3: Improve Access to and Maintain City Library Services**

- Support efforts by the Library to bring their services out of the Library building and to underserved populations such as children and the elderly. Services can be provided at locations such as parks, daycares, after-school programs, and nursing homes among others.
- Evaluate additional methods to improve access to the Library building itself particularly for underserved populations.
- Ensure existing services and facilities at the Dover Public Library building are maintained and expanded to support the number of daily visitors it encounters.

### **Goal 2: Invest in City Owned Resources**

The City should work to ensure the protection, preservation and growth of its own resources. Physical facilities should be maintained and be upgraded where possible. Natural, historic, and cultural resources should be protected and preserved.

#### **Recommendation 4: Invest in City Services and Facilities**

- Assess all City buildings to determine if they are adequately able to support City staff and day-to-day operations in the City. Create plans for improving these buildings or moving to new ones if they are found to be inadequate.
- Design and locate new City buildings and facilities so they act as anchors for redevelopment by providing needed amenities. Amenities helpful for redevelopment include parks and other community-accessible space; green infrastructure; parking; and pedestrian, bicycle, and transit facilities.
- Evaluate ways the City's vehicle fleet might benefit from new technologies such as alternative fuels and AI-driver assist, as well as the needed infrastructure to support these technologies (i.e. charging stations). Vehicles at the end of their lifecycle should be replaced with vehicles that take advantage of new technologies.
- Implement the City's Enterprise Resource Planning (ERP) Project to support the business processes of the City through improved access and management of City data.

**Recommendation 5: Protect and Preserve Natural, Historic, and Cultural Resources**

- Encourage appropriate stewardship of natural, historic, and cultural resources in City construction projects and other activities that may impact these resources.
- Continue to support native tree planting and landscaping programs through the Development Advisory Committee and Public Works Department.
- Continue to support long term vegetation maintenance on City-owned and other public properties especially those maintained by the Parks and Recreation Department.
- Continue to support historic and cultural events and projects in the City. Assist by providing technical aid and support staff that ensure the viability and continuation of those activities.

**Goal 3: Provide a System of Interconnected Open Space Areas and Recreational Opportunities**

Provide a walkable open space network which links the community to facilities, schools, libraries, and travel paths.

**Recommendation 6: Develop an Open Space, Parks & Recreation Master Plan**

- Identify within the Open Space, Parks & Recreation Master Plan a variety of park and recreation facilities citywide suitable to the interests of different demographic groups.
- Identify within the Master Plan a plan to meet the open space and recreational needs of the City's Downtown. A plan of action for implementation should also be included.
- Implement improved water-based facilities and other non-traditional recreation activities as part of any Open Space, Parks & Recreation Master Plan.
- Conduct an updated Parks & Recreation Needs Assessment as part of the master planning effort or as a separate initiative if necessary.

**Recommendation 7: Plan for Individual Parks and Greenways**

- Implement the completed Master Plans for Schutte Park and Dover Park.
- Develop a Master Plan for Silver Lake Park.

- Develop Master Plans for the City’s neighborhood parks as necessary, when there is a need for long-term strategizing of the park’s resources and facilities at a level of detail that cannot be covered by the Park Master Plan.
- Encourage efforts to preserve natural greenway and stream corridors, such as those along the St. Jones River, the Fork Branch, the Little River, and the Puncheon Run. Where possible, use these corridors as usable passive open space to connect more active recreation areas.

**Recommendation 8: Maintain and Improve City Park Facilities and Recreation Programs**

- Maintain a system of comprehensive park maintenance addressing equipment, infrastructure, and vegetation.
- Continue to perform playground safety inspections to ensure that playgrounds meet safety standards.
- Continue to implement a playground replacement schedule as a part of the City’s Capital Improvement Program.
- Maintain and expand recreational programs in parks Citywide to meet the needs of a diverse population.

**Recommendation 9: Obtain Effective Contributions to the Park System from the Private Sector**

- Evaluate the process and responsibilities for maintaining active recreation areas and common open space within residential developments.
- Evaluate the City’s requirements for providing active recreation areas for new residential developments. Determine if new private recreation areas should still be developed in most cases, or if the City should focus on having developers contribute to Dover’s public Parkland Reserve fund.

**Goal 4: Prepare Effectively for Disasters**

The City must be prepared to face and quickly address potential disasters both natural and man-made.

**Recommendation 10: Quickly Address Potential Natural and Man-Made Disasters**

- Continue to comply with the National Incident Management System (NIMS) through participating in appropriate staff training and holding drills to prepare for potential disasters. Increase the staff training and education available to ensure all essential staff are trained.
- Continue to evaluate the City’s role in large special events management, including its role in NASCAR events, the Firefly Music Festival, and other large events, festivals, parades, etc.
- Maintain strong intergovernmental relationships with County and State agencies as they pertain to coordinating action before, during, and after special events and emergency situations.
- Continuously update and implement the City’s Emergency Operations Plan, to meet the challenges posed by increasingly severe weather events, terrorist threats, and other

contemporary emergencies. Ensure appropriate City staff are educated on the plan's proper implementation.

- Evaluate the design of City-owned buildings to identify opportunities for improving their security and disaster-readiness.

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# TRANSPORTATION

## **Goal 1: Preserve and Maintain the Existing Transportation System**

Guide development, control roadway access, and take active steps to preserve existing transportation system investments in order to maintain the existing transportation system and its capacity.

### **Recommendation 1: Maintain and Improve the Transportation System's Capacity by:**

- Upgrading existing roadway facilities, particularly corridor intersections
- Maintaining the City-owned street system
- Increasing transit (bus) service efficiency
- Supporting the return of passenger rail service
- Improving opportunities for non-motorized travel such as biking and walking
- Supporting opportunities to expand aviation facilities as well as access to these facilities
- Assessing and tracking trends that influence future transportation systems and land uses
- Proactively planning for the impact new technologies such as alternative fuels, online goods and services delivery, and self-driving cars will have on lifestyles and travel.

## **Goal 2: Increase Coordination with Agencies**

Work with citizens, DeIDOT, and the Metropolitan Planning Organization (MPO) to ensure that Dover's long and short-range transportation needs are addressed.

### **Recommendation 2: Leadership in the Dover/Kent MPO**

- Continue to play an active role in the Dover/Kent County MPO
- Continue to use the Dover/Kent County MPO as a forum for long-range transportation planning and interacting with DeIDOT.
- Continue to coordinate development activities within the City of Dover with DeIDOT through the Development Advisory Committee.

### **Recommendation 3: Promote Safe Routes Programs**

- Explore opportunities to designate Safe Routes to Schools, Safe Routes for Seniors and Safe Routes to Parks; and support programming efforts to encourage their use.
- Identify current Safe Routes programs and evaluate deficiencies.
- Conduct a community-engaged process to designate new Safe Routes and develop their programming.

## **Goal 3: Develop and Expand Alternate Modes of Transportation**

Expanding facilities and services for alternate modes of transportation such as walking, bicycling, taxi, rideshare, and transit services enhances mobility for residents, reduces the number of single-occupant vehicles, and reduces the need to own an automobile.

**Recommendation 4: Update and Implement the Bicycle & Pedestrian Transportation Plans**

- Review the bicycle and pedestrian transportation network to identify gaps and important segments needed to provide a continuous network.
- Prioritize connectivity between neighborhoods and community assets such as schools, neighborhood centers, healthcare facilities, and government facilities.
- Consider implementing the proposed bicycle network for the Downtown area included in the Plan4Health guidance document.
- Develop an implementation plan to complete the bicycle and pedestrian transportation network. The construction of the missing sidewalk and bike path segments can be accomplished utilizing a combination of private development activities, City funding through the CIP, and funding available through state and federal sources.
- Develop a maintenance plan for the network that builds on the Public Works Department's ADA Transition Plan, DelDOT repair schedules, and other current efforts.
- Ensure vital pedestrian and bicycle amenities such as seating, street lighting, street crossings, and bicycle parking are addressed in the plan.

**Recommendation 5: Expand and Improve Transit Service**

- In collaboration with the DTC (Delaware Transit Corporation), enhance transit connections between neighborhoods and employment centers, institutions, commercial areas, schools and recreational facilities. Neighborhoods with large transit-dependent populations such as retirement, nursing and group-living facilities as well as economically disadvantaged areas should be targeted.
- Support the addition of new transit stops.
- Augment new and existing transit stops with bicycle and pedestrian facilities, as well as shelters to protect riders from inclement weather.
- Advocate for more frequent and reliable transit service to attract and retain ridership.
- Support improved transit routes to the Capitol Area from North/South and East/West.
- Encourage DTC to share the Dover Transit Center with private intercity buses.

**Goal 4: Create Recommendations and Policies for Roadways and Development**

City leadership should prioritize specific transportation projects that are important to the development of the City, whether that be through managing service to existing growth or encouraging further economic development. The importance of these projects must be clearly conveyed to the MPO and to DelDOT, so they can take the City's goals into account when setting their own priorities.

**Recommendation 6: Implement US Route 13 and Bay Road Corridor Improvements**

- Continue to work with DelDOT and the Dover/Kent County MPO to develop a Transportation Improvement District for the Route 13/Bay Road Corridor in Dover, using the boundaries, horizon year, and service standards defined by the updated "Agreement Regarding Dover US 13/Bay Road Corridor Transportation Improvement District."

- Evaluate the 2007 US Route 13 Circulation Study to determine if an updated plan is needed.

**Recommendation 7: Develop and Implement Strategies for Addressing East/West Traffic**

- Encourage corridor improvements to Route 8 to improve traffic movement and multimodal capacity.
- Work with DelDOT, property owners, and the Dover/Kent County MPO to implement the Dover Capital Gateway Plan and the Delaware Route 8 Study.
- Evaluate the 2008 Delaware Route 8 Study to determine if an updated plan is needed.

**Recommendation 8: Establish a means of access from the Garrison Oak Business and Technical Park to SR 1**

- Evaluate potential options for building an access road which would allow access to Garrison Oak from SR 1.
- Determine the costs necessary to build the access road to Garrison Oak.

**Recommendation 9: Miscellaneous Transportation Improvements**

- Support access management along minor arterials and collector roads to protect traffic capacity and preserve the character of existing neighborhoods.
- Support pedestrian, bicycle, and public transit facilities in subdivisions and site plan applications.
- Advocate the following projects and studies to be placed in the Dover/Kent County MPO Transportation Improvement Program and the DelDOT Capital Transportation Program (CTP). Each year the Dover City Council develops listing of prioritized projects (See Table 9-6 for the current year’s prioritization).

**Table 9-6: Prioritization of City Transportation Projects**

Garrison Oak Connector Road
Loockerman Street/Forest Street Intersection
Sidewalks within the walk zone of the new Dover High School
Crawford Carroll Avenue Extension
West Street Improvements from North Street to the Transit Center
US 13 Service Roads/Scarborough Road
College Road Corridor Upgrades (Kenton Road to McKee Road)
US 13 Sidewalk Construction
Route 8/Hazletteville Road Connector
Kenton Road Corridor Upgrades/ Route 8 East/West Corridor Plan Improvements
Kings Highway/Route 13 Intersection Improvements

Source: Dover City Council September 2018

## ECONOMIC DEVELOPMENT

### **Goal 1: Attract and Retain High-paying Quality Jobs by Targeting Business Sectors that are Best Suited for Dover and Kent County**

Successful economic development requires understanding the economic environment, determining opportunities and targets, developing a sound marketing and promotional strategy, and establishing the mechanisms necessary for business retention and recruitment.

#### **Recommendation 1: Define an Economic Development Vision and Strategies for the City to Create a Diversity of Businesses and Foster Development of a Broad Workforce**

- Identify locations and pursue opportunities for economic growth, working with economic development entities, community organizations, and other stakeholders to build on assessments of the City's and County's strengths, weaknesses, opportunities and threats, and on identified target industries.
- Build private-public partnerships (P3) to encourage coordination and foster investments among private, State, County and City stakeholders.
- Build on the resources available through the City's institutions of higher education for analytics, training and research and to link economic development opportunities and targets with workplace skills and professional training curricula.
- Support the development of workforce development programs, strategies and partnerships that increase training and employment opportunities for all residents.

#### **Recommendation 2: Promote Well-planned Commercial and Business Development and Redevelopment Complexes along Dover's Principal Corridors and in Commercial Centers**

- Recognize the value of Dover's local and regional commercial corridors.
- Value our tourism industry including promoting the City as the State Capital.
- Promote Dover as the central commercial location in the County and as a regional magnet for retail, commerce, entertainment and culture.

#### **Recommendation 3: Market Dover's Central Delaware Location for Business, Professional and Health Services, and for Manufacturing Locations and Facilities**

- Coordinate with other economic development entities and the private sector to share information to cooperatively market Dover's resources.

#### **Recommendation 4: Promote Opportunities to Create Aviation-based Business Opportunities Surrounding the Central Delaware Aviation Facility and in order to Capture the Economic Benefits of Dover Air Force Base (DAFB)**

- Promote the establishment of Joint Use Agreements and other opportunities to coordinate with DAFB.
- Work closely with the County to develop an aviation and aeronautics focused employment center near DAFB.

- Protect Dover Air Force Base (DAFB) from encroachment by preventing incompatible commercial and/or residential development east of SR 1 and within the Airport Environs Overlay Zone (AEOZ).
- Complete comprehensive rezoning associated with the Industrial Park Manufacturing Zone: Aviation and Aeronautics Center (IPM-3) zoning classification.

**Recommendation 5: Develop Effective Protocols for Business Attraction and Retention**  
**Activities**

- Designate a point of contact and specific processes for City interaction with prospects, including a coordinated marketing program with other public and private stakeholders.
- Maintain an active leadership position within organizations focused on job growth in Kent County.
- Ensure that the City is ready for economic development through streamlined regulatory processes, incentives, funding opportunities, and infrastructure investments, as appropriate.
- Enhance the City's capacity to collect and assess economic conditions and trends, identify target businesses, and understand business location decisions.

**Goal 2: Encourage the economic revitalization and integrity of  
Dover's Downtown, including the historic core and the traditional  
community surrounding it**

The heart of Dover is its historic downtown business district and the traditional community surrounding it. The successful revitalization of which depends on the participation of numerous stakeholders in an organized program of planning, coordination, information and engagement.

**Recommendation 6: Support the Downtown Dover Partnership and Restoring Central  
Dover Plan**

- Coordinate with and encourage efforts of the Downtown Dover Partnership and Restoring Central Dover programs, and support as appropriate the NCALL Real Estate Development Plan for Central Dover.
- Undertake and support new business creation initiatives such as the Kent County Open for Business program, the DDP's "Unlock the Block" program, and the RCD program's "Launcher" initiative.
- Encourage one-on-one consulting with business and property owners to discuss their concerns and needs and to identify service providers/incentives that can help address those needs.
- Work with businesses in the Downtown district to keep market driven hours, offer specialized products and services, properly maintain building space, enhance window displays, expand or contract current lines and services, expand existing business space, and open new shops.
- Create and publish "how to" brochures and other information for investors, prospective entrepreneurs, property owners and other business interests.
- Undertake a comprehensive planning and strategic process to address crime, vagrancy, loitering and vandalism through community policing, code and criminal enforcement and public awareness.

- Review and modify vacant building codes and procedures to incentivize reuse, reduce exemptions, and enforce penalties on chronic vacancy.

**Recommendation 7: Develop and Promote Incentives for Downtown Redevelopment**

- Evaluate and market a slate of incentives for redevelopment within the Downtown Redevelopment Target Area and continue to add incentives that will encourage a balanced mix of uses with the intention of improving opportunities, correcting negative conditions and eliminating vacancies.

**Goal 3: Promote the revitalization and redevelopment of the Center City**

Critical to revitalizing the historic downtown is a commitment to the City's central core by fostering economic activity; developing linkages, enhancing community resources, promoting neighborhoods, providing authenticity, and creating opportunities that are complementary to the goals of the Restoring Central Dover and Downtown Development District Programs.

**Recommendation 8: Promote and Support Development and Redevelopment Efforts**

- Support a neighborhood development strategy along W. Division Street for the areas surrounding Governors Avenue, New Street, Queen Street, Kirkwood Street and West Street to include an identity, a variety of housing opportunities, neighborhood-scale businesses and continued increasingly successful blight removal efforts.
- Implement recommendations of prior studies and plans for the center city, such as the *Strategic Development Plan for the West Side*, the *Dover Transit Center Neighborhood Plan and Design Book*, and the *Division Street/Forest Street Dover Capital Gateway Plan and Design Book*.
- Link redevelopment activities along S. Governors Avenue, Water Street, Bank Lane and West Street with the Bayhealth Medical Center complex, the State Courts and other governmental and educational facilities in the area.
- Develop a Government/Civic Complex plan addressing the future needs of the City including City Hall and other City offices, government complex parking, recreation and open space, and the Mirror Lake/Loockerman Street gateway to the Downtown.
- Leverage positive investment from Delaware State Housing Authority, the Strong Neighborhood Housing Fund, the Neighborhood Building Block Fund, the Opportunity Zone Program, and other sources to assist with neighborhood redevelopment efforts.

**Recommendation 9: Promote and Support the Traditional Mixed-use Nature of the Downtown Area.**

- Ensure that zoning district regulation in the Downtown promotes personal, professional and service-oriented businesses and alternative work-live and co-work opportunities.
- Create an Arts Co-op/ Arts & Entertainment designation for the Downtown area and recruit artists to live and work in the area.

**Goal 4: Ensure that Land Development, Zoning, Infrastructure and Other Development Requirements Encourage the Economic Development and Uses Desired**

Sound economic development is a balance between business opportunities and those regulations and processes designed to promote safe, well-designed, well-planned communities. The intent is to strike that balance between the proper exercise of public policy and a sustainable and viable economy.

**Recommendation 10: Review and Modify Regulations to ensure that Desired Uses Are Encouraged**

- Be flexible with contemporary zoning provisions that are responsive to emerging technologies and emerging business opportunities and activities, especially in the health care, arts and entertainment, and tourism sectors.
- Implement appropriate zoning and other provisions that support development and expansion of targeted businesses, ensure the appropriateness of uses within respective zones, promote sustainability, encourage balanced growth, promote small businesses and startups, and ensure responsiveness to emerging economic and societal trends.
- Update provisions addressing the growing variety and complexity of home occupations and accessory business activities in residential areas as the line defining traditional work evolves.
- Actively pursue development of ordinances, policies and strategies to address blight, vacancy, abandonment, environmental contamination, and underutilization of business sites and facilities throughout the City.

**Goal 5: Actively market the Garrison Oak Business and Technology Center (GOBTC)**

Garrison Oak Business and Technology Center (GOBTC) is a City-developed business-ready facility in the City well-suited for larger and technology focused enterprises to help balance the City's options for economic development and job creation. Capitalize on the GOBTC's broad appeal to a larger universe of potential business activities consistent with the original intent of the facility and with the IPM-2 zoning district.

**Recommendation 11: Develop a Strategic Marketing Plan for Garrison Oak (GOBTC)**

- Work with the Kent Economic Partnership and the State to effectively market the Garrison Oak Business and Technology Center.
- Urge DelDOT and the Dover/Kent MPO to undertake planning and design for a dedicated connector from State Route 1 to the Center to improve access and marketability.
- Explore the potential of the Garrison Oak Business and Technology Center for designation as a foreign trade zone.

**Goal 6: Pursue Economic Development Linked to Active Recreation**

Recreational pursuits, whether as a regular part of life, as a vocation, or a function of travel and tourism can be important contributors to the local economy.

**Recommendation 12: Promote Business Opportunities Linked with Dover's and Nearby Trails, Parks, Natural Areas and Public and Private Active Recreation Resources**

- Identify opportunities to use parks, trails, natural resources and commercial recreation facilities as catalysts for economic development.
- Evaluate and promote economic development strategies linked to natural resources such as forests, wetlands, beaches and wildlife areas for travel and tourism benefits.

**Goal 7: Pursue Economic Development Linked to Improved Healthy Food Access**

Food is an essential component of health and a necessity of life. It is also one of the foundations of a local economy whether through growing, processing, marketing or consumption. Adequate access to food is a key element of a healthy quality of life, especially in urban and depressed areas.

**Recommendation 13: Encourage new ventures that expand healthy food options across Dover.**

- Encourage access to food options such as corner markets, produce carts, food hubs, community gardens, farm stands, food trucks, and farmers markets, where appropriate.
- Support expanding healthy food availability through planning for food choices throughout the City.

## HOUSING AND COMMUNITY DEVELOPMENT

### **Goal 1: Encourage Balanced Housing Opportunities for all residents of the City**

Promote adequate, safe, and affordable housing for all residents in the City.

#### **Recommendation 1: Encourage the Use of Mixed Housing Types**

- Evaluate the provisions of the Planned Neighborhood Design and the Senior Citizen Housing Option for residential development.
- Continue to encourage compact and diverse residential development throughout the City.
- Re-evaluate all residential zones development requirements and housing types in the City.
- Evaluate and update Codes to encourage compact and diverse development throughout the City.
- Amend the provisions in the *Zoning Ordinance* for the definition of “family” to remove undue restrictions for members of protected classes.

#### **Recommendation 2: Explore the Feasibility of Allowing Alternative Housing Units Options**

- Develop zoning provisions to allow an accessory dwelling unit within one family residence zones for the use of family members.
- Develop zoning provisions for alternative housing options including group housing and transitional housing.

#### **Recommendation 3: Encourage the Development of Affordable Housing**

- Work with housing providers and developers to construct affordable rental housing options throughout the City including assessible housing for persons with disabilities.
- Work with housing providers to provide affordable housing to low income residents.
- Continue to work with housing providers to end homelessness and increase the number of permanent supportive housing for the homeless.

#### **Recommendation 4: Promote Residential Development within the City**

- Encourage mixed use of existing buildings.
- Encourage “in-fill” residential development.
- Encourage housing in the Downtown and other areas that are near transit and multi-modal routes, retail areas, employment and essential services.

### **Goal 2: Preserve Existing Housing Stock**

Preserve the existing variety types of housing in the City through the continuation of programs and initiatives available for housing.

**Recommendation 5: Encourage Property Owners to Maintain and Rehabilitate Existing Housing Stock**

- Continue to make emergency repairs and rehab homes with Community Development Block Grant (CDBG) funds.
- Continue to work with other housing agencies to eliminate severe housing conditions that constitute immediate health or safety hazards to the occupants.
- Continue to support the rehabilitation of owner-occupied homes with families who are low to moderate income.
- Support the adaptive mixed reuse of existing buildings throughout the City.

**Goal 3: Provide Safe and Healthy Livable Neighborhoods**

Continue to provide safe livable residential and commercial neighborhoods to improve the quality of life.

**Recommendation 5: Promote Safe and Livable Neighborhoods through Enforcement of City Codes**

- Continue to conduct housing inspections on rental housing to ensure the compliance with City Codes.
- Proactively enforce City Codes for property maintenance to improve community appearance for all residential units and adopt the 2018 International Property Maintenance Code.
- Enforce building and fire codes for all buildings in the City and evaluate updated ICC and NFPA Codes for adoption.
- Continue enforcement of floodplain regulations and associated construction codes.
- Amend provisions in the “Safe Communities Initiative” that may be a violation to fair housing.
- Increase community policing efforts in the neighborhoods to reduce crime.
- Continue to improve and maintain infrastructure in established neighborhoods throughout the City.

**Recommendation 7: Articulate the Link between Housing and Health**

- Advocate for the development of complete neighborhoods and mixed-use developments.
- Collaborate with public health agencies, housing authorities, advocacy groups and others on matters concerning housing and health.
- Support programs that promote good quality housing such as collaboration on weatherization programs and on lead paint hazards programs.
- Support programs to address housing inequities and injustices such as collaborating with tenants’ alliances and promoting neighborhood initiatives to address hazards.

**Goal 4: Provide Homeownership Opportunities**

Provide homeownership opportunities throughout the City, especially within low and moderate-income neighborhoods.

**Recommendation 8: Promote Homeownership Incentives for Low to Moderate Income Households**

- Continue to support funding the Homeownership Assistance Program to provide down payment or settlement assistance up to \$20,000 to qualified homebuyers who purchase property in the City of Dover through CDBG Program.
- Continue to support the provision of education regarding homeownership opportunities and responsibilities.
- Support the Diamond State Community Land Trust and explore opportunities to utilize the land trust model to expand homeownership.
- Continue to support the Restoring Central Dover Initiative and the Downtown Development District Incentives to increase homeownership in the Downtown area.
- Continue to implement the most current Community Development Consolidated Plan.

**Recommendation 9: Update the Community Development Block Grant (CDBG) Consolidated Plan and the Fair Housing Plan**

- Maintain updates to the Consolidated Plan as required by the CDBG Program.
- Update and adopt the 2020-2024 CDBG Consolidated Plan.
- Participate in the development and the adoption of the 2019 Fair Housing Plan.