

# BAY ROAD PEDESTRIAN PATH AND WALKING TRAIL STUDY



**September 2023  
FINAL**

**CHESAPEAKE**  
UTILITIES CORPORATION



**DOVER/KENT COUNTY MPO**  
METROPOLITAN PLANNING ORGANIZATION



*The report reflects the views of the authors, who are responsible for the facts and accuracy of the research. The contents do not necessarily reflect the official view of FHWA, FTA, or DelDOT.*

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*The MPO has produced a Title VI Plan to guide the assessment of projects for racial and related discrimination. The study will include a written assessment on whether the area of the project is considered an area covered by the Title VI Plan and whether the project will have a negative impact, a positive impact, or no impact.*

## Preface

Dover Kent MPO is pleased to provide this publication, *Bay Road Pedestrian Path and Walking Trail Study*. Funded by FHWA, FTA, DelDOT, and Chesapeake Utilities, this resource is intended to identify the areas around Bay Road in Dover, Delaware that lack adequate pedestrian amenities such as sidewalks, walking paths, and crosswalks. By creating this inventory and recommending changes based on the most important findings, changes to the infrastructure in the Bay Road area can then be implemented.

Dover Kent MPO is responsible to ensure existing and future transportation projects are continuing, cooperative, and comprehensive and as such, appreciates continued support from FHWA, FTA, DelDOT, and our local MPO partners in order to ensure transportation policy information is shared. We are pleased to acknowledge the following collaborators on this project:

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## Introduction

Bay Road acts as a primary commercial route of Dover, connecting US 13 with Dover Air Force Base and the exit from Delaware Route 1. It is the location of a variety of businesses and organizations, which means it is a gathering place for many employees and customers. Despite this importance, Bay Road's pedestrian facilities (sidewalks, shared use paths, and crosswalks) contain noticeable gaps, which can make it more difficult for people to move around the area while walking or biking.

The original inspiration for looking at the pedestrian connections on Bay Road came from Chesapeake Utilities, who were interested in expanding the pedestrian facilities in the area. The company cited the current inability to cross Bay Road safely to access the facilities at DelDOT and the Isaac Branch Segment of the St. Jones River Greenway Trail. Also cited was the fact that there is no clear route to the Kent County Administrative Complex. Although the Chesapeake Utilities property contains some pedestrian facilities, including a short loop around a pond, it is more challenging to reach external destinations on foot. Dover Kent MPO determined there were other locations in the immediate area of Chesapeake Utilities and the DelDOT campus that could be connected by strategically installing new pedestrian amenities. With these strategic connections in place, pedestrians or bicyclists could then reach regional facilities such as Silver Lake Park, Brecknock County Park, and Schutte Park on safe, paved, off-street facilities.

This study describes the existing conditions along Bay Road and lists the most important proposed changes for improving pedestrian connectivity in the area. Included in the study is a thorough analysis of the study area, with the primary focus being within a half-mile radius around Bay Road. Also included are maps that highlight the topics discussed in the narrative.

## Existing Conditions

After receiving the request to study the connection between Chesapeake Utilities and the Isaac Branch Segment of the St. Jones River Greenway Trail on the DelDOT campus, Dover Kent MPO identified several connections in the immediate area that could be made. From those connections in the immediate area, the potential of creating another pedestrian or bicycle loop around Dover was identified.

The connection found to be the primary impediment was the intersection of Transportation Circle and the southernmost entry into the Blue Hen Corporate Center. This was used as a midpoint of concentric circles to identify the impediments to walking to nearby destinations. Each circle used in the mapping process represents an additional half-mile from this midpoint. Maps are available in Appendix A of the study.

The innermost circle, consisting of a half-mile radius, was the most important for the purposes of this study. On the eastern side of Bay Road, it encompasses all of Blue Hen Corporate Center,

Chesapeake Utilities and the new Delaware Solid Waste Authority (DSWA) Environmental Education Center, Blue Hen Apartments, Kent County Administrative Complex, and a portion of the Schoolview neighborhood on the east side of Bay Road. On the western side of Bay Road, it encompasses the DelDOT campus, Bay Court Plaza, DART facilities on Public Safety Boulevard, and State Department of Safety and Homeland Security offices. The circle extends as far south as the Puncheon Run Connector and as far north as the Kent County Administrative Complex.

This is the portion of Bay Road and even the City of Dover as a whole with the greatest opportunities for growth and expansion. The Blue Hen Corporate Center has hundreds of thousands of square feet available for occupancy with minimal preparation and no need for planning commission approval. The former Value City at Bay Court Plaza, which has been vacant for over ten years, was rebuilt into three retail spaces. One of the storefronts has been occupied by Dollar Tree while the others remain vacant. Bay Court Plaza remains only partially occupied and could result in several thousand square feet being occupied by traffic generators with little additional work necessary. In addition to the vacant square footage already under roof, several pad sites were created and made available. These are located at the Blue Hen Corporate Center, in front of and behind the hotel to the south, Bay Court Plaza, the new State Homeland Security complex, and Century Engineering. The potential trips generated by the total of this empty space seems to have been accommodated for by the four-lane frontage road.

The concentric circles that extend outward from the midpoint each add another half-mile to the radius. Pedestrian and bicycle facilities beyond the half-mile radius were not the primary focus for improvement within the context of this study, but they are identified as potential connections in the future. This will be discussed further in the Research Process section of the study.

Traffic and crash data were taken into account when preparing the study. 2012 was the last time DelDOT counted traffic along Bay Road between South Little Creek Road and Capitol Park. The formula used to judge current Average Annual Daily Traffic (AADT) finds the latest count on Bay Road to be 25,628 vehicles. The volume on US 13 in the same area, between South Little Creek Road and the Puncheon Run Connector, was measured at 22,690 vehicles.

One assessment conducted by Dover Kent MPO was an analysis of the existing crash data for the immediate area of study and beyond. The crashes are portrayed on the map of existing conditions in Appendix A. Between January of 2017 and October of 2022, there were a total of 364 crashes that took place. Based on the clusters of crashes, the most dangerous locations are the intersection of Bay Road and Transportation Circle, and the intersection of Bay Road and Blue Hen Boulevard. In terms of pedestrians, the number of crashes in the immediate area includes one person being injured; in terms of bicyclists, there were two reported injuries. All three of these injuries took place near the Kent County Administrative Complex. No crashes on this section of Bay Road resulted in a fatality. However, given the high volume of traffic, Bay Road is still a priority for the City of Dover when it comes to improving safety.

The ongoing importance of the Blue Hen Corporate Center is worth noting. Formerly used as a shopping mall, these buildings now contain corporate offices and Bayhealth-operated healthcare facilities. The Veterans Affairs Clinic in the Blue Hen Corporate Center is another important facility due to the future volume of traffic. It now offers an expanded array of services to patients, including primary care, orthopedics, nutrition, mental health care, and many others. This is important because the facility serves as the nearest location for much of the Delmarva Peninsula. With about 50 rooms for examinations and procedures, and approximately 53,000 square feet of available space, the clinic is expected to draw hundreds of patients each day. Given the high volume of traffic at these buildings, it is imperative that reliable pedestrian networks are created in the area. Doing so will be highly beneficial to patients and employees walking to the facility. It will allow the Blue Hen Corporate Center to serve as a destination for pedestrians and bicyclists as well as a point of origin, and it will also provide new recreation opportunities for people in the area.

## Research Process

### Mapping and Fieldwork

Dover Kent MPO relied on GIS software to create maps of the area around Bay Road. Completed maps include information such as existing conditions (namely sidewalks and crosswalks), available crash data (represented using clusters), and recommended changes. These maps are available in Appendix A of the study.

Also displayed in these maps are the half-mile radii, with different colors used to represent increasing distance from the circle's midpoint. The initial plan for the *Bay Road Pedestrian Path and Walking Trail Study* was to examine connections throughout a two-mile radius around Bay Road. However, based on input from stakeholders, it was determined that the innermost, half-mile radius should be the primary focus. In this sense, the use of radii to differentiate between different areas was highly beneficial to the research process, as the outer circles were then classified as a secondary focus of the study.

Between the fall of 2022 and the spring of 2023, Dover Kent MPO staff made several visits to the study area, primarily along Bay Road and on the surrounding streets. This fieldwork provided an opportunity to photograph the existing conditions, make observations on the area's accessibility for pedestrians and bicyclists, and better understand the reasons people might walk or bike through the area (in other words, which businesses and other attractions are present). Photographs gathered during fieldwork are provided throughout this study and in Appendix B.



## Outreach

On March 10, 2023, Dover Kent MPO held a virtual stakeholder meeting with Chesapeake Utilities and other relevant groups. Attendees included representatives from DelDOT Planning, City of Dover Department of Planning, City of Dover Parks & Recreation, Kent County, Kent Economic Partnership, and Pettinaro. These stakeholders provided input for the scope of the project, recommended improvements within the study area, and additional concerns such as the role of wayfinding signage. These thoughts were used extensively to guide the completion of this study.

In order to conduct outreach with a broader audience, Dover Kent MPO held a public workshop on May 4, 2023, at the Chesapeake Utilities facility on Energy Lane. At this workshop, poster boards were used to depict the existing conditions and recommended improvements. There were not enough attendees to gather significant public input; however, Chesapeake Utilities staff were able to provide input based on their own familiarity with the surrounding area.

## Study Area Analysis

The analysis of the area surrounding Bay Road was conducted using half-mile radii, beginning with the central radius. Information includes details on gaps in the pedestrian network; this information is more in-depth than what was summarized in the Existing Conditions section. Also included are various recommendations for improving the various locations; these are provided within the narrative. The subsequent Recommended Improvements section discusses the precise locations that the new pedestrian infrastructure should be added.



*Figure 1: An example of a ten-foot shared use path on DE 10, which should be the standard for new paths along Bay Road and elsewhere in the City of Dover.*

## Half-Mile Radius

There are some sections of Bay Road that lack proper pedestrian connectivity. Filling these gaps is the primary recommendation of this study, as it would connect the northern and southern ends of Bay Road, improve non-motorized access, and improve pedestrian safety. The DelDOT Active Transportation section has implemented a preference for a ten-foot-wide shared use path wherever possible when installing new sidewalks or as an alternative to an on-street bicycle lane. Two recent examples are the missing sidewalks installed along US 13 between Townsend Boulevard and Leipsic Road in Dover, and the DE 10 path from Dover Air Force Base to Camden that was recently completed. If a shared use path cannot be installed in a particular location, then a sidewalk that meets the necessary criteria should be considered instead.



*Figure 2: Sidewalk gaps on both sides of Bay Road (represented with a blue line). Derived from the map of existing conditions in Appendix A of the study.*

On the eastern side of Bay Road, an obvious gap in connectivity is found in front of the Blue Hen Corporate Center. This gap extends between MainStay Suites to the south and Blue Hen Boulevard to the north. Although pedestrians can use the parking area to walk in a northerly or southerly direction, this is not ideal, as motor vehicles regularly pass through this space. The right-of-way between Bay Road and the Blue Hen Corporate Center parking lot would be the most logical location for a shared use path, as it would connect with the existing path in front of MainStay Suites. There are also gaps next to the entrance to Stover Boulevard, and along Energy Lane, that should be filled eventually. One additional issue in this area is the line of



*Figure 3: The Kent County Administrative Complex pedestrian trail along Bay Road, facing northward.*

concrete barriers between MainStay Suites and the Blue Hen Corporate Center. These are obstacles not only for bicyclists, but also for emergency vehicles that need faster access to a location in the vicinity of these buildings.

Further to the north, there is another prominent gap in front of the Kent County Administrative Complex. Although a pedestrian path is available at this location, bicycles and other wheeled modes of transportation are not allowed. To alleviate this gap, a shared use path could be extended along the right-of-way. Completing this gap, in addition to those

previously mentioned, would allow bicyclists to safely move from one end of Bay Road to the other.

On the western side of Bay Road, shared use paths are already in place for much of the road, including in front of the DelDOT campus. However, there is a major gap in connectivity between Buffalo Wild Wings and the entrance to the Century Engineering site. As with the eastern side of Bay Road, the existing parking area should not be considered adequate walking space for pedestrians, given the frequency of motor vehicles entering and exiting the area. This is the most critical gap on the western side of the road.

In terms of crossing Bay Road from one side to the other, the existing facilities could use improvement. Currently, crossing areas are located at the intersection with South Little Creek Road, the intersection with Blue Hen Boulevard, and the northern entrance to Transportation Circle. As an example of this issue, a pedestrian leaving Chesapeake Utilities for the St. Jones River Greenway Trail must first cross the Blue Hen Corporate Center parking area (without pedestrian facilities) in order to reach the nearest crosswalk. Given the wide space between crossing areas, it is not uncommon for pedestrians to cross without the use of a crosswalk, putting themselves and motorists in harm's way. It is recommended that new potential locations for crossing areas be considered.



*Figure 4: The intersection of Bay Road and Transportation Circle, a possible location for an additional crosswalk. Derived from the map of recommended improvements in Appendix A of the study.*



*Figure 5: The crosswalk at the intersection of Bay Road and Transportation Circle.*

Moving away from Bay Road, there are several locations within the half-mile radius that could use connectivity improvements. One example is the space between Energy Lane and the Village at Blue Hen, which are separated by a row of trees. A similar example is the space between the new DSWA Environmental Education Center and nearby residential streets (namely Haslet Street and Crawford Avenue). If these locations were connected by shared use paths, pedestrians and bicyclists could move beyond the short loop around the Energy Lane pond and have easy access to improved recreation without having to cross Bay Road.





Figure 6 (l): Facing Village at Blue Hen from Energy Lane.

Figure 7 (r): The Blue Hen Corporate Center parking area, as seen from the driveway of MainStay Suites. Concrete barriers are currently in place between the two properties.

## One-Mile Radius

Destinations within the one-mile radius of Bay Road include Target, Safeway, Hardee's, IHOP, Royal Farms, and Wawa, as well as others. Most of the businesses in the one-mile radius are located on the northern end of Bay Road. Employees in the innermost circle would benefit from being able to safely reach these destinations.

The Isaac Branch Segment of the St. Jones River Greenway Trail runs both northward along Public Safety Boulevard (as far as US 13 and continuing to the north), and southward underneath the Puncheon Run Connector (where it turns eastward and then follows DE 1 southward). The trail also runs eastward along the southern section of Transportation Circle, extending as far as Bay Road at the intersection with Stover Boulevard. Much of this trail consists of shared use paths that are ten feet in width. This trail is an excellent example of a path that accommodates all types of users and provides connectivity between different sections of the city.



Figure 8: An aerial view of the walking paths by the Kent County Administrative Complex (represented with a red-and-white dotted line). Derived from the map of existing conditions in Appendix A of the study.



*Figure 9: The Kent County Administrative Complex pedestrian trail along Bay Road, facing southward.*

Walking paths are present in front of and to the north of the Kent County Administrative Complex. The network extends as far south as the intersection of Bay Road and Blue Hen Boulevard. To the north, branching paths provide connectivity to Kent County Veterans Memorial Park along Levy Court Lane, as well as the nearby Hardee's restaurant. The paths are less than ten feet wide, which means they cannot be classified as shared use paths under DelDOT standards. As previously mentioned, these paths do not allow bicycles or other wheeled modes of transportation. At present they are only intended for walking.

North of South Little Creek Road are two areas with existing walking infrastructure that provide access to additional locations. The first area is the Luther Village apartment complex, which contains walking paths on the south side of the apartment buildings. The second area is Clearview Meadow, which contains walking paths within a green space in the center of the neighborhood. Both of these paths vary in width, but because they are less than ten feet in width, they do not meet the minimum DelDOT standard to be considered shared use paths. Clearview Meadow appears to have few sidewalk gaps, which means it can be used to safely reach North Little Creek Road to the north; however, North Little Creek Road itself lacks sidewalks or shared use paths. The two trail systems mentioned above are located on private property to serve the residents of these neighborhoods; as a result, it is unclear how use by non-residents is typically received.



*Figure 10: Bay Road in front of the American Legion Post, facing southward towards Dover Air Force Base.*

Connections that benefit Dover Air Force Base personnel should be considered when examining outer connections. For example, Capitol Park is on the west side of Bay Road and Kings Cliffe Mobile Home Park is on the east side just north of Dover Air Force Base. Potential connections to the property are a prominent goal for base personnel, as outlined in the January 2023 *Dover Air Force Base Transportation Management Plan*. There is currently no safe access for bicycles to either entrance of the installation. As alternative base access ideas are explored, a more convenient entry for bicycles should be a consideration as well.



## Mile-and-a-Half Radius

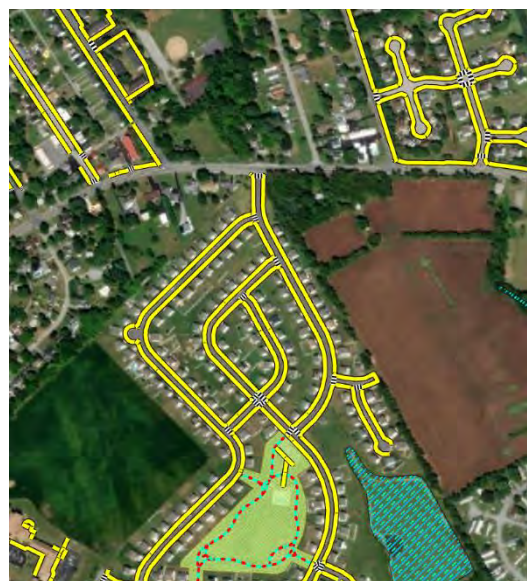
Moving northward along US 13, there is a noticeable sidewalk gap between Target and the intersection with East Loockerman Street. This is found on the eastern side of US 13. The western side of the road is more complete in its sidewalk infrastructure, but the sidewalks as they currently stand are not accommodating to bicyclists.

The Isaac Branch Segment of the St. Jones River Greenway Trail moves southward next to DE 1, eventually connecting with the shared use paths along DE 10 (E Lebanon Road).

This is an important connection that is already present, though individuals working on the eastern side of Bay Road (Chesapeake Utilities, Blue Hen Corporate Center, etc.) cannot access the trail network without first crossing the busy road. At present, the nearest crossing is at the northern entrance to Transportation Circle; therefore, another crossing area would be beneficial to pedestrians and would likely reduce the number of people crossing Bay Road without the use



*Figure 11: The Isaac Branch Segment of the St. Jones River Greenway Trail, near Public Safety Boulevard.*



*Figure 12: The sidewalk gap along North Little Creek Road. Existing sidewalks are represented with a yellow line. Derived from the map of existing conditions in Appendix A of the study.*

of a crosswalk. As mentioned previously, the northern intersection with Transportation Circle should have a full set of crosswalks, so that pedestrians can cross from both the northern and southern sides of the road. Another possible location is the intersection with Stover Boulevard and the southern entrance to Transportation Circle. Additional improvements to the south of Bay Road may be challenging due to wetland constraints.

Making eastward or westward connections could be another challenge, as DE 1 and the St. Jones River would act as barriers towards the east and west, respectively. It may be possible to extend a sidewalk eastward along North Little Creek Road, which would allow for improved east-west connectivity to the north of Bay Road. Pedestrians and bicyclists could safely reach North Little Creek Road via the Clearview Meadow neighborhood.



## Two-Mile Radius

Outer connections to the north are not complete at this time, which means anyone walking and biking in this direction will encounter gaps in the network of trails. However, some of the key gaps have been previously identified. Both sidewalk and bicycle improvements on North Little Creek Road and a new trail on the western side of the St. Jones River are proposed in the 2020 *Dover Bicycle and Pedestrian Plan*; these proposals are discussed further in the study.

The Isaac Branch Segment behind DelDOT can currently be used to reach the ten-foot path along the southern side of DE 10. Eventually this path will be connected to the Camden Bypass at the light at south Camden at Wawa. The shared use path will cross US 13 at the traffic light and connect to South Main Street. From there, the entrance to Brecknock Park is a straight mile-long trip along 25-mph streets with sidewalks. The distance from the start at DelDOT is about 6.5 miles with additional connections along the POW-MIA bypass and North Street to Schutte Park in west Dover. From the same point, a pedestrian or bicycle rider can make their way to Silver Lake Park in Dover on primarily safe, bicycle- and pedestrian-dedicated paths.

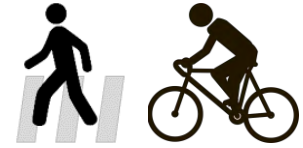
## Recommended Improvements

The following is a list of the most highly recommended pedestrian amenities determined through the study's research process. Improvements are not listed by priority, but instead by geography: the first three items (A-C) are the eastern segments of Bay Road, the next three items (D-F) are the western segments of Bay Road, and the four remaining items (G-J) are found in various nearby locations. These ten recommendations are exclusively found within the initial half-mile radius around Bay Road, though they will serve to make greater connections across the City of Dover. Alternatives for the outer radii will need to be examined more thoroughly at a later date.

Information provided with each item includes a photograph of the location (or, if not available, near the location), an inset map that corresponds with Appendix A, and a potential layout of improvements created using the Streetmix tool. Icons at the top of the page provide information on the amenities recommended at each location; for example, a bicycling figure indicates a shared use path is needed, while a walking figure indicates a crosswalk is needed.

The letter of each item corresponds with the table in Appendix B, where further information can be found. This information includes the road jurisdiction, which indicates the entity that would be responsible for adding pedestrian amenities to the corresponding section of road.

## A. Bay Road Between Puncheon Run Connector and Transportation Circle (Eastern Side of Road)



The eastern side of Bay Road between the Puncheon Run Connector and Transportation Circle currently contains a shared use path, though it only extends across the frontage of MainStay Suites. To fully connect this section, the path should be extended southward as far as the American Legion Post, and as far north as the intersection with Transportation Circle. The path could then be connected to the other amenities recommended through this study, allowing for complete north-to-south access along Bay Road. Given that the path has already started in the right-of-way adjacent to Bay Road, this is the most logical place to continue the route.

The intersection with Stover Boulevard is also a potential location for a crosswalk from one side of Bay Road to the other, though due to the shape of the intersection, it may be more feasible to do this further to the north. The benefits and constraints of a crosswalk at this location would need to be looked into further before such a change is made.



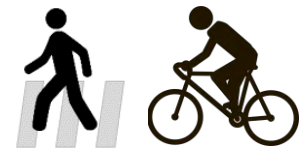
Figure 13 (l): Bay Road in front of the Blue Hen Corporate Center, facing northward.

Figure 14 (r): A map depicting the sections of Bay Road (between Puncheon Run Connector and Transportation Circle) in need of increased pedestrian connectivity. The eastern section of the road is highlighted in a gray-tinted polygon.



Figure 15: A rendering of the proposed shared use paths along Bay Road between Puncheon Run Connector and Transportation Circle, eastern side of road. Created using Streetmix.

## B. Bay Road Between Transportation Circle and Blue Hen Boulevard (Eastern Side of Road)



The section of Bay Road between Transportation Circle and Blue Hen Boulevard completely lacks pedestrian amenities. Building off the changes previously discussed, the shared use path could be continued from the intersection with Transportation Circle and move northward across the frontage of the Blue Hen Corporate Center. Using the right-of-way for this change would not require additional property acquisition, which is why it would likely be the most practical solution. Although the intersections with Transportation Circle and Blue Hen Boulevard already contain some crosswalks, it would be beneficial to complete the network at each intersection. This “rectangle” of crosswalks would allow pedestrians to cross Bay Road with relative ease.

It was determined that creating a path through the parking area of the Blue Hen Corporate Center would not be feasible. First, it would be the responsibility of the property owners to create and maintain these amenities, which makes it less likely to occur. In addition, it would not completely remove pedestrians and bicyclists from the path of motor vehicles moving through the parking area. For these reasons, it is not viewed as the most practical solution.



Figure 16 (l): Bay Road in front of Wayback Burgers, facing northward.



Figure 17 (r): A map depicting the sections of Bay Road (between Transportation Circle and Blue Hen Boulevard) in need of increased pedestrian connectivity. The eastern section of the road is highlighted in a gray-tinted polygon.



Figure 18: A rendering of the proposed shared use paths along Bay Road between Transportation Circle and Blue Hen Boulevard, eastern side of road. Created using Streetmix.



## C. Bay Road Between Blue Hen Boulevard and South Little Creek Road (Eastern Side of Road)



The northern extent of Bay Road currently benefits from existing walking paths around the Kent County Administrative Complex. This path extends to the north as far as the Hardee's parking lot. However, it is only intended as a walking path and does not allow for bicycles or other modes of transportation. This presents a problem for anyone trying to reach Hardee's, Safeway, Target, or another nearby business.

To improve connectivity in this section, the right-of-way should be used to create a shared use path in front of the Kent County Administrative Complex, potentially running parallel to the existing path. This will allow bicycles to move in a northerly or southerly direction without relying on Bay Road and encountering a high volume of motor vehicles. Pedestrians could still use the existing paths, but at this time bicyclists do not have many options for navigating the area, which is why increased bicycle accessibility is needed.



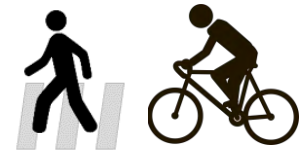
Figure 19 (l): Bay Road near the Kent County Administrative Complex, facing northward.

Figure 20 (r): A map depicting the sections of Bay Road (between Blue Hen Boulevard and South Little Creek Road) in need of increased pedestrian connectivity. The eastern section of the road is highlighted in a gray-tinted polygon.



Figure 21: A rendering of the proposed shared use paths along Bay Road between Blue Hen Boulevard and South Little Creek Road, eastern side of road. Created using Streetmix.

## D. Bay Road Between Puncheon Run Connector and Transportation Circle (Western Side of Road)



This section of Bay Road already contains a complete pedestrian and bicycle network. The path moves northward from the Puncheon Run Connector, passing the DelDOT campus, until it reaches the intersection with Transportation Circle. Given the adequate existing conditions, this section is not a primary need for enhancing safety and connectivity along Bay Road, and at this time no projects are recommended here.

As stated previously, the intersection with Stover Boulevard is a potential location for a crosswalk from one side of Bay Road to the other. This, however, would need further investigation, as there are other intersections where a crosswalk would likely be more feasible.



Figure 22 (l): Bay Road adjacent to the DelDOT campus, facing northward. Source: Google Street View.

Figure 23 (r): A map depicting the sections of Bay Road (between Puncheon Run Connector and Transportation Circle) in need of increased pedestrian connectivity. The western section of the road is highlighted in a blue-tinted polygon.



Figure 24: A rendering of the proposed shared use paths along Bay Road between Puncheon Run Connector and Transportation Circle, western side of road. Created using Streetmix.

## E. Bay Road Between Transportation Circle and Blue Hen Boulevard (Western Side of Road)



The western side of Bay Road is one of the primary areas in need of complete connectivity. In this particular section, the existing shared use path in front of DelDOT ends at the property line with the adjacent Thomas E. Moore Incorporated, indicated as permanently closed and for sale. The shared use path appears to continue through the parking lot and connects with a shared use path installed when the Buffalo Wild Wings was built. It does not continue past the parcel occupied by the restaurant. This means the right-of-way at the frontage of Bay Court Plaza completely lacks pedestrian amenities. Adding a shared use path to this section of Bay Road would significantly enhance connectivity and remove pedestrians and bicyclists from the path of motor vehicles. Crosswalks should also be added at the intersections with Blue Hen Boulevard and Transportation Circle, so that pedestrians have more options for crossing Bay Road.

It was determined that creating a path through the parking area of Bay Court Plaza would not be feasible. This option was also mentioned in the description of the eastern side of the road; the challenges would be similar on both sides of the road. For the reasons previously discussed (namely, property ownership and pedestrian safety), this would be less practical than continuing the path in the right-of-way adjacent to Bay Road.



Figure 25 (l): Bay Road in front of Buffalo Wild Wings, facing northward.

Figure 26 (r): A map depicting the sections of Bay Road (between Transportation Circle and Blue Hen Boulevard) in need of increased pedestrian connectivity. The western section of the road is highlighted in a blue-tinted polygon.



Figure 27: A rendering of the proposed shared use paths along Bay Road between Transportation Circle and Blue Hen Boulevard, western side of road. Created using Streetmix.



## F. Bay Road Between Blue Hen Boulevard and South Little Creek Road (Western Side of Road)



Similar to the previous section, this part of Bay Road is considerably lacking in pedestrian amenities. There are currently only a handful of disconnected paths and sidewalks, the most notable being in front of the entrance to Century Engineering. These paths, while not very long, already meet the requirements to be considered shared use paths. Therefore, they should simply be extended as far south as the intersection with Blue Hen Boulevard, and as far north as the intersection with Martin Luther King Jr. Boulevard. The right-of-way adjacent to Bay Road, as with previous recommendations, seems to be the most logical location for a new path.

It should be noted that at the time of this study's completion, the sites in front of the Delaware Department of Safety and Homeland Security are still under construction. Similarly, the sites next to Miller Road to the north are not yet developed. Therefore, while DelDOT maintains the roads themselves, property owners will likely be required to install shared use paths at the frontage of their properties. Ultimately, the entire network on the western side of Bay Road should be completed through the combined efforts of DelDOT and property owners.



Figure 28 (l): Bay Road in front of Century Engineering, facing southward.

Figure 29 (r): A map depicting the sections of Bay Road (between Blue Hen Boulevard and South Little Creek Road) in need of increased pedestrian connectivity. The western section of the road is highlighted in a blue-tinted polygon.



Figure 30: A rendering of the proposed shared use paths along Bay Road between Blue Hen Boulevard and South Little Creek Road, western side of road. Created using Streetmix.

## G. Connection Between Bay Road and St. Jones River Greenway Trail (Western Side of Road)



Presently, there is a shared use path that leads from the St. Jones River Greenway Trail to Sign Shop Road, a road that has a low volume of traffic. However, moving further to the east, while there is a paved section of road (referred to as Transit Road on maps) that runs parallel to Transportation Circle, it currently has no true pedestrian or bicycle amenities. A new path could be placed either next to Sign Shop Road/Transit Road or within the road itself (using paint and safety bollards to separate traffic). Completing the shared use path as far as Bay Road would give pedestrians and bicyclists access to the St. Jones River Greenway Trail, as well as the DelDOT campus, the University of Delaware Paradee Center, and the nearby basketball court. The adjoining trails could then be used to move northward behind Public Safety Boulevard, or southward alongside DE 1.



Figure 31 (l): The existing pedestrian network on the southern extent of Transportation Circle, not far from Transit Road. These paths could be connected to any new pathways located near the DelDOT campus.

Figure 32 (r): A map depicting the potential connection between Bay Road and the St. Jones River Greenway Trail. This recommendation is highlighted in a blue-tinted polygon.

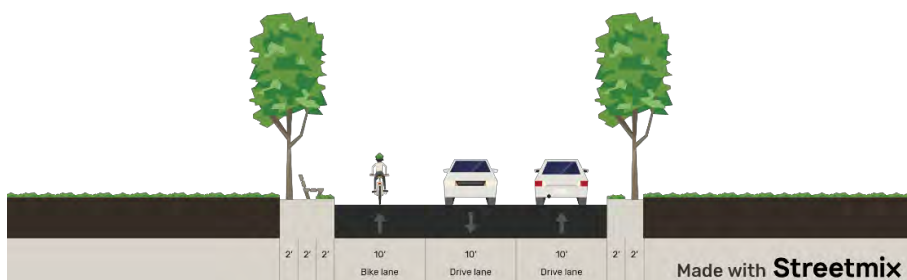


Figure 33: A rendering of the proposed shared use paths along Sign Shop Road, with adequate room still given for motor vehicles. Created using Streetmix.





## H. Connection Between Bay Road and Energy Lane (Eastern Side of Road)

A recommendation that would greatly benefit employees and customers of Chesapeake Utilities is the completion of a shared use path on either the northern or southern side of Energy Lane and Stover Boulevard. This would allow pedestrians and bicyclists to safely navigate to and from Bay Road without walking or bicycling in the roadway. There are already some sidewalks along Energy Lane, but they are not fully connected, and they do not allow bicycling and similar modes of transportation. Therefore, a shared use path with complete connection between the end of Energy Lane and the intersection with Bay Road is a goal that should eventually be reached.



Figure 34 (l): A sidewalk gap along Energy Lane. Although the existing pathways are new additions, they are not built to accommodate modes of transportation other than walking.

Figure 35 (r): A map depicting the potential addition of a shared-use path along Energy Lane and Stover Boulevard. This recommendation is highlighted in a gray-tinted polygon.

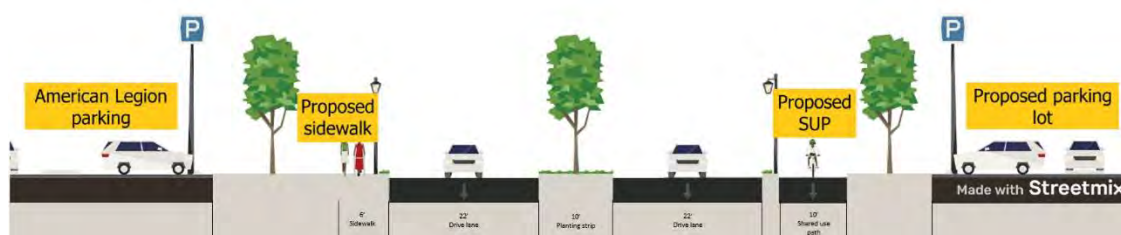


Figure 36: A rendering of the proposed shared use paths along Energy Lane and Stover Boulevard between Bay Road and Chesapeake Utilities. Created using Streetmix.





## I. Connection Between Energy Lane and Village at Blue Hen (Eastern Side of Road)

Making outer connections from the half-mile radius around Bay Road can be done by linking neighborhoods together. An example of this is on the Chesapeake Utilities property on Energy Lane. Here, the path that runs behind the retention pond could be connected to Haslet Street (the Village at Blue Hen) and Crawford Avenue by removing a piece of the existing fence and adding new shared use paths. A connection such as this would reduce the walking distance by over 1 ½ miles to just over a third of a mile. The paths could then be used by both employees and customers of Chesapeake Utilities. Another possible location for such a path would be between Energy Lane and the Blue Hen Apartments, to the east of MainStay Suites and west of the DSWA Environmental Education Center. It is important that any new paths be given adequate lighting and places to rest, so that pedestrians feel safe and comfortable using them.



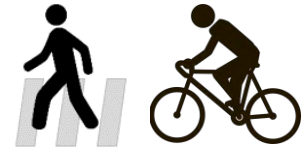
Figure 37 (l): The existing path around the Chesapeake Utilities retention pond. This path could be connected to any new pedestrian amenities added to the Bay Road area.

Figure 38 (r): A map depicting the potential addition of a shared use paths between Energy Lane and the Village at Blue Hen. This recommendation is highlighted in a gray-tinted polygon.



Figure 39: A rendering of the proposed shared use paths behind the Chesapeake Utilities retention pond, with additional lighting and seating included in the example. Created using Streetmix.

## J. Blue Hen Boulevard and Levy Court Lane Paths (Eastern Side of Road)



Adding wider shared use paths in place of existing sidewalks, such as along the northern side of Blue Hen Boulevard, is one means of enhancing connectivity. This area is frequently used by pedestrians, including parents with children and strollers heading to and from the Corporate Kids Learning Center. Additional crosswalks would also be beneficial here. While not as important as the Bay Road paths, making this connection to South Little Creek Road and the 354-unit Blue Hen Apartments is an opportunity to provide safe paths and access to neighborhood services.

Another possible connection is from Blue Hen Boulevard to South Little Creek Road via the eastern side of Levy Court Lane. The corner just to the north and west are the locations of retail and religious services, a short walk from the crossing at Levy Court Lane to the JH Brown Boulevard. A shared use path along Levy Court Lane is not as critical as the Bay Road shared use paths (as sidewalks are already present on the western side of the road), and construction may be difficult due to the coniferous trees growing along the edge of the road. Given that these trees provide a buffer for the playground of East Dover Elementary School, it would make sense to search for another alternative if removal of the trees would be required.



Figure 40 (l): Levy Court Lane, facing southward. Sidewalk gaps are present on the eastern side of the road.

Figure 41 (r): A map depicting the potential addition of a shared use paths along Blue Hen Boulevard and Levy Court Lane. This recommendation is highlighted in a gray-tinted polygon.



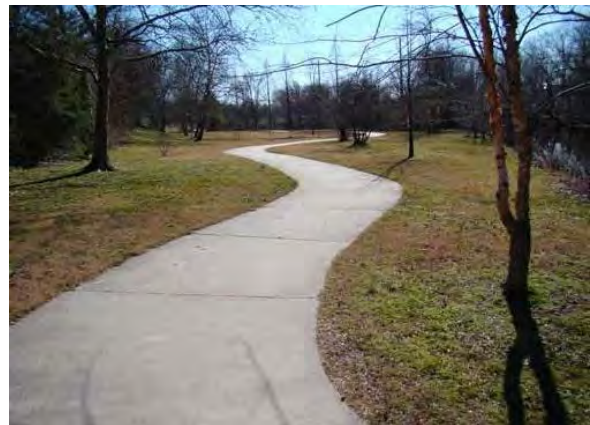
Figure 42: A rendering of the proposed shared use path along Blue Hen Boulevard. Created using Streetmix.

## Upcoming and Proposed Changes

At the time of this study's completion, there are no projects along Bay Road that are listed in DelDOT's Project Portal. The nearest scheduled improvements will be taking place at Martin Luther King Jr. Boulevard between River Road and Bay Road. These improvements were identified in the 2019 Hazard Elimination Program. No date of completion is listed on the Project Portal.

Several projects are not officially listed in DelDOT's Project Portal, though they are proposed in the 2020 *Dover Bicycle and Pedestrian Plan*, and it is possible that these changes will be enacted in the future. The following is a short description of a few of the relevant proposals:

The first of these proposals is the "South Bay Road Pathway", which would include a path between South Little Creek Road and Transportation Circle. This path would be on the western side of Bay Road, passing in front of Century Engineering and Bay Court Plaza. Doing so would solve many of the connectivity issues on this side of the road.



*Figure 43: The trail that runs through Silver Lake Park.  
Source: City of Dover Bicycle Plan (2015).*

Another project proposal is the addition of sidewalks along North Little Creek Road. This stretch of road is currently dangerous for bicyclists, as the section close to US 13 has no shoulder. Further to the east, the shoulder is often blocked by parked vehicles (mainly large trucks), forcing bicyclists into the path of moving traffic. In addition to adding sidewalks along North Little Creek Road, improving bicycle navigation through the US 13 intersection is also listed as a recommendation.

One more relevant proposal is the addition of a new trail along the western side of the St. Jones River. Currently there is a trail on the eastern side that provides access between Silver Lake Park and various locations to the south, but by adding a trail to the opposite side, a full loop will be available to bicyclists and pedestrians. This project was requested by the City of Dover's Silver Lake Commission, and according to the Delaware Greenways webpage, further work on the St. Jones River Greenway Trail is expected to take place in the future.



## Conclusion

This project began as a study to safely move patrons and employees of Chesapeake Utilities across Bay Road to utilize the St. Jones River Greenway Trail behind DelDOT. Throughout the process, it evolved into an identification of potential connections to the greater region of central Kent County. Although it was not the primary purpose of this study, it is possible to use improvements along Bay Road to encourage connectivity throughout the City of Dover. Bay Road improvements may be linked to paths near DE 1, which continue northward towards central Dover via the St. Jones River Greenway Trail, along Martin Luther King Jr. Boulevard, and as far as the County's Brecknock Park and the City's Schutte Park for additional recreation opportunities. When planned and proposed construction is complete, a user of the shared use paths could walk on safe, protected pathways from southwest Dover, through the City, to Delaware Technical Community College in north Dover. This Bay Road neighborhood can provide the missing connections that offer access to the greater pedestrian network.

Many of the changes proposed in this study would not be difficult to implement. Sections of Bay Road already contain partial pedestrian connectivity, and other areas would merely require the removal of barriers (trees, fences, concrete barriers, etc.) to provide easier access between locations. Each improvement comes with its own unique tradeoffs, and a particular solution might not always be applicable. For example, changes to the roadway itself, such as a signalized pedestrian crosswalk, would potentially impact vehicle traffic; but doing so would also improve safety conditions by giving pedestrians a convenient and safe place to cross the road. These benefits and drawbacks should be considered before carrying out improvements.

The ultimate goal of the proposed improvements is to allow pedestrian and bicycle access along Bay Road and throughout the surrounding area. Achieving this goal would benefit the employees of the various businesses and organizations located on Bay Road, as well as customers of these businesses and visitors to the area. The newly constructed DSWA Environmental Education Center, the expanded Veterans Affairs Clinic in the Blue Hen Corporate Center, and the available sites are all likely to contribute to traffic in the future, which emphasizes the importance of improving pedestrian safety. A collaboration between DelDOT, the City of Dover, Kent County, local businesses, and other relevant stakeholders would be helpful when planning improvements to the area, as doing so would make the process easier and allow for better results.

## Appendix A - Study Area Maps

The following maps and charts provide different details of the Bay Road pedestrian network. The first map shows the two-mile radius around Bay Road, with each circle representing a half-mile further from the midpoint. This was an important part of the area analysis. The second map highlights the existing conditions within the half-mile radius; it also uses clusters (symbolized using circular icons) to depict the concentrations of crashes on roadways between 2017 and 2022. The third map shows the locations that are most in need of improvement based on analysis of the area. The fourth figure is a chart that illustrates the improvements recommended by Dover Kent MPO, primarily the addition of sidewalks and shared use paths. Information on the chart includes the location, the type of improvement, and whether the work has been scheduled.



**Existing Paths & Trails Map Key**

- 2017 Wetlands (not regulatory)
- Dover Bike Plan
- Trails and Pathways**
  - Pedestrian Trail
  - Multi-Use Trail or Pathway
  - Pedestrian Trail with Horseback Riding
  - Beach Vehicle Clearing
  - Unknown or Private Path
- Target Areas**
  - Radius Distance by Miles
    - 0.5 (Primary Focus Area)
    - 1.0 (Secondary Focus Area)
    - 1.5 (Aspiration Focus Area - 1)
    - 2.0 (Aspiration Focus Area - 2)
- Sidewalks**
  - Status
    - Existing
    - Missing

Source: National Map Accuracy Standards  
 Date: 10/10/2018  
 File: Dover Bike Plan  
 Project: Dover Bike Plan  
 Scale: 1:50,000  
 Author: [illegible]  
 Reviewer: [illegible]  
 Date: 10/10/2018

DOVER KENT COUNTY MPO  
COMMUNITY PLANNING, DEVELOPMENT

Age Group	Percentage
18-24	0.05
25-34	0.1
35-44	0.2
45-54	0.3
55-64	0.35
65-74	0.25
75-84	0.15
85+	0.05

1783 Friends Way, Camden, DE 19934



# BAY ROAD PEDESTRIAN PATH & WALKING TRAIL STUDY



NOTE:  
Sidewalk information is of the courtesy of DelDOT.  
Trails information is of the courtesy of DNREC.

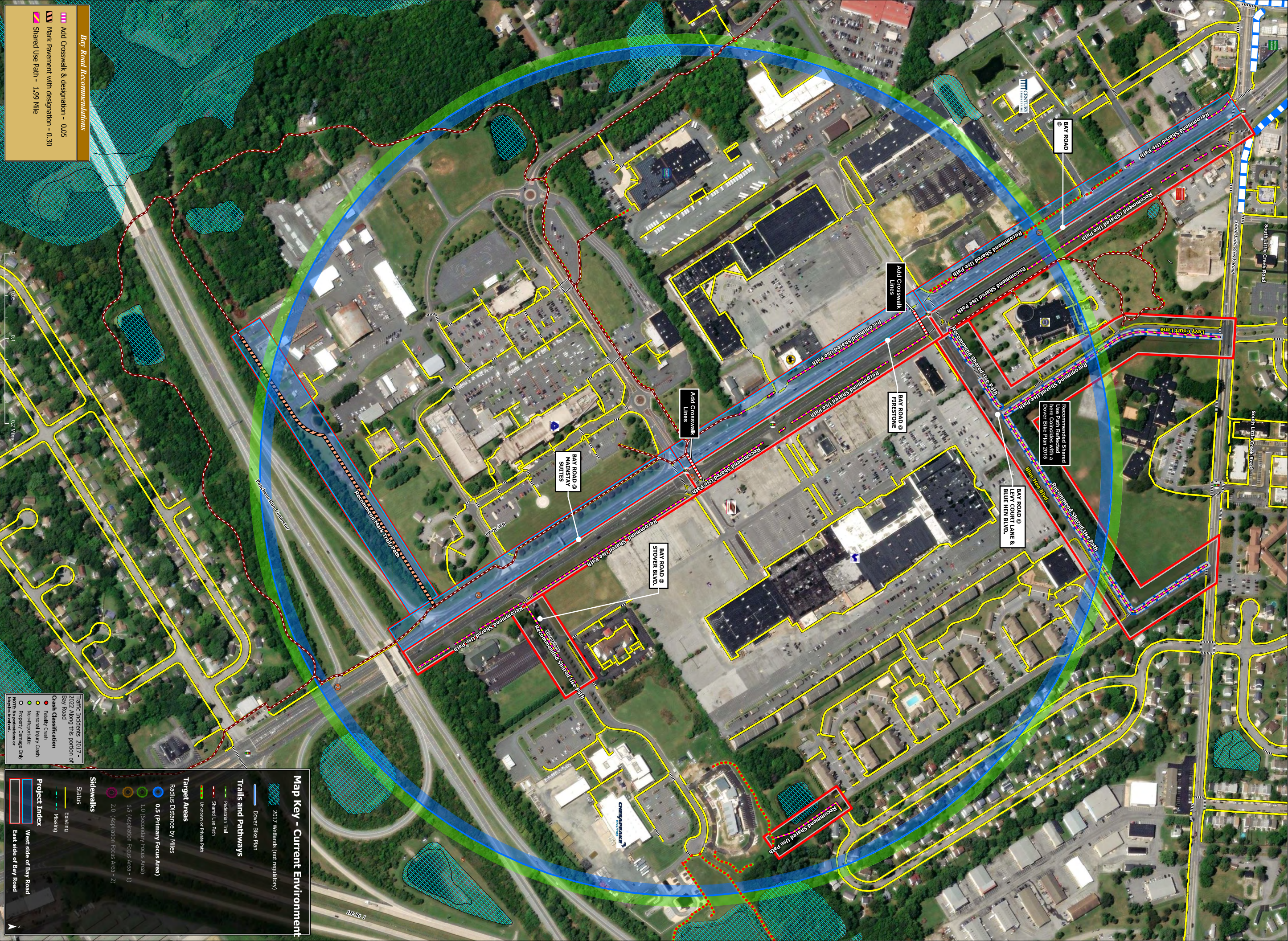


**PROJECT SPONSOR: CHESAPEAKE UTILITIES**  
**- PRIMARY FOCUS AREA -**

**DOVER / KENT COUNTY MPO**  
Metropolitan Planning Organization  
1783 Francis Way, Camden, DE 19934

0 0.05 0.1 0.2 0.3 0.4 Miles





- Bay Road Recommendations**
- Add Crosswalk & designation - 0.05
  - Mark Pavement with designation - 0.30
  - Shared Use Path - 1.99 Mile

- Traffic Incidents 2017 - 2022 Along this portion of Bay Road**
- Crash Classification**
- Personal Injury Crash
  - Fatality Crash
  - Non-reportable
  - Property Damage Only
- NOTE: No pedestrians or bicyclists involved.

**Map Key - Current Environment**

- 2017 Wetlands (not regulatory)
- 2017 Wetlands (not regulatory)

**Trails and Pathways**

- Dover Bike Plan
- Pedestrian Trail
- Shared Use Path
- Unknown or Private Path

**Target Areas**

Radius Distance by Miles

- 0.5 (Primary Focus Area)
- 1.0 (Secondary Focus Area)
- 1.5 (Aspiration Focus Area - 1)
- 2.0 (Aspiration Focus Area - 2)

**Sidewalks**

- Existing
- Missing

**Project Index**

- West side of Bay Road
- East side of Bay Road



# Bay Road Pedestrian Path and Walking Trail Study

A list of locations along Bay Road in Dover where improvements to the pedestrian network are needed. Includes the type of improvement, the status of the improvement, and the benefits that would result from it.

Bay Road in front of Blue Hen Mall (eastern side of road)



Type of Improvement: Shared-use path  
Benefit: Safer conditions for pedestrians and bicyclists, connectivity

Status: Partially completed

Bay Road in front of Baycourt Plaza (western side of road)



Type of Improvement: Shared-use path  
Benefit: Safer conditions for pedestrians and bicyclists, connectivity

Status: Partially completed; recommended in Dover Bike/Ped Plan

Connection between Energy Lane and Village at Blue Hen



Type of Improvement: Shared-use path  
Benefit: Better connectivity

Not Scheduled



Connection between DSWA Environmental Education Center and Haslet Street



Type of Improvement: Shared-use path  
Benefit: Better connectivity

Not Scheduled

Energy Lane (northern side of road)



Type of Improvement: Sidewalk  
Benefit: Better connectivity

Status: Partially completed

Bay Road in front of Homeland Security (western side of road)



Type of Improvement: Sidewalk, Shared-use path  
Benefit: Safer conditions for pedestrians and bicyclists, connectivity

Partially completed; required by City of Dover building permit

Blue Hen Boulevard (northern side of road)



Type of Improvement: Shared-use path  
Benefit: Safer conditions for pedestrians and bicyclists, connectivity

Not Scheduled

Levy Court Lane (eastern side of road)



Type of Improvement: Shared-use path  
Benefit: Safer conditions for pedestrians, connectivity

Not Scheduled

Bay Road in front of Levy Court offices (eastern side of road)



Type of Improvement: Shared-use path  
Benefit: Safer conditions for bicyclists (walking trail does not allow bikes)




Not Scheduled






## Appendix B - List of Recommendations





The following table corresponds with the recommended pedestrian amenities listed in the study. Information provided includes the type of improvement, the status of construction, the benefits to the community, the roadway jurisdiction, the approximate length of path needed, and the estimated cost (based on \$350.00 for each linear foot of 10-foot path). Further information on each item may be found in the study's body. Note that the facts provided are accurate at the time of the study's completion, though at a later date the conditions at each of these locations may have been changed.

Roadway jurisdiction (in other words, responsibility for adding pedestrian amenities) was determined using the Road Maintenance Responsibility map from DelDOT, which shows the roads that are State- and City-maintained. All of Bay Road is under State maintenance; the other sections are maintained either by the City of Dover or by private entities.

Location	Type of Improvement	Status	Benefit	Jurisdiction	Approximate Path Length	Cost Estimate (\$350/ft)	Image
A. Bay Road between Puncheon Run Connector and Transportation Circle (eastern side of road)	Shared use path, crosswalks	Partially completed, not scheduled	Safer conditions for pedestrians and bicyclists, connectivity	State of Delaware	1,090 feet	\$381,500	
B. Bay Road between Transportation Circle and Blue Hen Boulevard (eastern side of road)	Shared use path, crosswalks	Incomplete, not scheduled	Safer conditions for pedestrians and bicyclists, connectivity	State of Delaware	1,150 feet	\$402,500	
C. Bay Road between Blue Hen Boulevard and South Little Creek Road (eastern side of road)	Shared use path	Incomplete (aside from walking path), not scheduled	Safer conditions for pedestrians and bicyclists, connectivity	State of Delaware	1,430 feet	\$500,500	

Location	Type of Improvement	Status	Benefit	Jurisdiction	Approximate Path Length	Cost Estimate (\$350/ft)	Image
D. Bay Road between Puncheon Run Connector and Transportation Circle (western side of road)	Shared use path, crosswalks	Complete	Safer conditions for pedestrians and bicyclists, connectivity	State of Delaware (property on DeIDOT campus)	N/A	N/A	
E. Bay Road between Transportation Circle and Blue Hen Boulevard (western side of road)	Shared use path, crosswalks	Partially completed, not scheduled	Safer conditions for pedestrians and bicyclists, connectivity	State of Delaware	450 feet	\$157,500	
F. Bay Road between Blue Hen Boulevard and South Little Creek Road (western side of road)	Shared use path	Incomplete; recommended in Dover Bike/Ped Plan; required by Dover building permit	Safer conditions for pedestrians and bicyclists, connectivity	State of Delaware	1,120 feet	\$392,000	



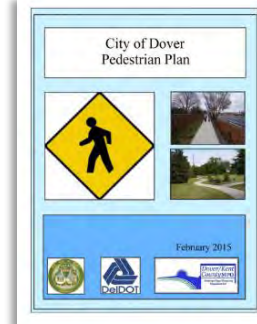
Location	Type of Improvement	Status	Benefit	Jurisdiction	Approximate Path Length	Cost Estimate (\$350/ft)	Image
G. Connection between Bay Road and St. Jones River Greenway Trail (western side of road)	Shared use path	Incomplete, not scheduled	Enhanced connectivity	State of Delaware (property on DelDOT campus)	1,600 feet	\$560,000	
H. Connection between Bay Road and Energy Lane (eastern side of road)	Shared use path	Partially completed, not scheduled	Safer conditions for pedestrians and bicyclists, connectivity	Private ownership	440 feet (south side of Energy Lane)	\$154,000	
I. Connection between Energy Lane and Village at Blue Hen (eastern side of road)	Shared use path	Incomplete, not scheduled	Enhanced connectivity	Private ownership	500 feet	\$175,000	
J. Blue Hen Boulevard and Levy Court Lane paths (eastern side of road)	Shared use path, crosswalks	Partially completed, not scheduled	Safer conditions for pedestrians and bicyclists, connectivity	City of Dover	1,500 feet (Blue Hen Blvd), 1,350 feet (Levy Court Lane)	\$997,500 (Blue Hen Blvd and Levy Court Lane)	

## Appendix C - Relevant Resources

### City of Dover Pedestrian Plan (2015)

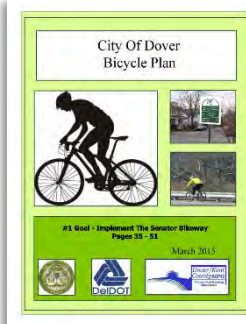
<http://evogov.s3.amazonaws.com/media/27/media/74334.pdf>

This plan was developed by the City of Dover, the Delaware Department of Transportation, and Dover Kent County MPO. It lists the areas in Dover with the greatest need of improvement for pedestrian access. Within the plan, Bay Road is identified as an area with high commercial use. The most relevant project is located at the Luther Village apartments. Improvements would involve creating a space in the fencing along John Hunn Brown Road, improving access between Luther Village and Target. (This project has not yet been completed.) No project recommendations in this plan are specific to Bay Road.



### City of Dover Bicycle Plan (2015)

<https://evogov.s3.amazonaws.com/media/27/media/74335.pdf>



This plan was created to outline the various bicycle improvements that need completing within the City of Dover. The intersection of Bay Road, Martin Luther King Jr. Boulevard, and South Little Creek Road is one of the locations where improvements are recommended. The primary recommendation involves widening the existing sidewalk along Martin Luther King Jr. Boulevard to create a 10-foot shared use path for expanded non-motorized use. Bay Road itself is not recommended for improved connectivity in this plan.

### Dover Bicycle and Pedestrian Plan (2020)

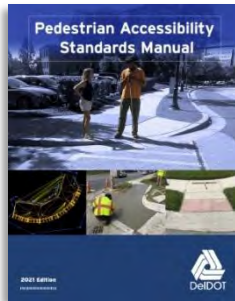
<https://doverkentmpo.delaware.gov/files/2021/04/Dover-Bicycle-and-Pedestrian-Plan-2020-FINAL-1.pdf>

This plan was assembled through a collaboration between the City of Dover, DelDOT, Dover Kent MPO, and other relevant stakeholders. It lists existing conditions for roadways in the City (such as LTS and crash data) and highlights roadways that lack adequate pedestrian infrastructure. It also ranks various alternatives to improve the conditions in critical areas. For example, the “South Bay Road Pathway” between South Little Creek Road and Transportation Circle is ranked 6th among the “projects for all users.”



## DelDOT Pedestrian Accessibility Standards Manual (2021)

<https://deldot.gov/Publications/manuals/pedestrianAccessibility/pdfs/2021/Pedestrian-Accessibility-Standards-for-Facilities-in-the-Public-Right-of-Way-2021-Edition.pdf>



This 2021 manual is used by DelDOT as a thorough guide for creating accessible pedestrian facilities throughout the State of Delaware. Most relevant to this study are the required measurements for sidewalks (at least five feet in width) and shared use paths (at least ten feet in width). Also included in the manual are requirements for turning areas, ramps, buffer strips, and other pedestrian facilities. This manual is the most recent guide available on the topic of pedestrian accessibility.

## City of Dover Americans with Disabilities Act Transition Plan: Pedestrian Facilities in the Public Right-of-Way (2022)

<https://www.cityofdover.com/media/Public%20Works/ADA%20Transition%20Plan%20and%20Response%20Form/American%20with%20Disabilities%20Act%20Transition%20Plan.03.07.22.pdf>

This updated ADA Transition Plan was recently completed by the City of Dover for its Department of Public Works. It is intended to guide the City in developing sidewalks, paths, and other pedestrian facilities that are accommodating for all users. Attached to this plan is an inventory of barriers to connectivity along Dover's roads, most notably any existing gaps in sidewalks or facilities that have been displaced or obstructed.





# DOVER/KENT COUNTY MPO

METROPOLITAN PLANNING ORGANIZATION

