APPENDIX A

PREVIOUS STUDY – DOWNTOWN DOVER PARKING STUDY COMPLETED BY KSK, FEBRUARY 2004

Downtown Dover Parking Study
Final Report

submitted to:

City of Dover Parking Authority
City of Dover Department of Public Works

Submitted by:

KSK TRANSPORT

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EXECUTIVE SUMMARY

As the City of Dover becomes successful in attracting new development to its downtown core, concern is rising about the ability of the City to absorb more cars without negatively impacting existing businesses.

The parking issue in Dover consists of two main elements:

- Perception that parking is unavailable, or is far away from shops and restaurants.
- Potential shortfall largely due to "rebates" offered to prospective developers.

An actual shortfall is several new projects away but could become a very large problem for the City if it is not dealt with immediately. The reason for the growing problem is that the current system allows parking "rebates" to prospective developers to lure them to the City, with the ultimate effect that the developers are required to build only approximately 75% of the parking spaces otherwise required by code. As current projects absorb the last of the "safety net" represented by an earlier parking surplus, it is clear that the present rebate system, if continued, could place a very large burden on the City to make up any parking deficit associated with future projects.

Revamping the rebate system should be one of the main priorities of Dover's parking reform program. This report proposes a system by which developers would have two main options to meet their parking needs:

- Construct their own parking based on strict, undiscounted code requirements.
- Contribute to a shared parking fund to be used in the construction of new City-managed facilities. This contribution would represent some percentage of the full cost of each required space, as determined for each specific "shared" use.

The contribution program would be made possible by the fact that not all uses have the same parking demand distribution over time, such that a single space could serve an office tenant during the day and a resident over night. The two main benefits of this program would be that:

- The shared parking supply would represent the highest possible efficiency in parking space use, minimizing the amount of land in the downtown that would have to be reserved for parking.
- The City would gain a dedicated funding source for parking facilities, directly tied to the projects that generate the new parking demand.

The plan presented in this report highlights and prioritizes numerous locations throughout the City that could be used for future surface lots or above-ground structured parking. The structured parking is identified as a longer-term measure directly related to continued success in attracting development, although several multi-purpose public-focused facilities could be accelerated with the identification of willing funding partners.

In the meantime, there are a number of measures that could help maximize the utility of the existing parking supply and change the perception that Dover is a difficult place in which to find parking. While Loockerman Street is often fully parked during the afternoon, some of the side streets and public lots exhibit excess capacity, but may seem too far from specific destinations. An upgrade to pedestrian facilities and public spaces could help reduce this perceptual distance and make off-Loockerman parking more acceptable to visitors.

The vast majority of the public parking spaces in Dover are of two types: free two-hour spaces and paid monthly permit spaces. This dichotomy leads to two specific problems:

- Visitors who want to stay for more than two hours are not conveniently accommodated.
- Downtown workers often opt to "surf" for spaces during the day, i.e., they move their cars between free spaces every two hours, to avoid committing to the monthly permit cost.

Both of these problems could be partially solved by converting several strategically-located lots to metered operation with a maximum one dollar per day charge. This would accommodate intermediate-term visitors and give downtown workers the option of paying by the day, rather than by the month, which could free up some of the existing downtown two-hour spaces for short-term visitors.

The summary of the recommended approach for Dover is for the City to build on its strengths while employing a strategic, incremental, and context-sensitive approach toward the provision of new parking. This would ensure that Dover maintains and enhances its unique identity while keeping its parking supply on pace with new development.

1.0 INTRODUCTION

This ***Final Report*** is the culmination of a four-month study process examining parking in downtown Dover through stakeholder outreach, document review, analysis, and public input.

Main interactive components of the study included the following:

- Project Kickoff Meeting — September 30
- Site Inspection — September 30
- Stakeholder Interviews — October 24
- Design Workshop — November 17-18

Interim tasks included the review of previous planning studies and additional tabulated parking information, analysis of access patterns and parking facility distribution, and identification of deficiencies in the number, location, or operational arrangement of parking spaces.

The ***Design Workshop*** was the key element in the process, and represented a forum in which all the various stakeholders and interested members of the general public could come together to work out a holistic integrated solution. While the ***Stakeholder Interviews*** were useful in identifying specific concerns and gathering preliminary ideas, the open forum was critical to the consensus-building process because it allowed people to hear directly the effects, positive or negative, of their ideas on the concerns of other parties.

The ***Design Workshop*** began with a review of findings and a rundown of tools, principles, and general guidelines to be considered during the design session. After initial feedback in a large-group setting, the design team continued to work with the stakeholders and the public as they visited the workroom throughout the two-day session, and in this manner developed and refined the main components of the preliminary plan,

drawing upon fundamental concepts and applications proven successful in other communities. The workshop closed with a final presentation of the full preliminary plan followed by additional feedback.

The parking plan as presented in this report represents an expanded version of the plan discussed at the conclusion of the design workshop, refined to reflect feedback and to ensure accordance with sound planning and design principles. Thus, all the key concepts contained herein were discussed with, and in many cases proposed by, the stakeholders and interested members of the public who attended the October and November meetings. While no plan can fully satisfy every stakeholder, the process through which this plan was created has helped to maximize the degree to which it reflects the consensus or majority opinion of the community.

2.0 BACKGROUND

The background investigation of parking conditions in Dover consisted of three phases:

- Site inspection by the consultant team;
- Review of previous studies and reports;
- Individual stakeholder interviews conducted on 24 October 2003. (Please see ***Appendix A*** for a complete list of the stakeholders who were interviewed.)

The concerns and ideas of the stakeholders, in many cases, overlapped with one another. In several instances these ideas reflected solutions put forth in previous documents. In other cases, there was a wide range of suggestions as to how to approach certain problems.

Virtually all the stakeholder conversations gravitated toward a series of discussions about distinct topics separated along geographical lines, as follows:

- Loockerman Street and the immediate business district (including the West End).
- The County Courthouse and Water Street lot.
- The State complex.
- The periphery.

To facilitate a clear discussion of the issues, this chapter is likewise organized by these four geographical sub-areas. ***Section 2.5*** discusses overarching issues that are present in more than one sub-area, particularly the daily "surfing" problem. For background purposes, major City parking facilities and their capacities are shown in ***Figure 2-1***.

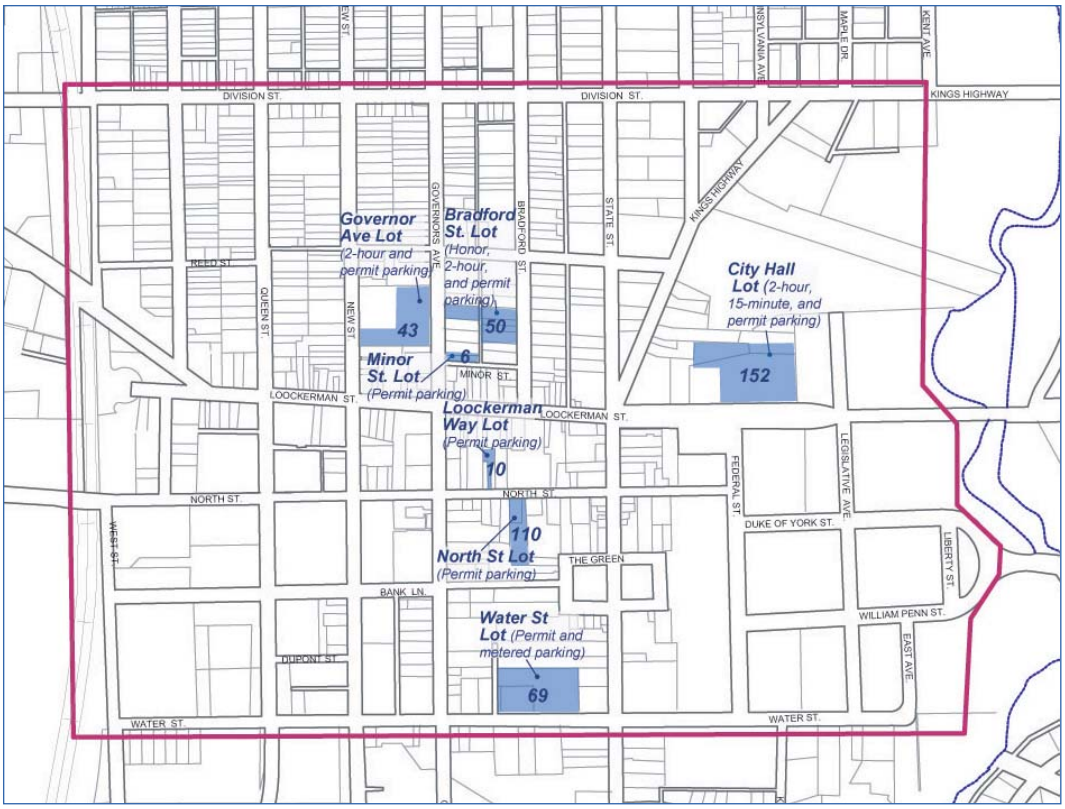

Figure 2-1: Existing Public Lots and Capacities

2.1 Loockerman Street And The Immediate Business District

Among stakeholders and other workshop participants, the general consensus is that the current parking situation in the Dover business district is primarily a problem of public perception rather than an overall shortage of parking spaces. Specifically, visitors to the business district perceive that there are not enough parking spaces, or that the available spaces are inconveniently located, difficult to get to, unsafe, or simply too far from the shops they wish to visit.

Figure 2-2: Loockerman Street

Consequently, a strategy to deal with the immediate issue should focus on changing the manner in which visitors view access to downtown Dover, which might or might not be accomplished by simply introducing a vast supply of additional parking spaces. The strategic elements most frequently cited during the outreach process involve directly targeting specific visitor concerns, by reconfiguring parking, introducing a comprehensive and easy-to-follow wayfinding system, improving safety by animating streets and reducing "dead" loitering spaces, and by investing in the aesthetic infrastructure of streets and alleys to decrease perceptual distances between parking facilities and downtown shops.

As Dover becomes successful in attracting new development, as already witnessed at the new Federal building site in the West End and the proposed hotel development in central Loockerman Street, the parking situation in actual numbers (rather than perceptions) will become stressed. For this reason, it was suggested by numerous participants that a new central parking structure be considered for the central business area, and that parking codes with respect to new development be consistently applied. Potential garage locations are shown in ***Figure 2-3*** and discussed further in ***Chapter 3***.

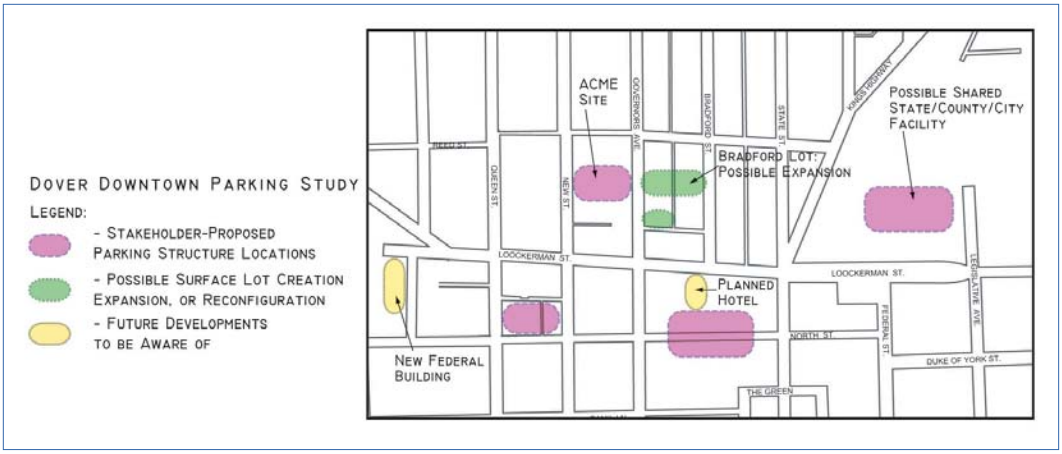

Figure 2-3: Downtown Business Area Issues and Opportunities

According to some, a parking garage located near the center of the business district (i.e., on or just behind Loockerman Street), would, through its visibility, be "self-advertising" and solve the public perception problem and the future parking deficit at the same time, though may face significant architectural/aesthetic (as well as financing) challenges.

2.2 The County Courthouse And Water Street Lot

The issues surrounding the County Courthouse location stem from the fact that the court system, by its very nature, exhibits a very large degree of variation in terms of its parking demands. Specifically, the first Monday of the month attracts the full complement of potential jurors and thus exhibits the sharpest parking crunch. Although directed to use the Water Street lot (which has limited capacity due to bus operations), many jurors park in alternate locations, such as around the Green, ignoring the two-hour time restrictions.

Figure 2-4: Courthouse

Concern has been expressed about the overall value of the Water Street lot as a bus transfer location, for various reasons. First, there was speculation that few DART riders are actually destined for the southern edge of downtown Dover, and that there may be more logical locations (along Route 13 or north of the business district, for example) that would be more easily accessible from major thoroughfares and have less impact on narrow streets. There was also concern that the facility is not adequately monitored, a condition that will have to be addressed regardless of its future location.

Figure 2-5: Water Street Lot

Opportunities for solving the Courthouse parking crunch are constrained by the fact that a vast increase in the parking supply would be inefficient in that it would be underutilized a large percentage of the time. There is also little available space in the immediate area. The opposite approach would be to add zero parking spaces and continue to be lenient in terms of enforcement on peak days, but this of course causes difficulties for non-jurors with business in the area.

A middle-of-the-road solution to the Courthouse situation would be to provide a reasonable number of new spaces while continuing to allow some leeway on peak days. These additional spaces could come from a number of possible locations (see ***Figure 2-6***), as described below:

County Administration Parking Area: When the County Administration leaves for Route 13, there may be a fluctuation in the number of employee spaces needed depending upon how the State uses the vacated space. This could have a positive OR negative effect on the overall parking situation.

Water Street Lot: If the bus transfer operation were to be moved from the Water Street lot to an alternate location along Route 13 or elsewhere, the lot could once again revert to a parking-only facility. However, the inconsistent parking demands on the lot would again make its operation a financial challenge.

New Garage: If it could be funded, a new garage either in the central business area or north of Loockerman Street between City Hall and Legislative Avenue, would be within reasonable walking distance of the Courthouse. Jurors who use the garage could potentially generate a positive effect for downtown businesses if the new garage were located in or near the business district.

Short of a new facility, a promising suggestion to help improve the parking situation is to have the courts, who presently include a parking allowance in their daily lump-sum payments to jurors, instead issue daily dated parking permits via mail to summoned persons. This would reduce the incentive for jurors to seek out free parking spaces.

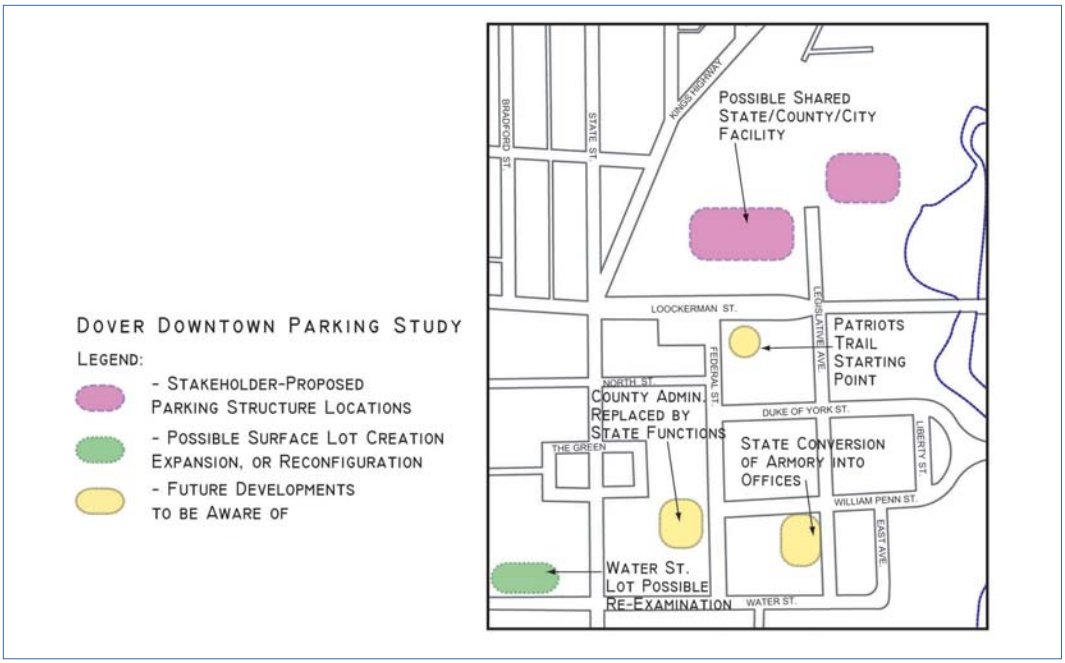

Figure 2-6: Courthouse Area and State Complex Issues and Opportunities

2.3 The State Complex

The parking capacity of the State Government complex is another area of concern. Virtually all the existing surface parking is used while the Legislature is in session, with some spillover outside the district's boundaries. This leaves little room for expansion of State-related functions without a significant investment in a new parking facility. Moreover, any proposed garage would face significant aesthetic concerns that would, in the least, add to the cost of the project.

There was also concern about the availability and clarity of parking for the Patriots Trail, which is to begin and end within the historically-significant State complex area (see ***Figure 2-6***).

The situation around the State complex is very challenging for several reasons. First, the availability of land is scarce. Second, the cyclical nature of the parking demand means that any major investment, such as a parking structure, would be largely vacant for much of the year, making it difficult for the economic and cost-benefit analyses to justify such a project. Plus, the aforementioned aesthetic concerns would mean that any new garage would need to absorb the costs of additional design features for those concerned about the sensitive aesthetic nature of the surrounding area.

Figure 2-7: State Complex Parking

With those caveats taken into consideration, there were several possible garage locations suggested at the stakeholder interviews (see ***Figure 2-6***). The most promising, due to its proximity to the State complex and potential steadier influence of additional users, would be the location east of City Hall, presumably as a shared City, State, and possible downtown visitor facility.

In the meantime, it may be possible, with the appropriate financial incentives for employees, to run a shuttle bus between one of the underutilized government parking facilities along Route 13 to the State complex, at least while the Legislature is in session. Because the State has embarked upon its own analysis of parking needs and has put forth preliminary suggestions for expanded facilities, the State Complex is less of a focus for this report as are the other critical areas.

The challenge of getting visitors to the Patriots Trail is twofold: dedicated parking is likely to be very limited; and, many visitors would want to stay longer than the two hours generally allotted for on-street parking spaces. While a day permit is available, the procedures for obtaining one are cumbersome and obscure.

2.4 The Periphery

Much was brought up about the need to look at Wesley College when examining the Dover parking situation. The main concern was that new buildings were being constructed with far too much leeway in terms of number of associated parking spaces required. The primary claims, particularly in reference to the new dormitory currently under construction, were that on-street parking spaces were being counted toward the overall parking requirement and that the parking requirements were underestimated in any case due to the unusually high number of residents per unit typical of college dormitories vis-à-vis standard apartment projects. There was some fear that the influx of new residents would make parking very difficult for North Side residents and, if the process were allowed to continue, eventually spill over into downtown Dover.

Figure 2-8: Wesley College

With respect to Wesley College, the recommended actions of the various interested stakeholders were less actual "opportunities" and more so a case of consistently applying appropriate parking standards.

In terms of the remainder of the periphery, however, there were some additional suggestions regarding opportunities (see ***Figure 2-9***). One was to potentially partner with the hospital on its pending "phase two" parking garage construction, which could possibly serve as a safety-valve parking location on peak days with respect to the Courthouse, the Legislature, or special events. Also, as mentioned previously, there may be some opportunity to use parking facilities along Route 13 as shuttle-based offsite parking areas for State and County employees.

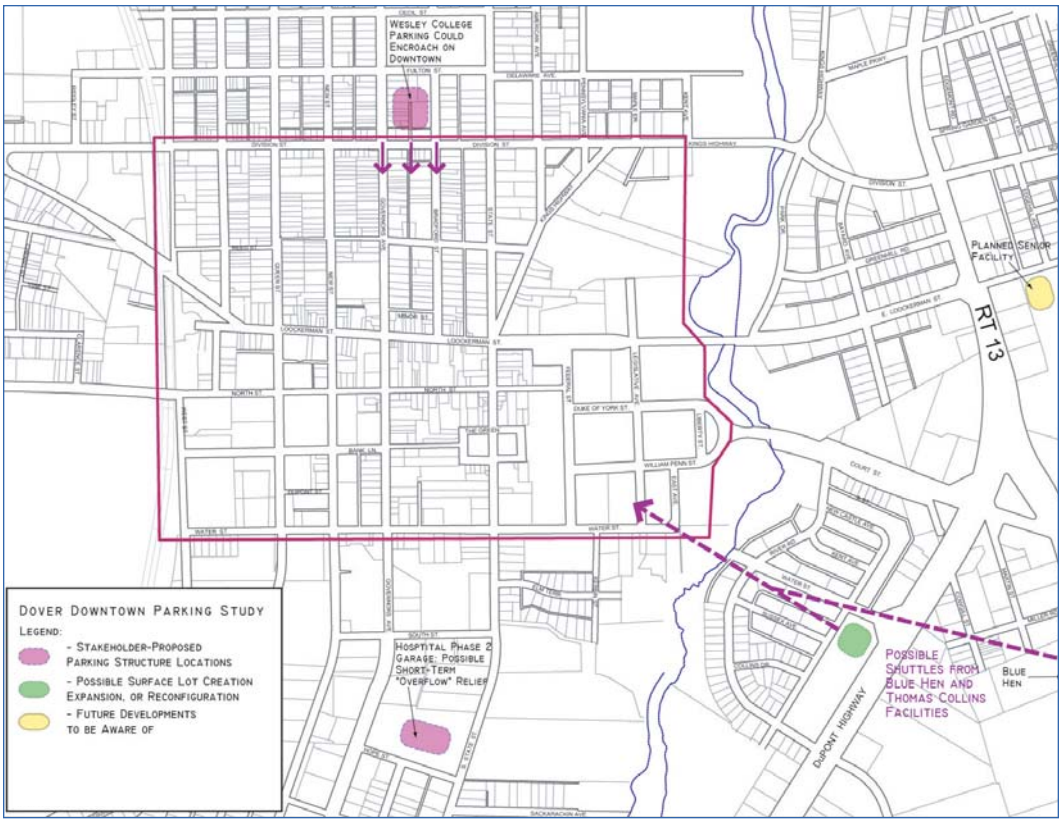

Figure 2-9: Peripheral Issues and Opportunities

2.5 Critical Issue: "Surfing"

Although the discussions of concerns and opportunities tended to separate themselves along geographical lines, a clear and holistic strategy is required to resolve the parking situation in Dover. In addition to the site-specific issues documented above, it has become clear that perhaps the most significant problem of the current situation is that many people who work in Dover move their cars between on-street spaces every two hours to avoid having to pay the $22 per month charge for a permit. (Several of the stakeholders themselves admitted to doing this.)

Figure 2-10: Intended Visitor Parking

Given that a vehicle would have to be moved at least three times during an eight-hour workday to avoid ticketing, the loss of worker productivity could be significant. Even if the losses were minimized by combining these trips with a break or errand, this is clearly not the way the town's parking supply was intended to operate, as the spaces taken up in this manner were intended to serve as the primary visitor parking supply. This undoubtedly adds to the common visitor perception that Dover is a parking-unfriendly place to visit.

It is likely that the introduction of three-hour parking (to allow for longer stays by visitors) without an accompanying charge would exacerbate the surfing problem by reducing the number of times per day that employees would need to move their cars.

The most promising approach to the parking surfing problem would be to "level the playing field" between the visitor (two-hour) and employee (permit) parking spaces by reducing the financial incentive to use the former.

There are three primary possible ways to advance this:

- **Lower the cost of monthly permits:** While this would narrow the difference between the monthly permit price ($22) and the price of using visitor spaces ($0), the actual cost difference is probably outweighed in people's minds by the task of obtaining/renewing the permit or simply the "principle" of paid versus free parking. However, it is possible that some employers could be prompted to absorb lower permit costs and pass the permits free to their employees, which would eliminate the thrice-daily loss of worker productivity.

- **Reinstate charges for visitor spaces:** Even a modest charge for visitor spaces would become a deterrent for parking "surfers" and thus induce some of them to purchase monthly permits. The challenge of this strategy would be to introduce the charge without further aggravating the visitor perception problem. The re-designation of some strategically-located visitor or permit spaces as metered spaces (with a reasonable maximum daily charge) could help alleviate the surfing problem by giving employees the option of paying for parking on a daily rather than monthly basis.

- **Stricter enforcement:** Stricter enforcement of the time limits could potentially persuade some surfers to buy a permit since the cost of one ticket ($20) is almost equal to an entire month's permit price. However, the implementation of stricter enforcement is limited by the number of police staff dedicated to the task and again by the possibility of aggravating the visitor perception problem. Enforcing the existing surfing ordinance on a consistent basis is difficult due to the labor involved in recording license plate numbers and tire positions.

Figure 2-11: Effective Enforcement

While there is no easy fix, this issue is at the heart of the parking problem, real and perceived, and must be addressed.

3.0 STRATEGIES

The recommended strategies for dealing with the challenges presented in ***Chapter 2*** fall into four general categories:

- Enhancements to Maximize the Utility of the Existing Parking Supply
- Modifications to the Operations of Strategic City-Managed Parking Facilities
- Policy Changes
- Expansion of the Parking Supply

Specific strategies encompassed by each of these general categories are presented in this chapter. A recommended phasing plan and associated cost estimates are provided in ***Chapter 4***.

3.1 Enhancements to Maximize the Utility of the Existig Parking Supply

The most straightforward and cost-effective way to have an immediate impact on the perception of parking in downtown Dover is to invest in the environment that connects the majority of the existing parking facilities with the main pedestrian district on Loockerman Street. The basis of this approach is that, although there is a definite noticeable parking crunch on Loockerman Street itself, the streets and lots just to the north and south are often underutilized. While well within comfortable walking distance of Loockerman Street (with "comfortable walking distance" generally taken as a leisurely five-minute walk, or 1000 feet), the quality of the environment within this area is inconsistent and adds to the perception that the available parking supply is limited. The following strategies would attempt to remedy this situation.

3.1.1 Upgrade Quality and Aesthetics of Streets and Intersections

While the distances that visitors typically walk from their parked vehicles to their final destinations (shops, restaurants, etc.) in Dover are similar to those in other mid-sized towns, and comparable to those of large shopping centers and regional malls, the walks often seem longer in Dover due to the inconsistent quality of the pedestrian circulation system. Unpleasant environments along streets and alleys not only add to perceptual distances, but also contribute to personal safety issues.

Figure 3-1: Wide Curb Cuts: Contributor to Negative Pedestrian Perceptions

When shopping at malls, people often walk very far to reach their destinations, but their walk is generally a combination of two components: an outdoor walk where their destination (i.e., the mall entrance) is always visible; plus an indoor walk between the mall entrance and the specific shop destination. In an outdoor town center environment, the walk from parking space to shop destination generally consists of a series of right-angle turns along streets and alleys, usually with no destination in sight and therefore no visible progress. This adds to the parking perception problem because, under such conditions, parking spaces often seem farther away than they really are. However, when directions are clear and facilities well-planned and maintained, the walk through an attractive town center can actually be much more pleasant, authentic, and seemingly shorter than its mall counterpart.

In order to decrease psychological distances, and therefore get more utility out of the existing parking supply, it is essential that Dover concentrate resources in the short term on improving walking environments and intersections. The recent streetscaping project on Loockerman Street is a good example of a comfortable pedestrian environment and should be extended to reach major nearby parking facilities (such as the Bradford Street lot and North Street lot).

Figure 3-2: Loockerman Streetscaping

Intersections require an added degree of focus, as these are areas where the pedestrian system crosses the main traffic circulation network of the City, a challenging condition that is entirely absent from conventional shopping center developments. In Dover, faded crosswalks and larger-than-necessary crossing distances are evident in numerous locations.

Figure 3-3: Faded Crosswalk

Figure 3-4 highlights specific marginal intersections and corridors with sidewalks in need of upgrade. At intersections, bulb-outs should be used wherever possible to reduce the crossing distance to the width necessary to carry the requisite number of traffic lanes (in most cases, approximately 30 feet, representing one travel lane in each direction plus a left-turn lane).

Figure 3-4: Recommended Pedestrian Enhancement Locations

In addition to the specific problematic areas shown in ***Figure 3-4***, there are additional considerations that could further help to reduce perceptual distances. These focus on the visitor's overall experience and fall into three general categories: directional confidence, overall attractiveness, and authenticity.

Directional confidence entails the constant reassurance to visitors that they are headed in the right direction. This would include very frequent signage (at least every block) indicating the quickest, most direct route to the center of the business area, and, depending upon the size of the district, could also include an occasional map display that pinpoints the visitors' location and shows street names, building footprints, and the names and locations of downtown businesses.

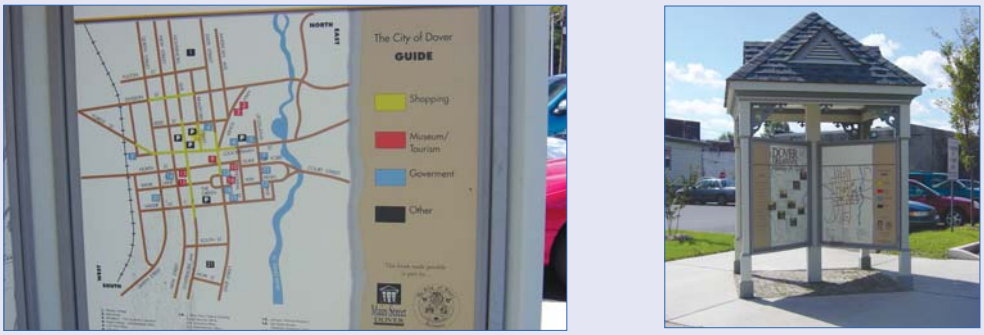

Figure 3-5: Existing Dover Information Kiosk

Figure 3-6: Examples of Pedestrian Wayfinding from Other Cities (Haddonfield NJ and Philadelphia PA)

Overall attractiveness means that the sidewalk condition, aesthetics (landscaping, streetscaping, etc.) and building facades along the primary walking corridors are in optimal condition, such that a visitor's walk seems less like a chore and more like a pleasant stroll, a very important distinction in determining his or her perception (and memory) of the experience.

Figure 3-7: Sidewalks and Streetscape: Worst to Best

Finally, historic towns like Dover have a huge natural advantage vis-à-vis malls and shopping centers in terms of ***authenticity***. Many towns have very successfully remade themselves by playing on their cultural and historical significance, selling themselves as a complete experience rather than simply a shopping trip. (The city of Winter Park, Florida, as an example, was so successful that the national retailers eventually reverted to the town's main street and put the nearby local mall out of business.) The full realization of this concept requires an ideal mix of retailers, restaurants, cultural establishments, and historical attractions, but steps in this direction can be taken by placing attention on the types of details emphasized in public infrastructure. For example, historic streetlamp replications, well-maintained public spaces, historical markers, and stylized pedestrian-scale signs can all help to reinforce Dover's place in people's minds as a unique destination.

Figure 3-8: Elements of Authenticity from Historic Dover

While this last strategy, on the surface, may not seem like a transportation issue, it is very much so for two reasons. First, success of such a strategy increases the number of visitors who view downtown Dover as a multiple-function, "park-once" district, increasing the likelihood that people would walk rather than drive between downtown destinations and thus decreasing the pressure on the parking supply. Secondly, and similarly, the enhancement of authenticity increases the distances people would be willing to walk between their parking spaces and final destinations, thus increasing flexibility in terms of where parking spaces could be placed within the district.

3.1.2 Animate Pedestrian Routes and Reduce Dead Spaces

It was expressed from several sources that some customers feel unsafe when they use certain public parking facilities within the city. Loitering was generally indicated as the key factor.

Strategies for dealing with loitering include animation of streets and alleys and reduction of dead, often neglected, gathering spaces. Street animation entails increasing the amount of constructive foot traffic along or through the spaces in question. Though additional pedestrian-scale development is often cited as the optimal means of achieving this, attracting such development is not always easy. Shorter-term opportunities for increased animation include:

- Addition of auxiliary entrances or window displays to the backs and corners of buildings,
- Addition and maintenance of attractive aesthetic elements (such as flower beds or shallow water features),
- Remaking of previously-forlorn areas as retail extension zones (such as outdoor dining areas or garden displays).

Figure 3-9: "Dead" Alleys in Dover

Figure 3-10: Enlivened Alleys in Haddonfield NJ

Naturally these types of solutions are highly location-specific, but could be creatively explored on a case-by-case basis. A critical location mentioned several times during the outreach process was the parking area along Minor Street between Governors Avenue and Bradford Street.

3.1.3 Improve the Wayfinding System

"Wayfinding system" is a term that describes all aspects of conveying directional advice to visitors. It generally includes permanent signage, temporary signage, electronic displays, brochures/flyers, or manual control (particularly during events). In Dover, the opportunities for improved wayfinding rest primarily with permanent signage.

There are two general orders of permanent wayfinding signage:

- Signs that direct visitors to the general destination (i.e., the business district as a whole);
- Signs that distribute visitors to specific parking areas based on specific destinations and probable length of stay.

With respect to the first category, there are opportunities for downtown Dover to project a clearer presence to people traveling through the region along Route 13 or Route 1. Although a few signs indicating Downtown Dover are present, they are not of a distinctive enough character to be immediately recognizable or to attract "impulse" visitors. Specifically, the entrance to Loockerman Street from Route 13 is understated.

Once visitors are in the downtown, Dover has a series of signs that direct people in the general direction of parking facilities. Two recurring criticisms of these signs are that they are not visible enough, due to a very conservative color scheme, and that they do not indicate the specific types of parking available (i.e., all-day, two-hour, metered, permit, etc.).

Figure 3-11: Dover Parking Sign

Improvement to the wayfinding system is of utmost importance to the effort of drawing more and consistent visitors to Dover. In particular, clear signage directing visitors to various types of parking facilities could vastly improve the comfort level of those visiting Dover. There are three primary areas of opportunity to improve on the current system:

- The existing parking signs are attractive but tend to blend into the background due to the very subtle yellow and brown color scheme. Other color combinations (see ***Figure 3-12***) could help improve the visibility of parking signs while still fitting into the surrounding historical context. Whichever scheme is selected, it is important that it is kept consistent throughout the downtown area to allow instant recognition for visitors.

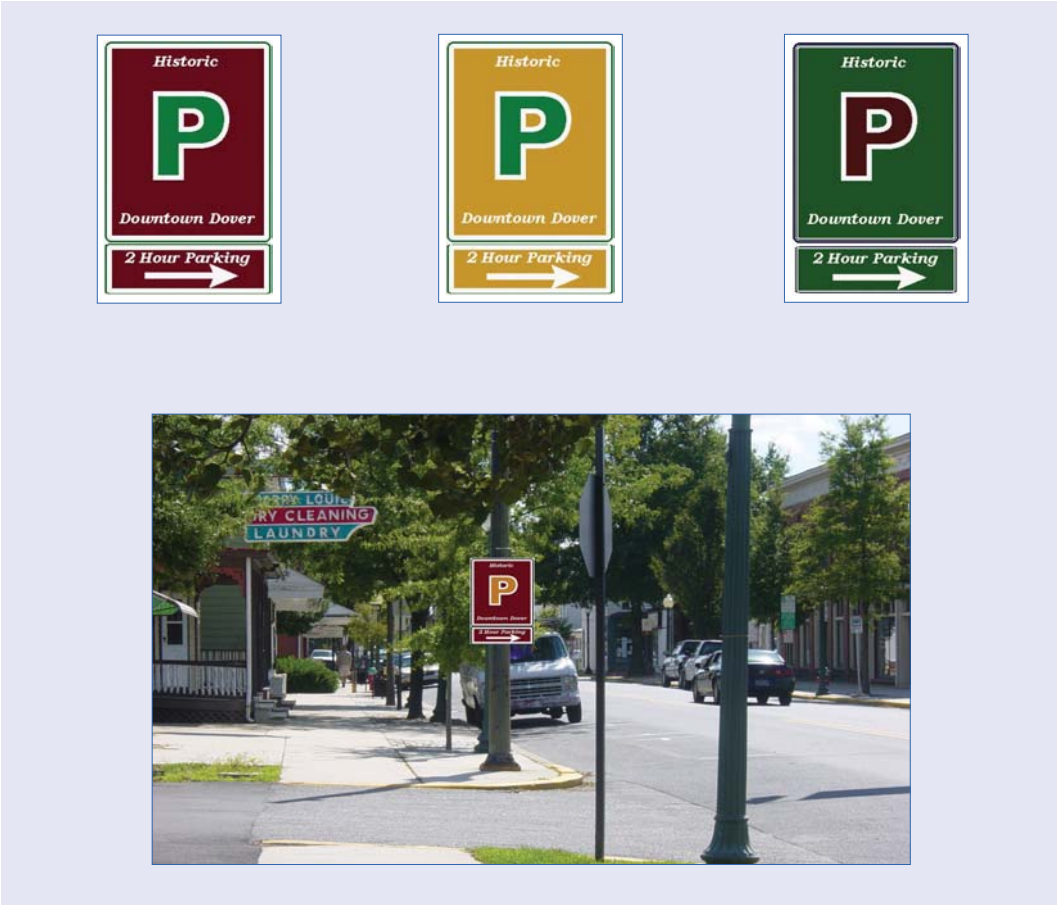

Figure 3-12: Sample Alternative Color Schemes

- Parking signs should include more information as to the types of parking available in certain facilities or lots. In such a case, a visitor planning a three-hour stay could be guided to the daily metered parking facilities rather than to two-hour parking or monthly permit lots. (Please see ***Section 3.2*** for a discussion of recommendations regarding addition of intermediate-stay metered parking.)

Figure 3-13: Specific References to Parking Types

- The overall number of signs should be expanded and strategically located to intercept people at all primary entrances to the downtown area. Once the initial indication of parking is given at these "gateway" areas, further signs should be located at major junctions, at any spot where parking access requires a turn, and at the facility entrances. ***Figure 3-14*** highlights some important locations for parking signs based on these criteria.

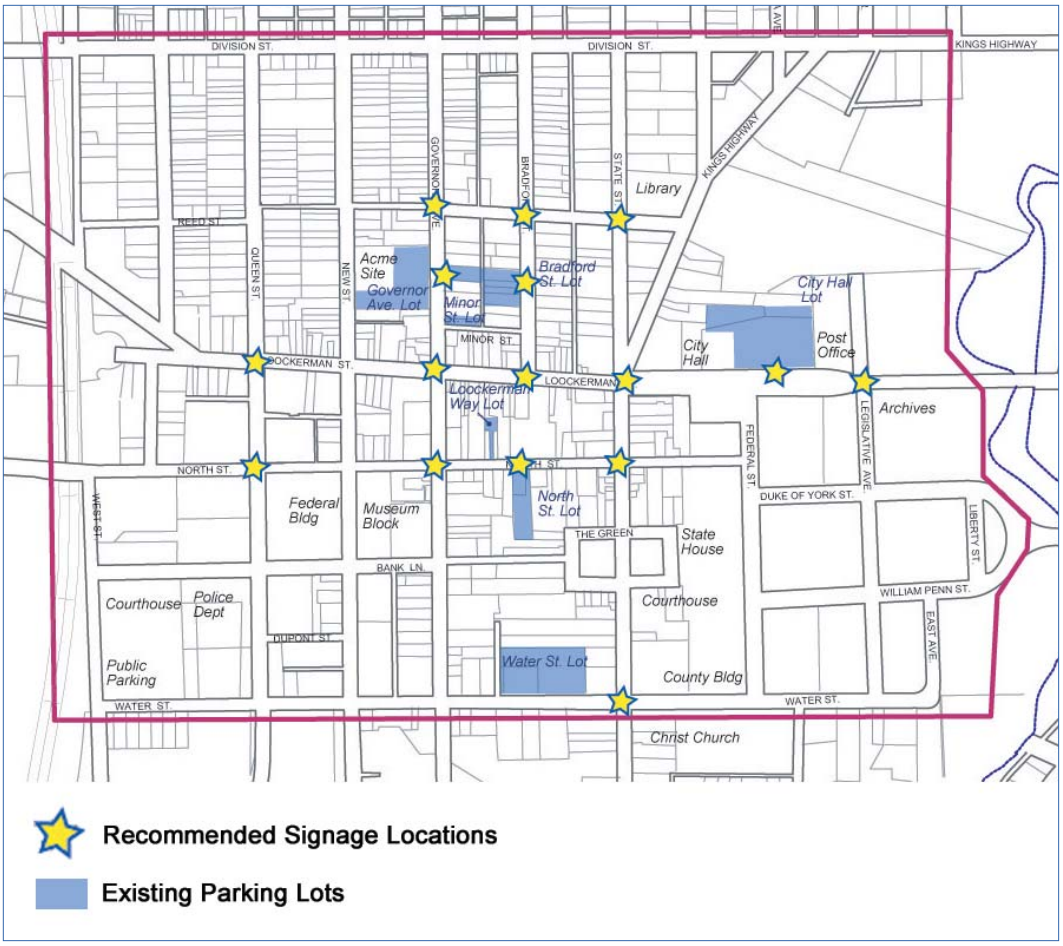

Figure 3-14: Recommendations for Parking Sign Locations

3.2 Modification to the Operation of Strategic City-Managed Parking Facilities

3.2.1 Add Price Flexibility

Currently, with the exception of the peripheral Water Street lot and the "honor lot" at Bradford Street, downtown Dover has two types of public parking space available: two-hour free parking spaces (on-street and off-street) and monthly permit parking (off-street only). The latter costs $22 and must be purchased in advance, so it is not surprising that many employees are using the free two-hour spaces and moving their cars several times per day.

In order to level the playing field and induce people to stop violating the parking surfing ordinance, it may be necessary to decrease the price gap between the free two-hour spaces and the monthly permit spaces. Short of charging for the two-hour spaces, which would be a politically unpopular action, the price gap could be reduced in two ways:

- Lower the monthly permit prices "across the board," i.e., all permit prices would decrease from $22 to some determined lower price level; or
- Introduce variable pricing, in which lower monthly prices would be offered for underutilized or "non-central" lots.

Another strategy, and the one recommended by this plan, would be to offer the equivalent of a low-cost daily permit to workers, without requiring them to go out of their way to get it. Conveniently, this strategy, which involves the designation of "metered" lots, would also reverse the current lack of accommodation for intermediate-stay visitors, a sub-group which will increase in importance as Dover continues to reinvent itself as a multi-stop, park-once attraction district.

Currently there is no clear mechanism for the accommodation of intermediate-stay visitors, i.e., those who want to stay longer than two hours but less than a month. While there is indeed a daily permit available, it can be obtained only at a single location, and most visitors do not know of its existence. There are also the "honor" spaces in the Bradford Street lot, but these are also unknown to most visitors.

Figure 3-15: Current Daily Permit System

Thus, to fill the gap between the two-hour and monthly permit spaces, this plan proposes the introduction of off-street intermediate-stay daily metered parking at strategic locations, consisting of centrally-located ticket-dispensing machines rather than individual meters. Tickets would show an expiration time and would be placed by drivers on their dashboards. Times would be set as follows:

- Cost would be 25 cents per hour. A visitor who inserts a quarter into the machine would receive a dated ticket with an printed expiration time one hour from the present. A visitor who inserts two quarters would receive a ticket with an expiration time two hours from the present, etc.

- A maximum daily fee would be set at one dollar, meaning that everyone who inserts four quarters or a dollar bill would receive a ticket with an expiration time at the end of the day (i.e., midnight).

Figure 3-16: Centralized Ticket Machine, Water Street Lot

While these facilities would accommodate intermediate-term visitors (for conferences, meetings, half-day multi-purpose leisure trips, etc.), they would also give downtown workers the option of paying for their parking on a daily basis instead of committing to a monthly permit. Thus, anyone who knows they will be very busy on a particular day and will not have time to "surf" their cars, could instead pay one dollar in the metered lot to park for the entire day. The cost of doing so for an entire month (assuming an average of 22 working days per month) would be roughly equal to the present cost of a monthly permit.

Proposed locations for these types of metered lots would be the Bradford Street lot and North Street lot, as shown in ***Figure 3-17***.

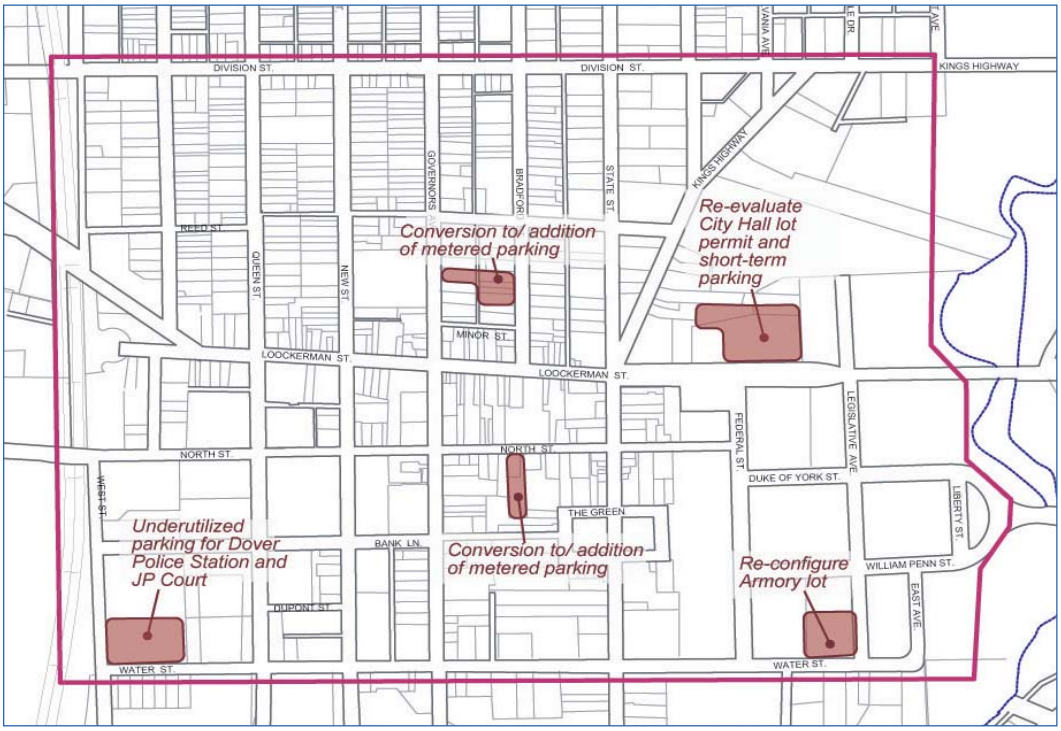

Figure 3-17: Recommended Short-Term Parking Actions

3.2.2 Site-Specific Modification/Reallocation

Also as shown in ***Figure 3-17***, there are several lots that are underutilized and could be reevaluated for their types and distribution of spaces.

The first such lot is the City Hall lot, which consists of both monthly permit spaces and free two-hour spaces. It has been observed that most of the two-hour spaces go unused for most of the time and thus could be converted to additional monthly permit spaces, or eventually to daily metered spaces depending upon the success of the recommended Bradford Street and North Street lot conversions.

As part of its planned parking program, the State plans to reconfigure the Armory lot as much of its space will soon be freed up for general use by its employees. The maximization of parking at this location is supported by this plan as a key step in addressing the State Complex's parking issues.

Finally, the lot west of the police station is underutilized and could serve as an important safety valve for the Federal Building development, which, due to the rebates allotted, could instigate a parking shortage in downtown's West End. If this is the case, a variety of operational arrangements, including monthly permit and daily metered spaces, or some combination thereof, should be explored to encourage the use of this lot rather than the overuse of two-hour spaces or of on-street spaces in nearby neighborhoods.

3.3 Policy Changes

One of the problematic processes that is leading to the growing concern about future parking capacity has been the recent allowance of new office developments with fewer parking spaces than typically required by code. This leaves the public parking system to absorb the shortfall. While to this point the effects on the downtown parking supply have been manageable, due to the peripheral locations of recent office developments and the initial surplus in the parking supply, it is evident that Dover is quickly reaching the point where a continuation of current trends would become very problematic for the downtown parking supply and, consequently, downtown business interests.

Presently, each new office development is required by code to provide one space per 300 square feet, generally equivalent to standard requirements in effect elsewhere in the region. However, there are several reduction factors available that quickly add up to a substantial lessening of the number of spaces to be provided, including:

- 20% overall reduction if located within the downtown development target area.
- Reduction of 5 spaces for every vanpool space.
- Reduction of 3 spaces for every carpool space.

Assuming that developers make use of the second two provisions, the combination of the above factors could mean that 25% to 30% of the parking demand could be shifted onto public infrastructure. As existing public parking spaces (both on-street and off-street) are consumed by the next few large development projects, the continuation of trends given the allowances stated above would lead to a situation where the City could be left with the costly task of supplying the final 25% or more of the necessary parking spaces.

An alternative approach that would be more sustainable would entail the elimination of the reductions stated above and replacing them with the option for developers to contribute a percentage of the cost to build new public spaces rather than constructing all the required spaces on-site. In addition, any carpool or vanpool reductions should be linked to demonstrated incentives or qualification criteria to assign a realistic target to the number of carpool/vanpool spaces actually likely to be used.

Figure 3-18: Current Federal Building Office Development

The benefits of such a program would be flexibility and potentially lower overall costs to the developer, and a standardized system to fund public parking in the City. The reason it is an attractive option is because a centrally located parking supply could be "shared" by adjacent uses whose peak times do not overlap. The percentage of contribution for each developer would be based on the number of hours per day that each space is likely to be used for each specific purpose.

For example, if a centrally-located parking facility was to serve an office building, several restaurants, a residential building conversion, and an entertainment venue (small-scale movie theatre or bar with live music or other night-focused entertainment), the total number of spaces needed to support them would not be the sum total of all their individual needs, but rather the sum total minus the number of spaces that could be effectively "shared". Since nighttime entertainment facilities are unlikely to draw patrons during heavy office hours, office and entertainment uses could share the same spaces. Likewise, since residents are likely to be away from their parking places during normal business hours, they could also share spaces with office employees. To formalize this condition, residents could be issued permits that are valid for specific facilities only between 5 PM and 8 AM on weekdays, plus all day on weekends and holidays.

Since the total parking needs would generally (at least in the near term) be skewed toward office users, it is the office developers who should carry most of the cost of space construction. Nighttime venues and residential buildings would be required to contribute a smaller percentage per space because their needs would not coincide with the 8 to 5 downtown parking peak.

The following percentages are proposed for various uses in the downtown area:

- Office 75%
- Residential 25%
- Entertainment (Night) 25%
- Restaurants (Day/Night) 33%

It is acceptable that the percentages add up to greater than 100%, as, unless a perfect balance is achieved between the uses, the current trend toward office development will mean that many spaces will go unused at night. The "excess" contributions would buffer the City from the financial burden of heavy subsidies to office developers. The 25% contributions from residential and entertainment developers should be low enough to spur interest in expanding these two underrepresented sectors of downtown Dover, and add vitality to the streets beyond normal business hours.

Under this scenario, office developers would notice very little difference in their bottom lines vis-à-vis the present situation. Currently, given the reductions previously discussed, office developers must supply approximately 75% of the parking spaces required by code. Under the proposed policy, the developers would be responsible for contributing to 100% of the spaces, but only at 75% of their cost.

3.4 Expansion of the Parking Supply

Based on stakeholder discussions, observations, and review of existing studies, the parking issue in the near-term appears to be primarily a matter of inefficient utilization of existing spaces rather than a vast shortage. In the ***downtown business area***, the main challenge is that the prime attractive visitor spaces are often used by employees rather than customers. The introduction of convenient employee (all-day or daily metered) spaces should be the immediate focus for new parking in the downtown area.

Future downtown growth, the prospects for which are strong according to several studies and numerous stakeholders, would increase the demand for visitor parking beyond the present supply, so opportunities for a centrally-located parking structure should be explored. The time horizon for constructing such a facility would be determined by the emergence of additional development projects that would generate a significant amount of new trips (100 to 200) per day to the immediate area.

As documented in ***Chapter 2***, the downtown area consists of three main definable areas of concern: the downtown business area; the Courthouse area; and the State Complex.

In the ***Courthouse and State Complex areas***, the parking demand exhibits notable fluctuations through time. At the Courthouse, it varies on a monthly basis, while at the State Complex the variation depends upon whether or not the Legislature is in session. In both locations, additional parking spaces could be absorbed during these yearly or monthly "peaks," but, if isolated, would be largely vacant during slower periods. As a result, the possible addition of new parking to these areas should focus on locations where parking could be shared, to realize the benefits of steadier influences.

An ideal scenario for a new parking structure would be to locate it where it could steadily serve the downtown business area but where it could also accommodate the "peak" needs of the Courthouse and State Complex. Such a multiple-use garage could tap into multiple possible funding sources. Garages located where they could not serve multiple markets would face a greater funding challenge and, in the cases of the Courthouse and State Complex, may not be viable due to the variable nature of their parking demands, as discussed above.

Figure 3-19 highlights preferable locations for longer-term parking expansion. These areas would become important assuming a continuation of new development in the downtown area.

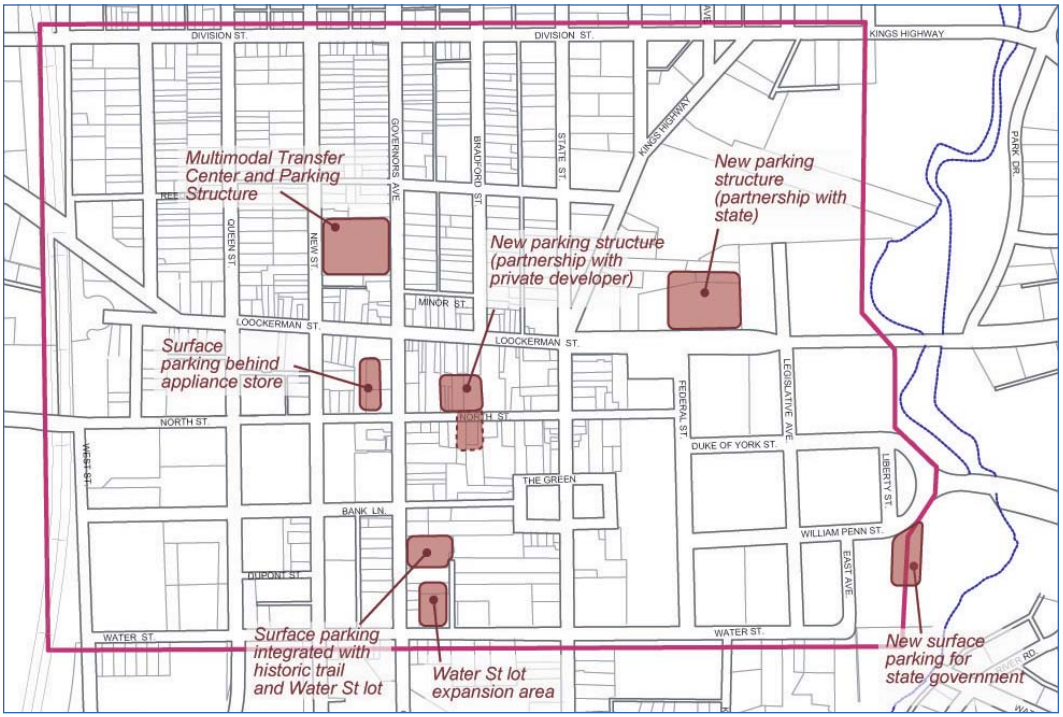

Figure 3-19: Recommended Long-Term Parking Expansion Areas

The highlighted locations, and the reasons for them, area as follows:

Parking structure on City Hall lot: This lot is well located with respect to both City and State employees, and could also serve the eastern end of the downtown business area.

Parking structure and multimodal center on Governors Avenue lot/Acme site: This site is well located just to the north of central Loockerman Street, with the potential to serve as a centralized supply for both the western and eastern ends of downtown. It is proposed as a multimodal center in addition to a parking garage to bring both local and

intercity bus operations closer to the center of town, making Dover more conveniently accessible to public transportation users. It would also provide better transit access to Dover residents and help lure housing investment to the central area.

Figure 3-20: Acme Site, Potential Multimodal Center Location

Access for buses to this particular site would be much improved over that to the existing Water Street lot. Buses arriving from the north would be able to use the combination of Division Street and Governors Avenue-both of which have reasonably generous rights-of-way-to approach the facility. Likewise, buses coming from or departing to the south could use New Street or Governors Avenue, depending upon the internal circulation characteristics of the facility.

Parking structure along North Street: A structure at this location would be useful due to its very central location, and ideally would be constructed in conjunction with the proposed hotel development fronting Loockerman Street. As indicated in ***Figure 3-19***, it may be possible to build a larger structure by spanning North Street, given detailed engineering and cost studies.

Surface Lots: New surface lots could be located as near to the downtown business area as possible. However, it must be cautioned that surface lots on main pedestrian streets (similar to Loockerman Street) have often been found to be counterproductive to comparable redevelopment efforts, as the beneficial aspects of an increased and visible parking supply are offset by the negative influence of a "dead" space in the middle of the business district. Such gaps run the risk of decreasing the distinctiveness of the business district and making it less distinguishable from competing shopping areas.

Figure 3-20: Surface Lot "Deadening" Effect

Surface lots should thus be kept close to (within two blocks of) the business area but should not be located directly on main pedestrian spines, especially Loockerman Street. Wherever the lots are placed, it is important to effectively "buffer" their edges with landscaping to decrease their negative impacts on the aesthetics of the district, with the objective of striking an appropriate balance between aesthetics and visibility.

Further from Loockerman Street, there is a concern about the availability of parking in the area of the Water Street lot, given the addition of another office building across the street that has been afforded the rebates discussed in ***Section 3.3***. A parking shortage associated with this development could be alleviated through the expansion of the parking supply into several underused properties to the west of the present Water Street lot.

4.0 IMPLEMENTATION

Numerous short-term and long-term improvements have been discussed in ***Chapter 3.*** This chapter places these recommendations into an order of priority and applies general planning-level cost estimates (2004 dollars). Also, potential beneficial financial partnerships are identified that could help fund or accelerate specific projects.

This information is summarized in ***Figure 4-1***. While many of the short-term measures should be placed immediately into a capital improvement program, several of the longer-term measures are dependent upon continued success in attracting new development to downtown Dover. Since the time frame of such new projects is unknown, the associated parking recommendations are linked to amount of development rather than to a specific time scale.

Consequently, ***Figure 4-1*** consists of three parts. The top two portions represent actions that should be pursued by the City regardless of whether further new development is proposed. These include actions that would improve the business environment and maximize the usefulness of the existing parking supply. These also include actions, i.e., the installation of meters in the Bradford Street and North Street lots as discussed in ***Section 3.2.1***, that would increase the flexibility of the parking supply and help to address the well-noted surfing problem.

The upper portion of the diagram, ***General Upgrades,*** which focuses on supporting measures rather than the parking supply itself, follows the logic that improvement to the wayfinding program is the action that has the most potential to change the perceptions of visitors to downtown Dover, assuming a constant parking supply. Although shown primarily as an upfront investment, this task would continue to be important throughout the entire parking improvement program as facilities are added or modified. Other actions that do not directly change the overall parking capacity are upgrades to streets/intersections and animation of pedestrian routes and dead spaces. These actions are all intended to improve the connective environment between existing facilities and Loockerman Street.

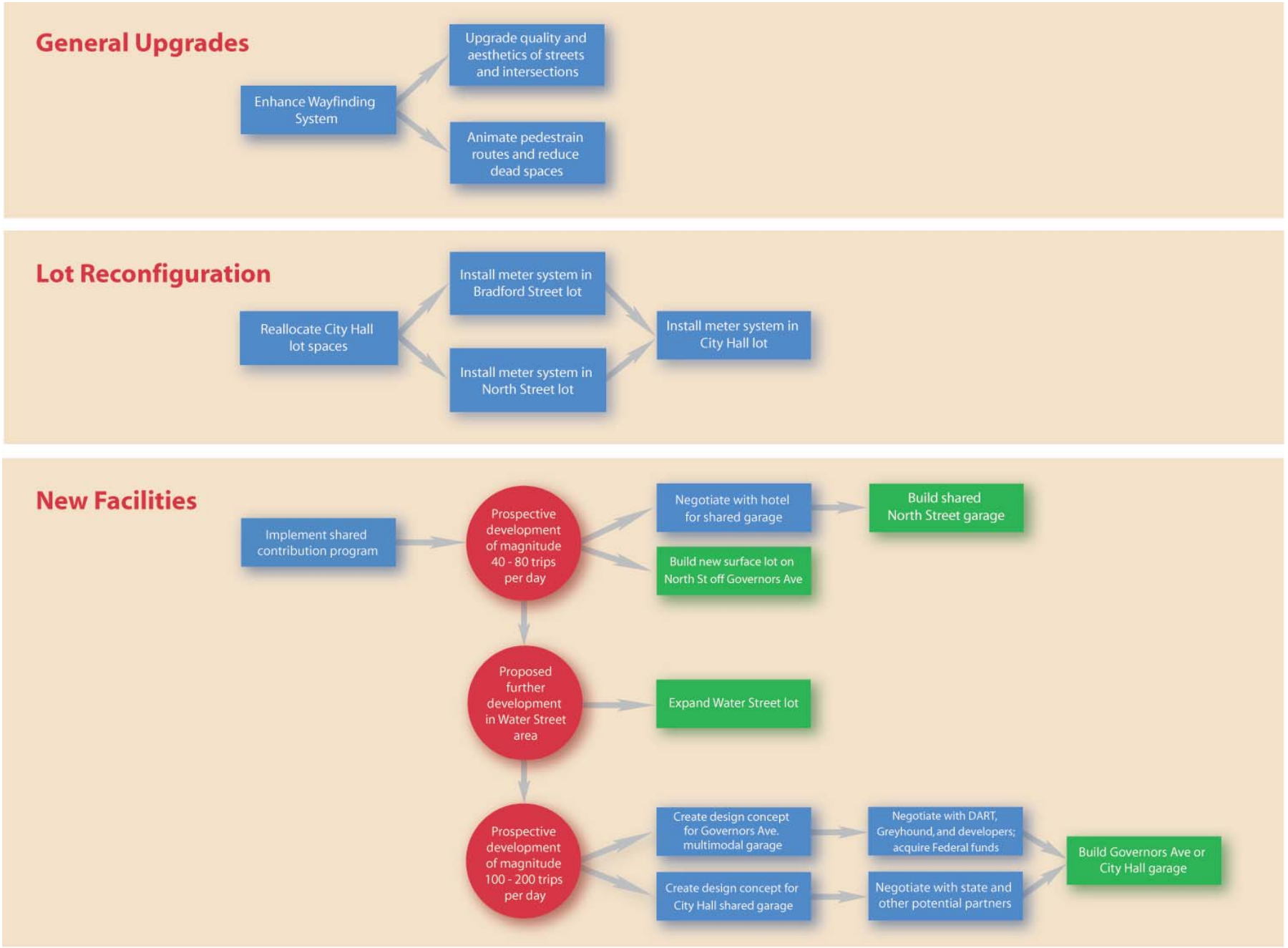

Figure 4-1: Implementation Plan

Enhancement of the wayfinding system and upgrades to public infrastructure would be fundable through general public works funds or through voluntary or compulsory business improvement district levies. The animation of dead spaces would be most often achieved through partnership with individual property owners on a case-by-case basis.

Table 4-1 contains preliminary planning-level cost estimates for the main improvements associated with the General Upgrades tract. Quantities are based on the strategies illustrated in ***Figure 3-4*** (pedestrian improvements) and ***Figure 3-14*** (wayfinding). Although the overall price tag for the pedestrian connectivity improvements is high, this task is not intended to be a one-time expenditure but rather a steady allocation of resources over time. However, it is important to begin to change perceptions in the near future by selecting a few critical visible locations and applying the appropriate upgrades.

Table 4-1: Cost Estimates for General Upgrades

Wayfinding Improvements

	Unit	Unit Cost	Total
New Parking Signage			
1. Customized New Signs			
	24 units	$100.00 Each	$2,400.00
Total	24 units		$2,400.00
2. Install New Signage			
	24 units	$80.00 Each	$1,920.00
Total	24 units		$1,920.00
Total			**$4,320.00**

Pedestrian Connectivity Enhancement

Streetscape Cost

	Unit	Unit Cost	Total
Design:			**$64,427.33**
Construction:			
1. New Sidewalks and Curbs			
New Curbs			
North Street	1,750 L.Ft	$30.00 L.Ft	$52,500.00
Water Street	2,000 L.Ft	$30.00 L.Ft	$60,000.00
West Street	700 L.Ft	$30.00 L.Ft	$21,000.00
Federal Street	600 L.Ft	$30.00 L.Ft	$18,000.00
Total	**5,050 L.Ft**		**$151,500.00**
New Sidewalk (10-foot)			
North Street	1,556 Sq. Yd	$30.00 Sq. Yd.	$46,666.67
Water Street	1,778 Sq. Yd	$30.00 Sq. Yd.	$53,333.33
West Street	622 Sq. Yd	$30.00 Sq. Yd.	$18,666.67
Kings Highway to Municipal Parking Lot	689 Sq. Yd	$30.00 Sq. Yd.	$20,666.67
Federal Street	533 Sq. Yd	$30.00 Sq. Yd.	$16,000.00
Total	**5,178 Sq. Yd**		**$155,333.33**
2. Curb anf Landscaping Bradford and Governor			
	2 LS	$60,000.00 LS	$120,000.00
Total	**2 Units**		**$120,000.00**
3. Signals			
Pedestrian signals	72 Units	$3000.00 Each	$216,000.00
Total	**72 Units**		**$216,000.00**
4. Crosswalks			
Striping (Each intersection is approximately 160 feet)	1440 L.Ft.	$1.00 L.Ft.	$1,440.00
Total	**1440 L.Ft.**		**$1,440.00**
Subtotal (without Design Costs)			***$644,273.33***
Total			**$708,700.67**

The second portion of ***Figure 4-1, Lot Reconfiguration,*** identifies short-term improvements in the form of reconfigurations to, or changes in operations of, specific lots. This represents an emphasis on the parking supply short of the construction of new facilities. The City Hall lot is listed first because the recommended action is straightf orward and easily implemented: reallocating the majority of the underused two-hour spaces as permit spaces. The City should also, in the near term, strive to install the recommended meter systems in the Bradford Street and North Street lots, which would involve procurement of the equipment (one ticket-dispensing machine for each lot), re-signing, repainting (with numbered spaces), and adjustment/addition to the associated wayfinding components. Following observation of the demand for metered spaces at Bradford and North Streets, as well as of the occupancy and use of the City Hall lot following its initial reconfiguration, the meter program could be extended to the City Hall lot to offer a third location for intermediate-term, pay-by-the-day parking.

Table 4-2 includes preliminary planning-level cost estimates for the ***Lot Reconfiguration*** tract.

Table 4-2: Cost Estimates for Lot Reconfiguration

Parking Meters

Centralized Parking Pay Stations (quantities assume installation at Bradford and North Streets)	Unit	Unit Cost	Total
1. Centralized Parking Pay Stations			
	2 units	$10,000.00 Each	$20,000.00
Total	**2 units**		**$20,000.00**

Parking Signage and Striping

	Unit	Unit Cost	Total
New Parking Signage and Striping			
1. Customized New Signs			
	10 Units	$100.00 Each	$1,000.00
Total	10 Units		**$1,000.00**
2. Install New Signage			
	10 Units	$80.00 Each	$800.00
Total	10 Units		**$800.00**
3. Striping			
	200 L.Ft.	$1.00 L.Ft.	$200.00
Total	200 Units		**$200.00**
Total			**$2,000.00**

The bottom portion of ***Figure 4-1*** focuses on ***New Facilities***. First and foremost, in order to fund new public parking investments, it is critical that the recommended shared contribution program is implemented. This should replace the existing "rebate" system for downtown developers yet still offer them the option of providing any percentage of the required spaces themselves (i.e., through self-construction rather than contribution).

Once this mechanism is in place, then most new facilities could be supported through developer contributions, assuming an adequate mix of proposed uses. The percentages proposed in ***Section 3.3*** are designed to allow some leeway in acknowledging that a perfect mix of uses is rarely achieved (hence the need for the various use contributions to add up to greater than 100%). Development of new facilities should subsequently be

dependent upon the amount and location of prospective development. All the facilities listed would be development-driven, and therefore not subject to a linear time scale but rather linked to a certain amount of new development.

If proposed development is at a relatively limited scale (approximately 40 to 80 trips per day), much of the parking demand could be absorbed by a new surface lot on North Street off Governors Avenue (behind appliance store), and/or by sharing the garage proposed as part of the hotel development. If the opportunity arises for such a shared arrangement, the City should take advantage of it, although the City portion of the funding might be dependent upon getting the shared contribution program in place and identifying an interested contributing developer. If the time scale of the hotel/garage project precedes the implementation of the shared contribution program, but if initial funds are available, then the City should take advantage and incorporate a reimbursement clause into the shared contribution policy.

If new development is proposed not for the Loockerman Street area but for the burgeoning office cluster at Water Street, the shared contribution program could lead to the development of an expanded Water Street lot through the clearing and addition of nearby parcels. It remains to be seen whether the already existing and programmed office development, due to the rebate program, will create a parking shortage in the area. If this is the case, the Water Street lot expansion may need to be initiated before further development is proposed.

As prospective development in the downtown area reaches the point where 100 to 200 new downtown trips are predicted, then the City will reach the parking structure threshold. The two possible locations recommended in this report–the Governors Avenue/Acme lot and the City Hall lot–have been chosen for their potential to include additional major players that may be interested in the development of a garage, thereby removing some of the financial burden from the City and developers.

As discussed in ***Section 3.4***, the Governors Avenue location is appealing because it is a logical location for a garage plus multimodal center. From a funding perspective, this offers numerous advantages. Aside from the City and "contributing" developers, there could be several additional partners for a state-of-the-art facility in this location: DART,

Greyhound, the Federal Government (through its grant programs and transit development funds), and other developers interested in marketing and utilizing the retail spaces included on the ground floor. Nonetheless, due to the high costs of constructing a garage vis-à-vis a surface lot, the required contribution of developers would be "stepped up" in value, but not percentage, terms. However, as downtown land becomes more scarce and more valuable with the achievement of a critical mass of development, then the additional costs should be reflected in additional ultimate value to the developer.

The manner in which such a project should be pursued is to initially create a concept for the site, and then use it as a tool to generate enthusiasm for the plan and to negotiate with prospective interested parties, on whose input the concept can be remolded to fill specific needs.

Concurrently, the City should also assess the State's interest in partnering on a garage on the site of the City Hall lot. This scenario would assume an expansion of state functions in the State Complex area with a need to accommodate more employees. Even under the current situation, where parking is especially tight while the legislature is in session, the State has been examining options for expanded parking and may demonstrate an interest in a shared structured facility.

These two garage locations, i.e., Governors Avenue and City Hall lot, have been selected as the best candidates for structures in the near term because of the potential for partnerships with other interests. From the developer's perspective, under the shared contribution scheme proposed in ***Section 3.3***, this "subsidized" contribution to the construction of new parking structures would serve as a reasonable stepping stone above the cost of providing surface spaces but short of bearing the entire costs of structured parking.

Preliminary planning-level cost estimates for the ***New Facilities*** described above are included in ***Table 4-3***. Each estimate reflects the total cost of the facility, (i.e., including the potential contributions of all partners and developers, not just the financial obligation to the city). Costs per space are based on land constraints (i.e., difficulty of construction site), architectural and contextual sensitivity, regularity of site dimensions (dictating garage complexity), and assessment of additional components to be incorporated (i.e., bus bays, retail space).

Table 4-3: Cost Estimates for New Facilities

Potential New Facilities	Unit	Unit Cost	Total
1. Surface Lot, North Street off Governors Avenue	40 Spaces	$2,000.00 Space	$80,000.00
2. North Street Garage (as part of hotel project)	120 Spaces	$25,000.00 Space	$3,000,000.00
3. Water Street Lot Expansion Areas	60 Spaces	$3,000.00 Space	$180,000.00
4. Acme/Governors Avenue Multimodal Center	300 Spaces	$30,000.00 Space	$9,000,000.00
5. City Hall Lot Parking Structure	300 Spaces	$25,000.00 Space	$7,500,000.00
Total			**$19,760,000.00**

These costs are all at the upper end of a reasonable range dependent upon specific site characteristics as described above. Pending detailed engineering study of each site, it is possible that low land costs, minimal utility obstruction, low labor and materials costs, ideal topography and subsurface conditions, readily available land for staging, and minimal street intrusion could bring the cost of a structure to as low as $15,000/space, but the assumption of such a figure at the outset could lead to unexpected cost overruns.

5.0 CONCLUSION

Through this interactive study process, the parking problem in Dover has been found to consist of two main components:

- Perception that parking is unavailable or far from shops and restaurants.
- Upcoming real shortfall due to "rebates" offered to prospective developers.

This report has proposed a number of actions to address both the shorter-term perception issue and the approaching shortfall, including policy measures and specific recommendations for improvement to existing facilities or addition of new facilities.

The chronology presented in ***Chapter 4*** represents an incremental approach to addressing the problem, beginning with relatively cost–efficient enhancements (maximizing the utility of the existing parking supply) then proceeding to new surface lot investments and, finally, when development momentum reaches a critical level, above-ground parking structures. Investment in new facilities would be dependent upon a revamped contribution system from prospective developers, through which developers of different "uses"–office, entertainment, residential, hotel, restaurant, etc.–would contribute a fixed percentage of each new space to "share" the facility among the various users. This arrangement is made possible because different uses, i.e., office versus residential, have different peak parking periods, and the effective sharing of spaces would maximize the efficiency of the parking supply and minimize the amount of downtown land that would need to be dedicated to parking.

While other issues outside the core area were discussed at the stakeholder interviews and the design workshop, they are unlikely to affect the recommendations for the downtown core. For instance, the issues surrounding Wesley College are related in principle to those affecting the downtown–specifically the rebates and reductions offered for new developments–but the physical separation between the College and the core means that there is little overlap between their respective parking sheds. However, this could change as they expand toward each other or if Wesley College begins to seek downtown locations for student housing or other uses.

It is important, especially in the short term, that parking is not identified as the one and only fundamental component of the city in need of upgrade, as the addition of a central parking structure in the absence of other measures to improve the basic walkability and attractiveness of the City would likely do little to transform Dover into a major regional destination and development area. The City of Dover has much to build on as it looks to revitalize and reinvent itself as a stronger destination, such as its wealth of historic architecture and its fine-grained, pedestrian-scale roadway network.

In order to find success, it is essential that the City build on its unique strengths rather than attempt to mimic its suburban-style competitors simply through the addition of more parking. As documented throughout this report, the City should strategically invest in all facets of its infrastructure to further increase its distinctiveness vis-à-vis the competing regional shopping centers and malls, creating its own market niche rather than trying to imitate the suburbs. This general strategy, together with a manageable, incremental approach toward increasing the parking supply, could help Dover emerge as a stronger regional center and thus have positive effects for the downtown core and surrounding neighborhoods alike.

APPENDIX A: STAKEHOLDERS INTERVIEWED

• **Eugene Ruane**	City Council
• **Paul Bernat**	Police Department
• **Tony DePrima**	City Manager
• **Dan Wolfensberger**	Central Delaware Economic Development Council
• **Chris Raubacher**	Downtown Business Owner
• **Tom Smith / Doug Van**	Dover Parking Authority
• **Robert Furman**	State Department of Administrative Services
• **Jerry Street**	Downtown Development Corp.
• **Mary Skelton**	Kent County Tourism
• **Spicer Leaming**	Downtown Business Owner
• **Ed Perez**	Main Street Manager