



SECTION IV



PLAN PRINCIPLES & RECOMMENDATIONS

| Section 4 |



Plan Principles & Recommendations

There are several key development areas around Dover Station and the Downtown that are ripe for redevelopment. These areas consist of large and smaller sites, both public and privately held. Dover has recently declared itself an “Area in Need of Rehabilitation” which allows the Town to create redevelopment plans for areas that may need specific attention. Although redevelopment planning is allowed, it is not permitted the powers of eminent domain unless the area is declared an “Area in Need of Redevelopment” through the process outlined by the New Jersey Housing and Redevelopment Law (NJSA 40A:12A:-1 et seq.). Notwithstanding, this plan recommends that whether a formal redevelopment process is initiated, or this plan is implemented through private sector investment, existing zoning should be superceded because of the opportunity to develop these sites as a cohesive unit where all development details can be negotiated with the community’s best interest in mind.

Again, this plan identifies specific subareas that are subject to analysis, recommendations, while presented in priority order. Although some recommendations focus parcel by parcel, the plan will also focus on how each parcel relates and functions as an integral piece of the entire Downtown. As such, this plan focuses on continuity, connections, and form. By taking the best that Downtown Dover has to offer and combining it with what is best about towns of similar attributes like Madison, Princeton, South Orange, Morristown and others, the plan recommends both short and long term solutions that work toward building a future for Dover that its own history would be proud of.

Night-time at Dover Station

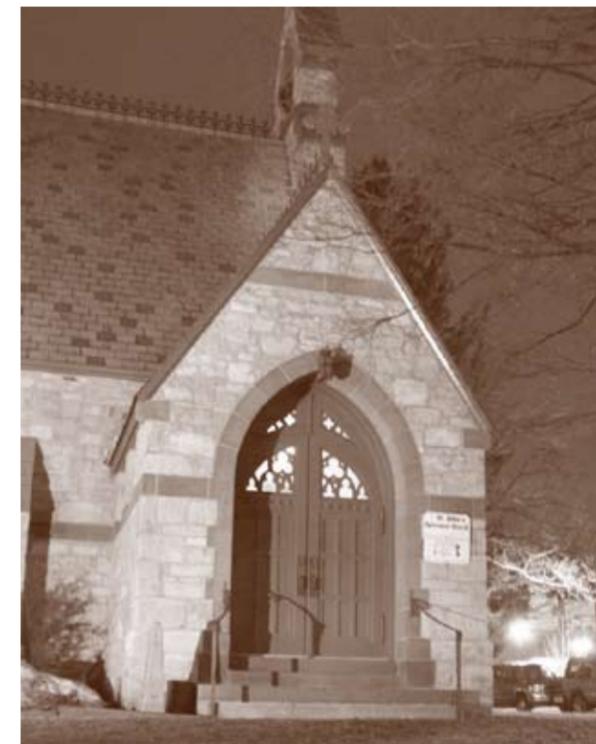
PLAN PRINCIPLES

The goals and principles this plan recommends are based on sound land use as well as State and National, Transit-Oriented Development principles and practices. Ultimately, the zoning provisions recommended in the plan emanate from these principles and work toward standards that the development community will use to implement the vision established by the citizens of Dover.

- **Enhance Dover as a special place that includes;**
 - Pedestrian friendly amenities;
 - Provisions for public spaces;
 - Enhancement and compatibility with the historic district;
 - Mixed use development.
- **Utilize the Station and Downtown as a catalyst for new economic development opportunities that;**
 - Increase Dover's tax base;
 - Compliment the existing business community;
 - Enhance socio-economics in Town;
 - Spur investment
 - Connects the entire community
 - Better pedestrian and bicycle connections to and within Downtown
 - Enhance and upgrade existing open space
 - Better vehicular circulation
 - Strategic parking locations
 - Accommodates parking
 - Strategically plans location and volume for structural parking, surface lots to absorb current and future demand
 - Works to supplement residential and commercial community while thinking "pedestrian first"

MASSING PLAN (FIGURE 3)

The Massing Plan serves as a basemap for prototypical design and layout for new development and redevelopment. Reconnections to the existing street network and pedestrian improvements lay the foundation for building layout. This plan breaks down the massing plan by subarea where each area's details will be highlighted. Where appropriate, plan elements are depicted with rendering to show how suggested improvements may look. An important note is that each conceptual development proposal serves as the framework for the development community. While each concept depicts number of units, size of commercial space and parking to be included by the standards of the plan, they are baseline numbers of what the plan feels is appropriate for the Town's future success. The importance of these figures is that they serve as a basis for new development while allowing flexibility within the new ordinances contained in the plan. Form, layout and consistency with the design principles are the plan's foundation and remain the Town's primary concerns.



St. Paul's Church



FIGURE 3
MASSING PLAN | MAP

RESIDENTIAL DEVELOPMENT

There are approximately 400 existing residential units located within the Transit-Oriented Development Plan study area. While some of these units are stand alone residential uses, such as condominiums and age-restricted apartments, others are apartments of varying size above retail storefronts at ground level. The market study performed as part of the 2003 Transit Vision Plan identified that 600 – 700 additional units could be accommodated in today's market conditions. As depicted in the 2005 Master Plan's Community Profile section, Dover is expected to experience a population increase of over 1,000 persons based on 2000 Census data and NJTPA forecasting model (within the next 5 years). This plan concludes that the numbers could be reasonable, and as a result, Dover could support the associated housing units in the near term. Population projections for Dover and Morris County, as well as the impacts of the State of New Jersey's Highlands Water Quality Protection Act, seems to indicate that Dover could handle an additional 500 units in the next 5-10 years.

A cursory review of the current infrastructure has indicated that the availability of sewer and water to handle this increase with relatively minor upgrades is present.



Dover Plaza

Dover stands at a precipice where proper planning, proper mix of commercial (retail and office) with this additional residential development can catapult the Town well into the next millennium. However, to capture the market potential that towns like South Orange, Rahway and Red Bank have through their recent efforts in TOD planning, housing must be accommodated in a way that provides choice and the critical mass necessary to support the business community.



The Dover-Rockway freight line presents greenway opportunities

COMMERCIAL DEVELOPMENT

As population projections indicate a prospective increase to Dover's residential market base, so too does the opportunity exist within the commercial market. An increased population subsequently increases the need for goods and services to serve this population. New business opportunities may include cleaners, salons, convenience stores, bookstores, coffee shops and restaurants amongst other service-oriented businesses. Opportunity and need will arise in the professional office market as well, such as doctors, lawyers and dentistry. The market study in the Town of Dover Transit-Oriented Development Vision Plan by Urban Partners, Inc. identified the retail commercial market within Dover as strong.

Dover will eventually evolve into a much different market place once some key projects identified in this plan are developed. With this change in market comes the desire to locate and startup small business. As such, this plan should remain flexible to capture this need once it arrives. Unfortunately, due to the large amount of vacant office space in the State of New Jersey, there is no immediate market for pure office space, although a tenant may seek Dover and its amenities with careful and aggressive targeting. Efforts to attract office users should wait until the Dover marketplace has evolved so the Town's efforts in this regard can be augmented.



Mixed development on Blackwell Street



Baker's Opera House

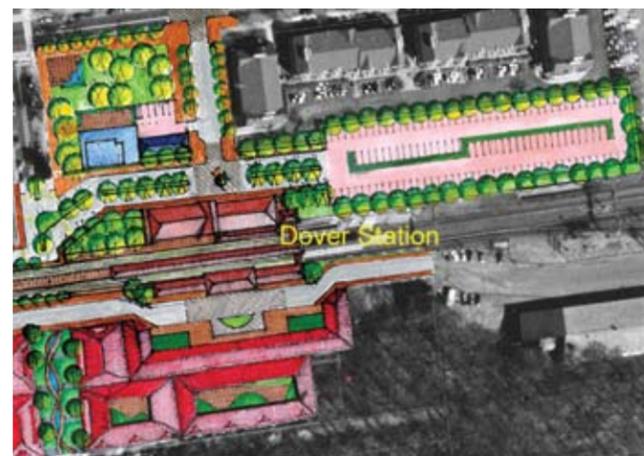
- **SPECIFIC RECOMMENDATIONS FOR SUBAREA 1**

Dover Station Area is a historic resource that deserves to be showcased. Priority attention must be given to this area. The Station area must improve its pedestrian realm to allow for better pedestrian and vehicular circulation patterns rather than the confusing interface between Dickerson, Bergen and Essex Streets with Dover Station that exists today. The patterns that prevail today allow unimpeded vehicular access, and as such, is a safety concern for rail passengers and pedestrians.

A new restaurant recently located at the Station. While parking provisions will be needed and required by current ordinance, they should be met through a shared parking agreement with the Town once pedestrian improvements are made to the station. Pedestrians must take precedence over any parking requirements.

The key recommendation for subarea 1 is that a detailed Station Area Plan be developed with mechanisms for implementation. This planning effort should include working with New Jersey Transit for cooperation, technical assistance and funding if available. Dover may also seek funds from NJDOT's Transit Village program once designated a "Transit Village". NJDOT also offers Transportation Enhancement grants that the Dover Station area would be a prime candidate for. Whatever the funding mechanism, the Dover Station should be considered one of the highest priorities for the Town in the immediate future.

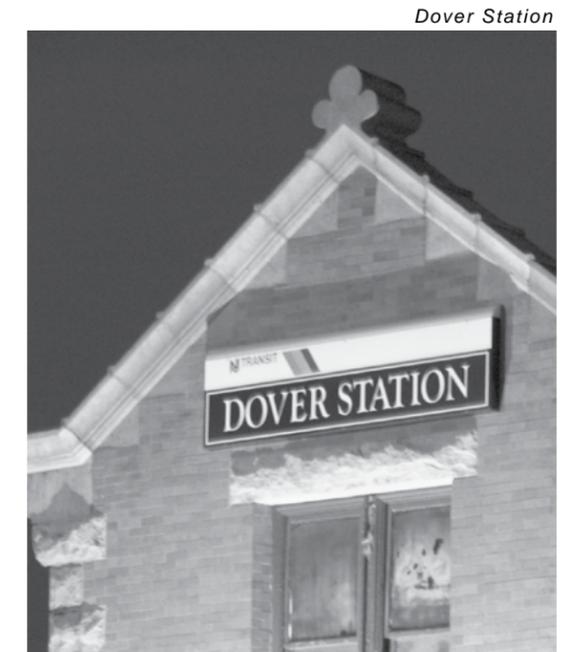
Highlighting the Station and improving the surrounding area, with enhanced pedestrian amenities, will encourage ridership and utilization of Dover Station. Increased ridership means several things; more foot traffic for Dover business, less vehicular traffic in the Downtown, more profit for NJ Transit that will equate to better service as well as availability for funds to improve the Station area. These benefits are in Dover's best interest and in fact will work as an image enhancer as well. Dover Station is a gateway into Town.



Close up of the Dover Station Area

KEY PRINCIPLES OF SUBAREA 1:

- **Dover Station to become a focal point of the community while highlighting the Historic nature of the Station and St. Paul's Church;**
- **Improved streetscape for all streets approaching the Station;**
- **A "pedestrian first" approach where amenities are clearly defined;**
- **Traffic calming with brick pavers and "speed tables";**
- **Defined vehicular circulation with "Kiss N Ride" amenities and taxi stand;**
- **Partnership with St. John's Church to create and enhance public space while highlighting the historic nature of the Church;**
- **Relocating surface parking into the parking lots decks proposed in Subarea 5.**
- **Consider long term parking solutions such as a parking deck located on Lot A.**



Dover Station

The conceptual massing plan and improvement recommendations include slowing vehicular traffic down while providing "kiss-n-ride" opportunities and taxi-stand. A traffic circle centered on Bergen Avenue with public artwork at the center could be designed to slow traffic and facilitate pedestrian movements. Some parking will be lost in making these improvements; however the current lot to the east of the Station could become structured parking in the future should demand reach those levels. (Figure 4.1 - Station Area Sketch)



FIGURE 4.1 | STATION AREA SKETCH

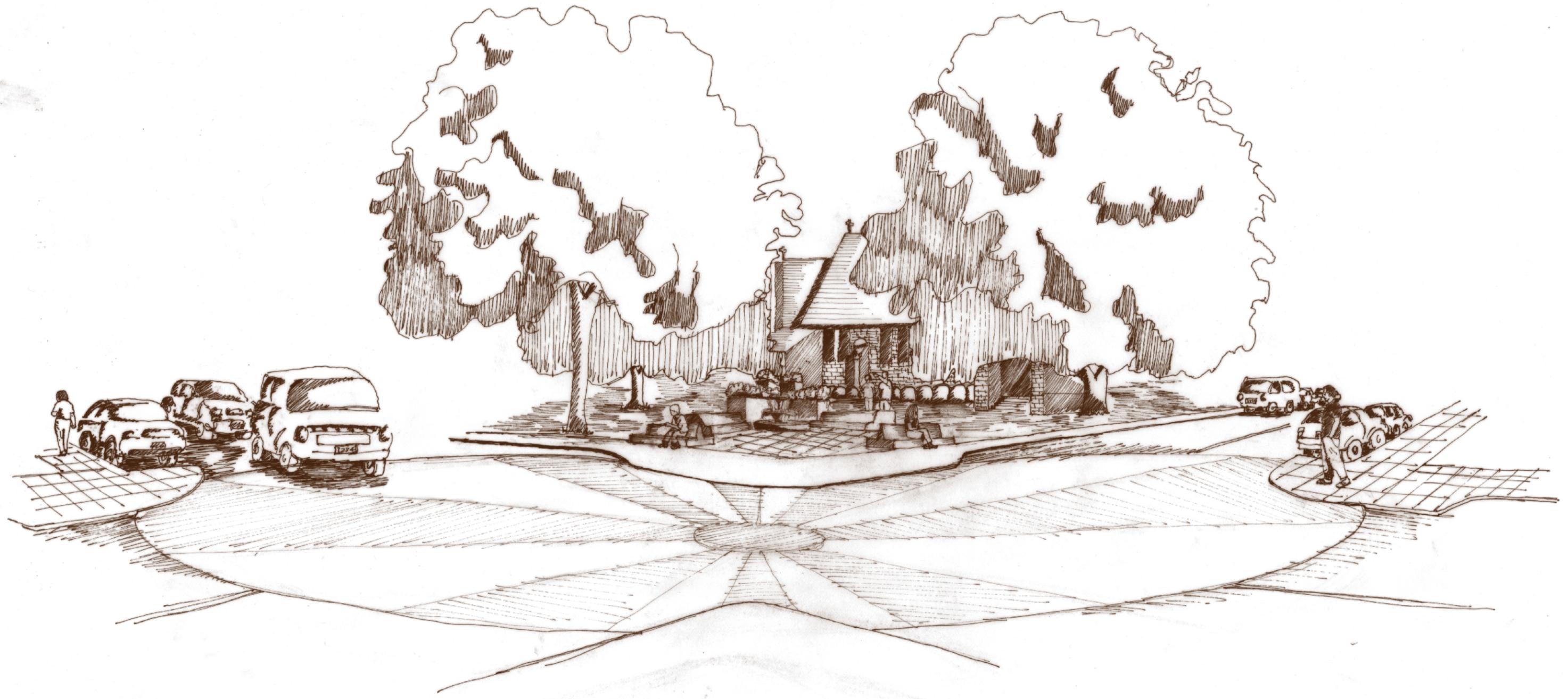


FIGURE 4.2 | ST. JOHN'S PLAZA SKETCH

In the immediate future, pedestrian improvements discussed earlier and public plaza space on the west side of the Station should be pursued with vigor. The plaza space could also be utilized as outdoor seating for the restaurant. All streets, parking lots and public space shall include crosswalks, landscaping and other traffic calming measures. Dialogue and partnership with St. John's Church could lead to the possibility displayed in Figure 4.2- St. John's Plaza Sketch.

• **SPECIFIC RECOMMENDATIONS FOR SUBAREA 2 BASSET HIGHWAY WEST**

This area is another key to Dover's success as a great place. Part of Urban renewal era, Subarea 2 lies at the site of one of the historical heartbeats of the Town- the Ulster Iron Works. This site has great potential to tie past and future history together through its location. This location also provides Dover with the ability to reconnect Downtown to the Rockaway River, West Dover to the Downtown via Greenway linkages, Dover to new opportunity within the regional market, and the new civic spaces.

Since the Subarea is a "super block" in essence, a comprehensive redevelopment plan should be created to connect a new street network through the site and to the existing Downtown grid. Unlike redevelopment of Subarea 5, this area contains many privately held, underutilized properties that may be difficult assembling. Ultimately, a redevelopment process may have to occur should a developer be unable to assemble all the necessary property and the Town seek such aggressive measures. Whatever the planning mechanism, this plan recommends the following design principles to guide the process:

KEY PRINCIPLES OF SUBAREA 2:

- **Provide a River Walk and public space along the Rockaway River utilizing the floodway;**
- **Buildings should rule the edge of Riverwalk with no streets and lush greenscape plantings between buildings and River;**
- **Work to compliment the Historic District through architectural design and layout;**
- **Establish a street grid to guide building layout and use;**
- **Act as an extension of Downtown Core;**
- **Include the existing senior citizen housing into the design;**
- **Contain mixed-use retail/office/residential;**
- **Include structured public parking within site development;**
- **Pedestrian amenities and strong streetscape with strong connections to the River and Downtown Core.**

Lastly, the redevelopment of this Subarea may seek to consider adding a portion of Subarea 4 into the plan. The site, bordered by Warren Street, Sussex, Basset Highway and the Rockaway River, is another site of 1950's design that could be redeveloped as part of a larger redevelopment project. While currently a commercial building with several businesses is located on the site, it may prove more useful as an extension of Town Hall. This plan's conceptual design of the site is discussed further in Subarea 4.



Proposed sidewalk improvements at the end of Blackwell Street





Night-time on Blackwell Street

- **SPECIFIC RECOMMENDATIONS FOR SUBAREA 3 - THE DOWNTOWN CORE**

The majority of the Dover Historic District lies within the Downtown Core. In-fact, this Subarea's characteristics are directly attributable to historic development patterns. This plan recommends more stringent development criteria based around what is best of the historic district.

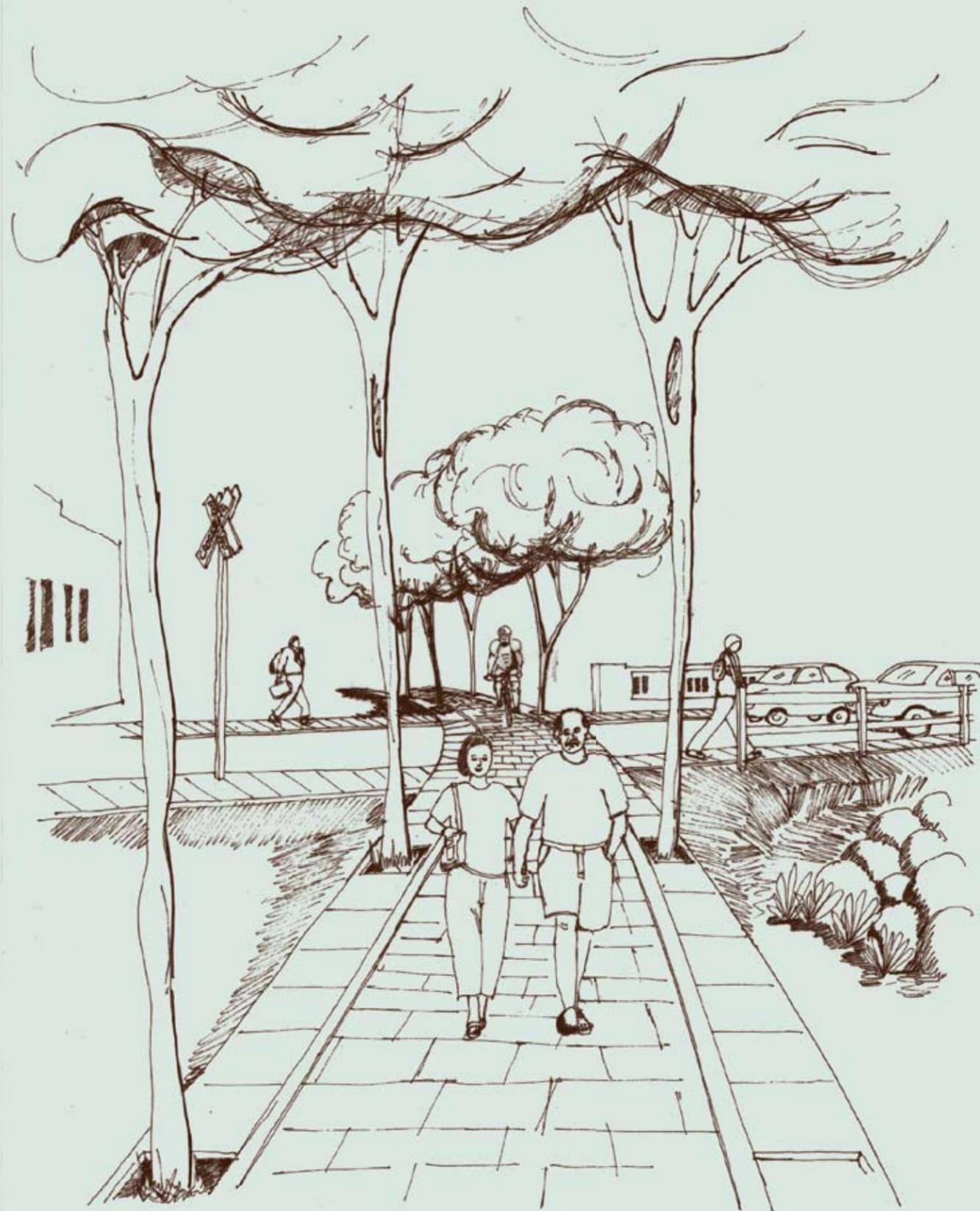
The historic district and its architecture are the foundation of this plan. New development or redevelopment of properties that are not contributing to historic value should be led by guidelines that focus on form and architectural treatments while being practical to existing property owners. The existing zoning for this Subarea, and all Subareas within this plan will be guided by its zoning recommendations upon adoption by the Board of Aldermen on recommended by the Dover Planning Board as such.



Existing Elements of Area 3

KEY PRINCIPLES FOR SUBAREA 3:

- **Hiring a community liaison to facilitate economic development activities and be a point of contact for the existing business community;**
- **Architectural compatibility with historic properties;**
- **Build to lines rather than setbacks;**
- **Mixed- use building with retail on ground floor with residential and commercial uses permitted by-right above;**
- **Uniform streetscape on all streets including trees, planters and lighting to coincide with existing treatments on Blackwell Street;**



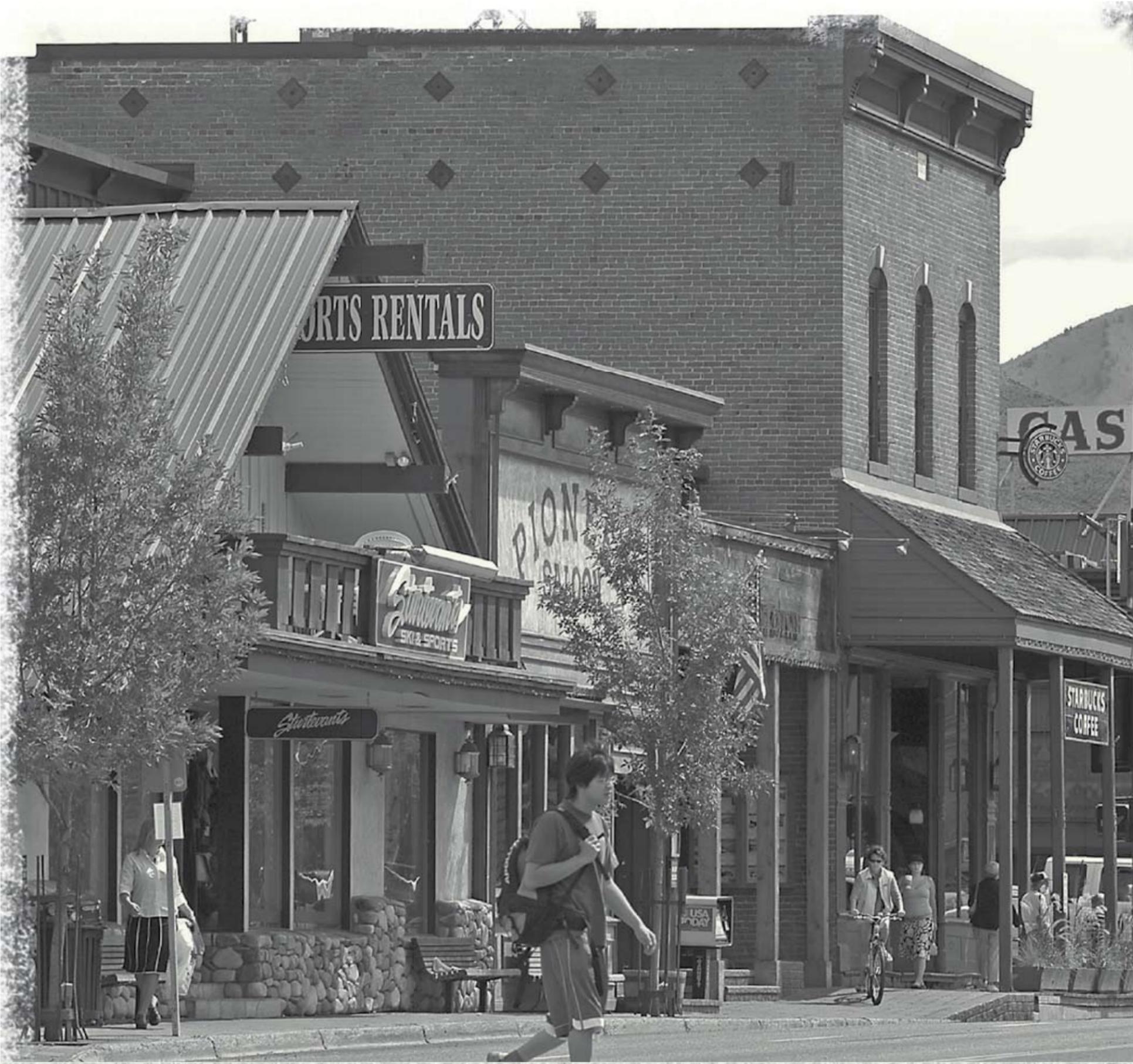
Potential Reuse of the Dover Rockaway freight Line as a Greenway

- Pedestrian focused with bus stop amenities;
- Pedestrian focus on Bergen Street between the Morristown & Erie freight line (future greenway), and Dover Station.





FIGURE 5
MASSING DETAIL OF A REDESIGNED CIVIC HUB | MAP



- **SPECIFIC RECOMMENDATIONS FOR SUBAREA 4
BASSET HIGHWAY EAST/DOWNTOWN NORTH**

Subarea 4 is anchored by several key features; availability of publicly-owned property, the Rockaway River, the Morristown and Erie Rail Line and JFK Park (The former boat basin of the Morris Canal). By capitalizing on existing features, Dover can work to create a much stronger Downtown Core that strengthens ties to the northern part of Town.

This plan recommends the relocation of Town Administrative Offices because of the limited space within Town Hall. The remaining space could be reallocated to police, fire and court administrative functions (Figure 5-Massing Detail of a Redesigned Civic Hub).

Although the fiscal constraints to construct a Town Hall Annex can be prohibitive, it may make sense to roll the development of a new facility into the larger redevelopment efforts Subarea 2 and be subject to a redeveloper agreement. This plan identifies this site because it is a key parcel in the Downtown and lies at the “cross roads” of Historic District resources. These civic land-uses strengthens access to the Downtown Core, Rockaway River and Morristown and Erie Rail Line. As such, the portions of these sites that abut the river can become public space that links economic activity in the Downtown to the greenway created through the abandonment of the rail line and river access. Figure 5.1 Town Hall River Plaza sketch indicates how the interface of a “pedestrian only” Riverwalk could be created as part of this plan’s implementation.

Good Pedestrian-friendly streets typically contain amenities such as flower boxes, benches and street trees



FIGURE 5.1 TOWN HALL RIVER PLAZA

KEY PRINCIPLES FOR SUBAREA 4 (AS APPLIED TO TOWN HALL):

- Relocate Town Administrative functions as part of planning effort for Subarea 2. Should opportunity permit, the ideal location would be along Bassett Highway between Warren and Sussex Streets to remain close to the Post Office and other civic based services;
- Police, fire and Courts should remain within existing Town Hall;
- Southern edge of the existing Town Hall to be pedestrian only entrance and tied into the Riverwalk created as part of Subarea 2;
- Northern side of existing Town Hall should utilize the abandoned rail ROW for parking;
- The greenway designed along the Morristown and Erie Rail should connect via the southerly side of Town Hall into the Riverwalk.
- Pedestrian circulation to take precedence over vehicular. All streets to include brick paved crosswalks and landscaping. Pedestrian crossings signs should be placed throughout.



Town Hall today

SUBAREA 4 PRINCIPLES (GENERAL):

- Implement the recommendations of Streetscape section of this plan;
- Include Bassett Highway North between Warren and Sussex in the Redevelopment planning for Subarea 2;
- Improve the aesthetics of Town-owned parking facilities through landscaping or redevelopment of mixed-use building with public parking included in the design;
- Create a special pedestrian place linking Town Hall and the Post Office with neighborhoods and the entire Downtown;
- Link river and abandoned rail into a Greater Morris County Greenway program; (Figure 5.2 Dover Greenway @ The Laughing Lion Sketch)
- Implement new zoning by adopting the recommendations of this plan's Zoning section;
- Promote mixed-use retail/residential land uses.



A freight train passes the Laughing Lion
Image Source: www.tri-state-rail-history.org



FIGURE 5.2 DOVER GREENWAY AT THE LAUGHING LION SKETCH



Dover Post Office

- **SPECIFIC RECOMMENDATION FOR SUBAREA 5 DOVER STATION AREA WEST**

Subject to past planning efforts in cooperation with the New Jersey Transit Corporation, this area is one of two larger areas ripe for redevelopment. The area is primarily controlled by the Township of Dover with a 363 parking space deed restriction with an adjacent 1.88 acre piece of property, owned and operated by NJ Transit.

While the area is largely within public control, one of two possible directions could be taken; a redevelopment planning process, or a partnership between the Town of Dover and NJ Transit where solicitation for developers through a Request for Proposal process be undertaken. Either way the Town chooses, the principles in this plan will be guiding. With several outstanding issues to be resolved, such as relocation of NJ Transit's - Dover Freight House. The Town must pursue resolution of this matter to remain within this plan's implementation schedule.

Subarea 5 is also located adjacent to the 6.8 +/- acre Crescent Field recreational facility, and as such, any development within this Subarea, especially those sites immediately adjacent to the field, should embrace this facility and add additional public space in an appropriate manner. East/west access should also be provided south of the rail line. This plan recommends that an improvement of the area immediately adjacent to the rail R.O.W. adding a greenway that recognizes the rail line as a vital Dover Historic resource and improves it aesthetically. Figure 6.1 North Dickerson Sketch depicts what redevelopment of the parking lots along Dickerson could look like while embracing the rail R.O.W. on the opposite side of the street. Throughout the Country, many planning efforts turn their back on rail R.O.W., while Dover has a unique opportunity to be innovative. As conceptually depicted in Figure 6- Subarea 5 Massing Detail, the principles guiding Subarea 5 are as follows:



Key design elements of Subarea 5 should embrace those that already exist in Town.

KEY PRINCIPLES FOR SUBAREA 5

- **Recognize the Historic nature of Dover by creating new buildings that compliment the old by utilizing key design elements;**
- **Utilize the existing topography to incorporate parking and mixed- use development in a manner complimentary to South Morris Ave, Crescent Field, Dover Station and the surrounding neighborhoods;**
- **Relocate NJ Transit's - Dover Freight House;**
- **Celebrate the historic nature of the rail road; as a historic R.O.W;**
- **Provide better circulation South of tracks and help alleviate congestion on South Morris Avenue;**
- **Act as an extension of Downtown Dover and Historic District;**
- **Provide pedestrian amenities and connections thru, to, and within the site;**
- **Enhance Crescent Field;**
- **Recognize existing uses and their needs for commuter parking through shared facilities;**
- **Utilize surface parking facilities along North Dickerson into mixed-use development with parking that is complimentary and available to the Downtown;**
- **Include commuter parking needs and property deed restrictions within the site development.**



FIGURE 6
SUBAREA 5 MASSING DETAIL | MAP





Four to Five story mixed use buildings on North Dickerson would create an active and pedestrian-friendly environment. The edge of the Morris & Essex Rail line should also be addressed.



FIGURE 6.1 | NORTH DICKERSON SKETCH



The conceptual massing plans outlined in this plan expands the Downtown street grid into a development that is compatible with the Town. As shown, each mixed-use building creates a pedestrian environment through ground level retail with some office and residential above. Views from many of the units focus on the extension of Crescent Field and its outdoor amphitheater, community center and sport venue. Each building is also designed as a luxury building complete with pool or water feature and outdoor space. (Figure 6.2- Clock tower Commons Sketch)

FIGURE 6.2 | CLOCK TOWER COMMONS SKETCH



Clock-Tower Commons exhibits architecture elements reminiscent of the St. John's Church Spire

The Form and style of each structure is more important than use, although retail must be developed at ground level and connected into the Downtown district. Where future markets dictate, some office may occupy space above retail with residential occupying the top floors. It is also important to note that building design elements must work within a reasonable design vocabulary that complements and utilizes important historic architectural elements within the design. Figure 6.3-Design Elements depict such detail.

FIGURE 6.3 | DESIGN ELEMENTS SKETCH

› SPECIFIC RECOMMENDATIONS FOR SUBAREA 6 – EAST BLACKWELL STREET

Downtown areas or centers of retail shopping must end somewhere. While effort could be made to continue the fabric of the Dover Core, this plan recommends that Mercer Street and beyond be the focus of more intensive study. This is not to say that approaches to improve the aesthetics of this area should wait until a plan is formulated. To the contrary, the Streetscape Improvement Program should be pursued aggressively along East Blackwell as it should be on any other street in the Downtown. However, this plan recommends that the design standards, and ordinances identified within, govern private investment and redevelopment of this subarea.

To coincide with the Historic District boundary the announcement of a visitor's entry into the Downtown needs to be clearly defined. There are several such areas where such a formal announcement could be located, but in theory it could be anywhere from Salem Street westward along Blackwell.

Notwithstanding a formal gateway being defined for the Downtown, the continuation of auto dependent land uses, particularly auto sales and repair, may continue pending further study. Perhaps an "area in need of redevelopment" investigation will be necessary, but the aesthetics of the street must be improved. Currently, Subarea 6 is more of a mix of uses rather than mixed-use. While single-use parcels are not truly inappropriate per se, some of the practices are in desperate need of rehabilitation, redevelopment and aesthetic upgrades and may be better suited elsewhere in a more industrial setting.

KEY PRINCIPLES FOR SUBAREA 6:

- Continuation of the streetscape program, especially street trees;
- Connections to the Greenway links identified through acquisition of the abandoned Morristown and Erie rail lines and Rockaway River;
- Bus shelters and other pedestrian amenities identified in the Streetscape section of this plan;
- Improve walkability, thus connecting Senior Citizen's Home and other residents to the Downtown;
- Further study on the appropriateness of certain land uses and a plan for access to the Rockaway River.



Blackwell Street

- **SPECIFIC RECOMMENDATIONS FOR SUBAREA 7 DOVER STATION AREA SOUTH**

The importance of Dover Station is as evident in this Subarea as it is in Subarea 1. The need to connect this area to the Station and its platforms is an important component of the development of the entire area south of the tracks. Although the costs of such push implementation efforts back in priority, this Subarea has no direct access to the Dover Stations platforms. This plan recommends that access to the Station be provided in conjunction with new development by allowing connections to both sides of the tracks. This will also help with the timing of the railroad gates at Morris Avenue as the gates remain down to allow pedestrian crossings into the parking areas. However, these Station improvements are important but not a fatal flaw if not pursued immediately. Providing a pedestrian bridge over the tracks to the south is also envisioned. A costly endeavor, these improvements could be financed through public and private partnerships and potentially through redevelopment agreements that could allow higher densities as an incentive to contribute toward improvements.

Because of proximity to the Station and interesting topography, this plan envisions the area could eventually become a Hotel and Conference Center with some retail and office development. The area closest to South Morris could also accommodate residential development, however the ground level of any building along Morris shall contain retail frontage. (Figure 7- Subarea 8 Massing Detail)

KEY PRINCIPLES FOR SUBAREA 7:

- **Keeping the Verizon facility; intact;**
- **Take advantage of the topography between Monmouth and Dickerson South;**
- **Mixed use along South Morris Avenue with retail space on the ground floor;**
- **Improve the streetscape along Morris that connects existing neighborhoods to the Station;**
- **Incorporate public space into design; and topography**
- **Consideration should be given toward the ability to tie in future Redevelopment of Subarea 8;**



Subarea 7 circa 1984
image source: www.railpictures.net

- **Treat access road to NJ Transit's – Dover Rail Yard and light industrial areas as public street (Dickerson South);**
- **Commercial office, Hotel and Conference Center development would be permitted uses in this Subarea.**

- **SPECIFIC RECOMMENDATIONS FOR SUBAREA 8 DOVER STATION EAST**

Land uses in this Subarea are industrial in nature and in full operation. As previously stated, due to topography the users are fairly invisible to the rest of the community. This plan does not recommend change for these sites today however, as Subarea 8 relates to other Subareas, particularly Dover Station, we have planned accordingly. Should future markets avail themselves, Subarea 8 could easily be embraced by Subarea 7, where accessibility from Morris Street via Dickerson South, and possibly Park Avenue could be established. Once buffered from NJ Transit's - Dover Rail Yard, the site's topography could lend to some interesting development scenarios. Given topography and geologic substrata much is not financially feasible at this time but may be once the Dover marketplace has been enhanced by current and future development proposals. Ignoring the Subarea altogether is not an option given its proximity to the station although the area's current use is acceptable today.



Dover Storage Yard
image source: www.railpictures.net

PARKING RECOMMENDATIONS

The need for parking is a must for any town. However, in order to balance the demand for parking and the need to remain and enhance pedestrian friendly activity, Dover must strategically locate parking in a way that encourages automobile users to “park once”. Influenced largely by changes in the land uses within Town - parking is a dynamic that must be constantly monitored and updated as any planning document is. As such, Dover must continue to improve upon the integration of public parking in the Downtown.

PUBLIC PARKING MANAGEMENT

Map 2, (Dover Parking Map) depicts where Dover currently provides public parking and commuter parking. This plan recommends future consideration of public and commuter parking within the development scenarios by specific subareas. While the plan calls for parking facilities to be shared, it does not provide the mechanism to support the costs associated with construction. Therefore, the Town should consider creating a Parking Authority, or other entity, whose sole purpose is to administer parking. This new entity would be created to broker deals with the Town, State, NJ Transit and developers in order to accommodate the public need for both the Downtown and Transit facilities. Furthermore, this entity would work with the Police Department in the enforcement of parking rules and regulations and would also be responsible for parking meter installations.

The importance of a working Parking Authority is critical when development applications come forth that are unable to provide on-site parking. This is especially evident in the Historic District where many sites do not have dedicated on-site parking nor space to provide it.

Specific recommendations for parking are included in this section. These recommendations are laid out in more detail because of the inclusion of commuter and public parking needs. Otherwise, parking will be governed by the standards in the zoning section of this plan.

PARKING STANDARDS

Typical Standards regarding parking have denegraded downtowns like Dover’s in New Jersey and Nationwide. With shortsighted standards such as those detailed in New Jersey’s Residential Site Improvement Standards (RSIS) and the Internation Transportation Engineers Manual prioritizing movement of cars without much regard to people, they present a difficult challange to planning for truly great places. Although these standards are inappropriate for Dover, they require waiver upon development application. This plan recommends the parking standards in the TOD be lower than RSIS standards because it is common for parking ratios to be lower in Towns with superior rail service and compact development patterns. In essence, Dover has chosen to shift away from raw data forecasting and is implementing a “pedestrain-first” approach as its chief policy goal. All development applications should utilize the Urban Land Institutes “ Shared Parking Manual” as well as the case examples of best practices in TOD development.

However parking is justified, RSIS should not be the guiding principle.



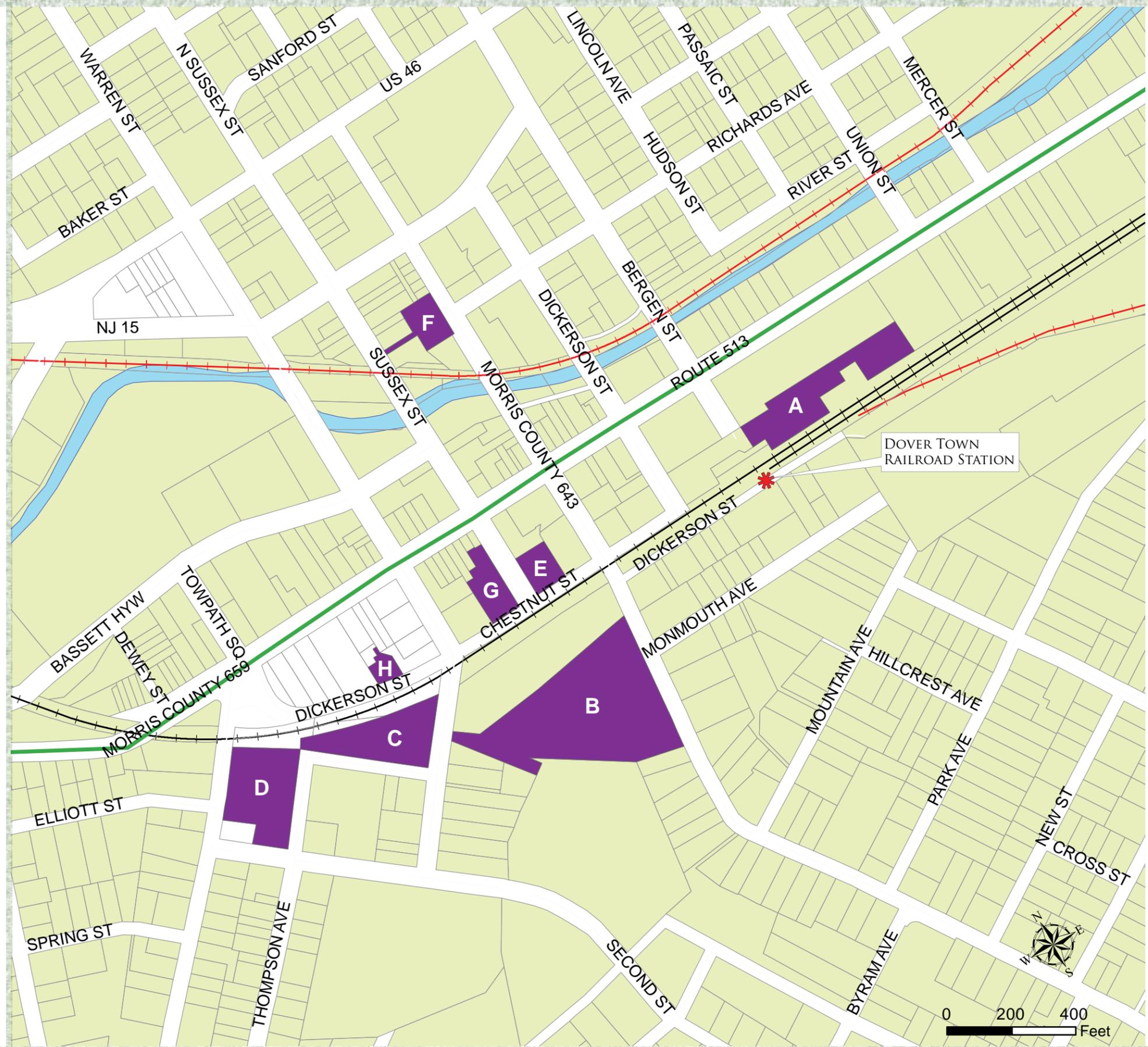
Existing Parking Facilities in Dover have tremendous redevelopment potential

LEGEND

- Existing Public Parking
- Dover Town Railroad Station
- Bus Route # 10
- Freight Railroad
- Passenger Railroad

DESCRIPTION OF LOTS

Lot Number	Number of Spaces	Area in Square Feet	Area in Acres
A	143	56320	1.29
B	362	160815	3.69
C	59	48108	1.10
D	156	55486	1.27
E	41	13214	0.30
F	43	16748	0.38
G	48	19087	0.44
H	18	6361	0.15



MAP 2
DOVER PARKING | MAP

COMMUTER AND PUBLIC PARKING

The Downtown Parking Study and Parking Program Plan produced by Wiley Engineers for the Town of Dover indicated that 576 cars was the peak number of commuter parking spaces needed in municipal parking facilities.

Parking today is distributed into three (3) zones. Much of this demand lies in time intervals of 12-hours or more. The zones as described in the Wiley Plan correspond to this TOD plan as follows:

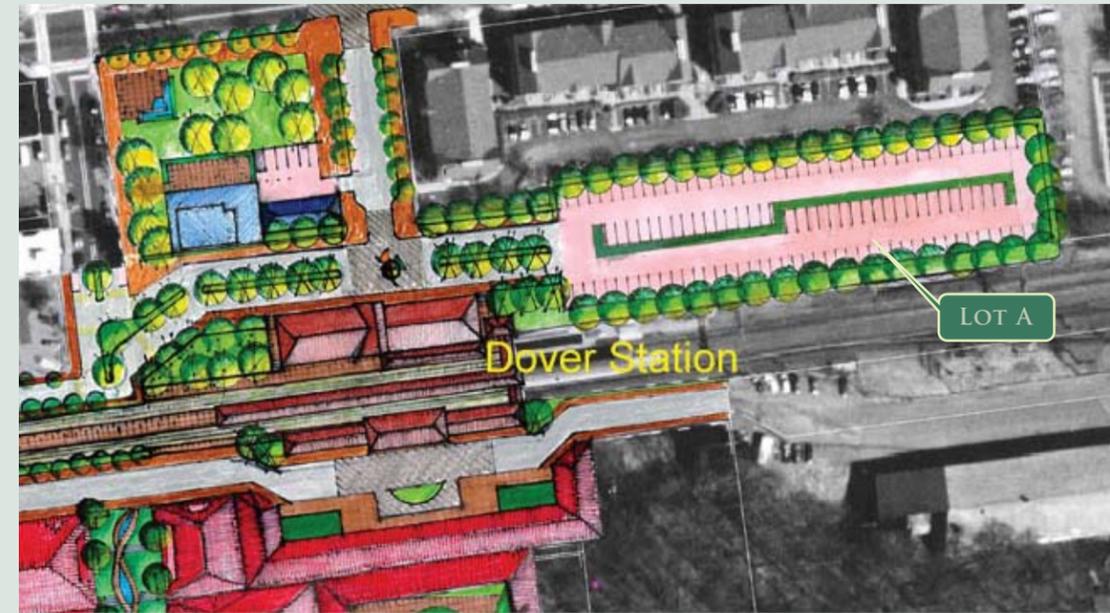
- **Zone A is located in this plan's Subarea 4;**
- **Zone B is primarily located in Subarea 1 and 2;**
- **Zone C, is located in Subarea 5;**

The detailed parking analysis performed by Wiley indicated a peak-occupying rate of 64.9%, which represents an underutilization of some lots, particularly those furthest from the Station. This TOD plan recommends that future development in key sub-areas must consider these commuter-parking demands in order for Dover to become a truly successful Transit Village. These projects are specifically identified as follows:

SUBAREA 1

~ DOVER STATION AREA

The plan recommends that the existing surface lot east of the Station (Municipal Lot A) remain but accommodate 121 surface parking spaces of its current 141 capacity. The remainder of surface parking facilities in Subarea 1 will be removed in favor of traffic calming measures, pedestrian amenities, and civic plaza/ dining area. In total, the immediate station area would lose approximately 20 spaces from the parking lot but could gain 11 on-street spaces. The plan recommends relocating the lost spaces to Development Sites labeled "5" and "6" in Figure 6 of Subarea 5.



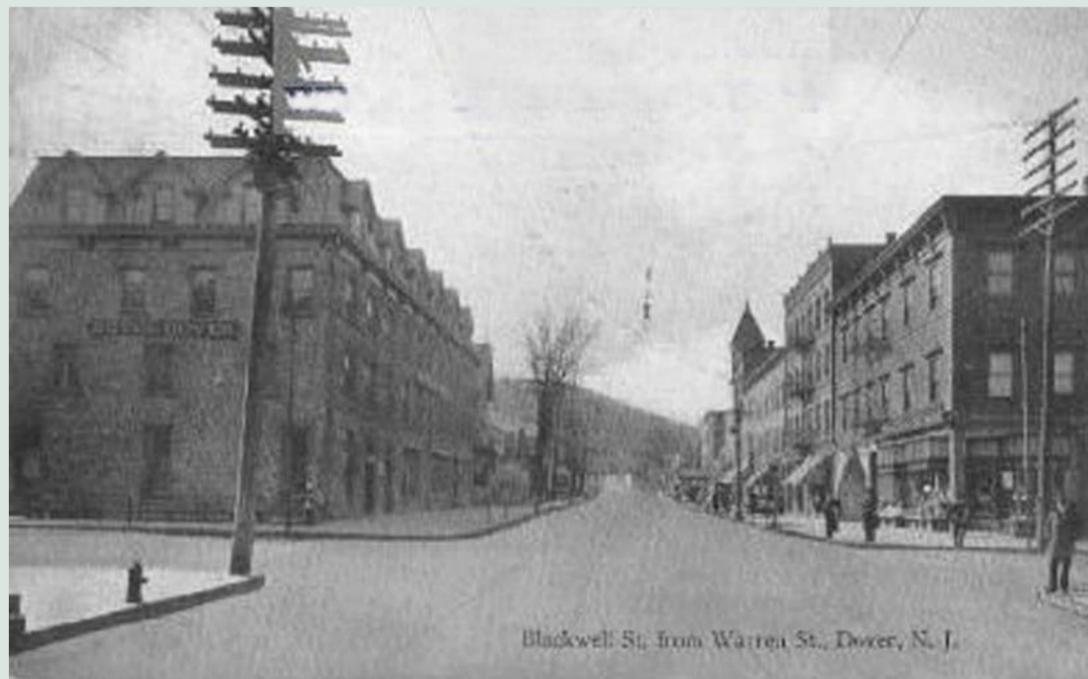
Conceptual Massing of Dover Station with pedestrian improvements and traffic calming measures

In the future, surface parking lot A could eventually accommodate a structured parking facility. Potentially, 480 parking spaces within a four (4) floor garage could be accommodated. By constructing this deck, it would enable further flexibility in the provision of public parking through shared arrangements. Without a deck, lot A should remain available for shared parking.

~ SAINT JOHN'S CHURCH

Other parking issues in Subarea 1 arise with regard to the St. John's Church facility. Conceptually the plan depicts removal of the surface parking lot in two (2) locations; the east side of the St. John's parcel and south side. While the east side is more aesthetic than functional, the south side is crucial toward successful implementation of this plan's pedestrian-drive goals around the Station itself. The plan recommends the Town allow free use of the commuter parking lots for Church services as the commuter-parking demand drastically reduces during church service times. Furthermore, the improved pedestrian amenities and aesthetic improvements around the station should be acceptable to the Church, but use of Church property to complete these improvements will require negotiation.

The Town of Dover may elect, during its discussion with St. John's Church, to abandon negotiation of relocating parking on the east side of church grounds. Should this be the case, aesthetic measures should still be pursued to buffer the parking lot on Bergen Street and Blackwell Street from view. This could be accomplished by vegetative landscaping and/or perhaps a decorative brick or stone wall that contributes to the historic ambience of the Church itself and its place in the Historic District.



Blackwell Street & Warrent Street circa 1910

SUBAREA 2

The Town is currently in process of creating a redevelopment plan for this area. As such, public parking has been included in the discussion. This plan recommends that a minimum of 375 public parking spaces be included within this planning effort. On-street parking is included in this number and should be included in the responsibilities of the Parking Authority should one be created.

SUBAREA 3

The downtown core is limited in its provision of parking. Because of this fact, the current zoning ordinance inhibits property owners from making good use of vacant space above ground floor. In order to compensate for lack of parking opportunity in the core, this plan seeks to create shared parking situations through multiple use of public parking lots. Sharing parking is a balancing act, and a authority to manage such a dynamic situation is apparent.



SUBAREA 4

~ CANAL POINTE (FIGURE 5)

Parking in this subarea is currently located in Municipal Lot F, a 43 space surface parking lot. While new parking will prospectively be accommodated within the development of Subarea 2, and in-fact will increase the public parking in the Downtown, Municipal Lot F is proposed to remain on-line for the near future. As part of a larger redevelopment project, Municipal Lot F (Site 1 Figure 5) could be developed in concert with the property immediately south of the parcel along Essex Street. By appropriately designing a mixed-use or residential building, the parcel could be better integrated into the development pattern of the Downtown and include parking. This could be accomplished through a public- private partnership through a redeveloper agreement.

The conceptual layout of “Canal Pointe”, is envisioned to carry 40 residential units within four (4) floors and one (1) story of parking below and one (1) story above ground. This could generate 86 spaces of parking where 52 would be required for the residential units and 34 could be utilized as public parking. This scenario reduces current capacity and should be phased so that the parking deck constructed in Subarea 2 can alleviate the demand for additional space during construction.



Figure 5



Site #6

SUBAREA 5

Subarea 5 contains a large number of Dover Station’s current commuter parking stock. Being the case, new development must include commuter parking as well as accommodate its own demand. Consistent with prior planning efforts by the Town of Dover, this plan also recommends that commuter parking be accommodated in existing commuter Lot B and the blocks along Dickerson North bordered by South Warren and South Morris Streets (currently municipal lots G and Lot E). Where this plan differs from past planning efforts lies in on the notion of creating a new block that relocates Dickerson and “dead-ends” Sussex Street to create more public parking. This TOD plan believes that breaking the existing street grid with a dead-end is contrary to the future success of the Downtown and should be avoided at all costs. The parking gained by this new block does not justify the break in the road network and the additional space gained can be met in other, more suitable ways. Otherwise, the Wiley Parking Plan is a extremely reliant parking document and was utilized as a basis for this plan’s recommendations.

Where this plan has relocated 20 spaces from Dover Station Lot A, it also recommends relocating 105 spaces of parking on Municipal Lot C, Lot H and Lot Z. In total, there are 599 existing commuter parking spaces throughout Dover. This number is incorporated into the plan’s concept designs while considering a 15% growth factor, or 689 commuter spaces. The relocation of these spaces is conceptualized as follows:

~ CLOCK-TOWER COMMONS (FIGURE 6: DEVELOPMENT SITES 1,2 AND 3)

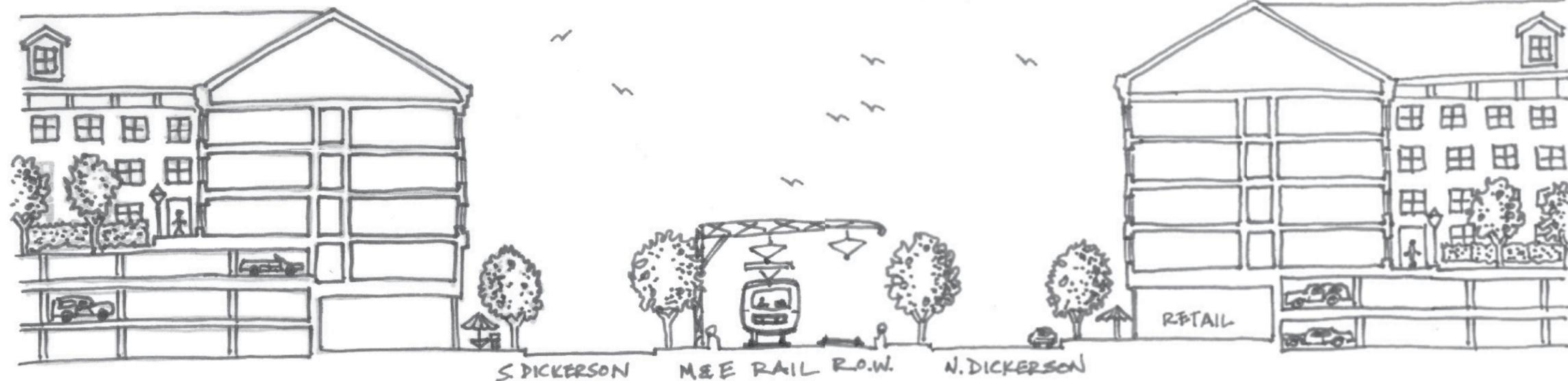
These sites will be complicated to develop given that so much commuter parking is located on this site. Development will certainly require a public-public-private partnership between the Town of Dover, NJ Transit and the developer. While this plan is ultimately governed by ordinance, the conceptual configuration of sites generated as part of this plan includes 380 residential units; 91,500 square feet of retail as well as 417 commuter parking spaces (363 existing commuter spaces + 15% growth factor).

The parking configuration for site #3 includes utilization of the slope along South Morris Avenue where 1-1/2-story of parking below grade with 1/2-story above grade. This configuration of parking allows for ground level commercial frontage while concealing parking from view.

In summary, the parking demand generated from the residential and commercial space based on the parking ratios in this plan is 500 spaces. In total, the sites south of the Morris and Essex Rail Line includes 959 spaces of decked parking with 30 spaces of on-street parking leaving 459 spaces for commuters.



Figure 6 - Subarea 5 Massing Plan



Proposed Street Profile

DICKERSON NORTH (FIGURE 6; DEVELOPMENT SITES 4, 5,6,7)

The parking need for all sites within this area south of Morris and Essex Rail Line would be required to accommodate 193 total spaces. As proposed, this plan envisions the ability to accommodate 243 parking spaces thus allowing for 50 spaces dedicated to public use, should the need arise. As outlined in the following table, with slightly different configurations the development of these sites could produce an additional 150 spaces. This adjusted configuration would ultimately serve the Town’s public parking needs as the surplus could be used to negotiate with surrounding site for dedicated space.

As depicted in Figure 6, the concept for Subarea 5 along North Dickerson, includes 143 residential units and 54,250 square feet of retail space. Parking may be accommodated in several different parking scenarios for each site.

- **Site “4” could include one-half (1/2) story of parking below grade and one (1) above- or 49 spaces.**
- **Sites “5” and “6” envisions one (1) story of parking below grade or 178 parking spaces. To gain more parking the concept could include parking on the roof (scenario 2) in the interior or rear parking configuration rather than locating the buildings residential amenities- particularly those blocks where the park is in close proximity. This could allow an additional 150 + parking spaces.**
- **Site “7” could accommodate parking in the rear yard of the site- 12 spaces and contain no public or commuter parking.**

A point worth note is that scenario # 3 could allow development parcel # 4 as a stand-alone parking deck. If this scenario is pursued, public parking in this Section of the Downtown could yield 50 spaces per floor and contain a mix of commuter and public parking spaces based on the current buildable area.

POTENTIAL PUBLIC PARKING SCENARIOS TABLE

SUBAREA/SITE	FACILITY TYPE	TOTAL SPACES	COMMUTER	PUBLIC	SITE DEVELOPMENT NEEDS	ON-STREET
Subarea 1/Station Lot	Shared Surface Lot	120	120/day 60/night	60/night	0	11
Subarea 1/Station Deck	Shared Deck	480	400/day 80/night	80/day 400/night	0	11
Subarea 2/Bassett Highway	Public Deck	350	0	350	?	25
Subarea 4/Canal Pointe	Shared Deck	86	0	34	52	
Subarea 5/ Clocktown Commons	Shared Deck	959	459/day 200/night	0/day 259/night	500	30
Subarea 5 / Dickerson North Scenario 1	Shared Decks	243	50/day 0/night	0/day 50/night	193	20
Dickerson North Scenario 2 with additional parking on roof	Shared Decks	393	100/day 0/night	50/day 150/night	193	20
Dickerson North Scenario 3 Parking Garage on Development Site #4	Shared Decks plus Public Deck on site #4	243 Plus 50 per floor	50/day 0/night Plus 50/floor	0/day 50/night Plus 50/ floor	193 and 0	20

Existing Parking Lot Near Dover Station

