



TOWN OF DOVER

T R A N S I T O R I E N T E D D E V E L O P M E N T P L A N



Everything about the Town of Dover identifies it as one of New Jersey's true 'Centers of Place'. Historic downtown, relatively strong street network, and reliable rail and bus service are some aspects that contribute to this community's character.

TOWN OF DOVER

TRANSIT ORIENTED DEVELOPMENT PLAN



CREDITS & ACKNOWLEDGEMENTS

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SPECIAL THANKS TO

The Citizens of Dover for all their input
Michael Hantson for his tireless dedication
Former Planning Board Chairman Bob Hooper for his leadership

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EXECUTIVE SUMMARY

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Executive Summary

Communities that have train stations, with excellent passenger service, have a distinct advantage over those that do not. Rail Stations, when properly utilized can be the catalyst for economic prosperity, new development opportunities, and a focal point of civic life. This plan, for the Town of Dover Station Area and Downtown, takes advantage of its particular location and marketability while preserving positive historical aspects of the Town. By augmenting existing land use patterns with new development, based on strong architectural form that compliment and enhance those uses, this plan seeks to create a more vital commercial and residential market for the Town of Dover.

This Transit-Oriented Development Plan focuses on the built form and recommends form-based zoning changes that will run concurrently to the Town's 2006 Master Plan process. By focusing on the details of physical form, the plan recommends changes that will also have a positive impact on social form, and will likewise spur private sector investment. To accomplish this, the plan utilizes historic planning and design practice while taking into account recent market studies that seeks to leverage the Town's resources and create special places within Dover that improve its marketability.

One of the plan's important focuses will be on pedestrian amenities. It is intended that a strong streetscape program be extended to create a stronger sense of place, as well as supplement interior space for restaurants and cafes. Included within the streetscape is the need for public-private partnerships to create public spaces that enhance access to and from Transit facilities.



Dover Train Station

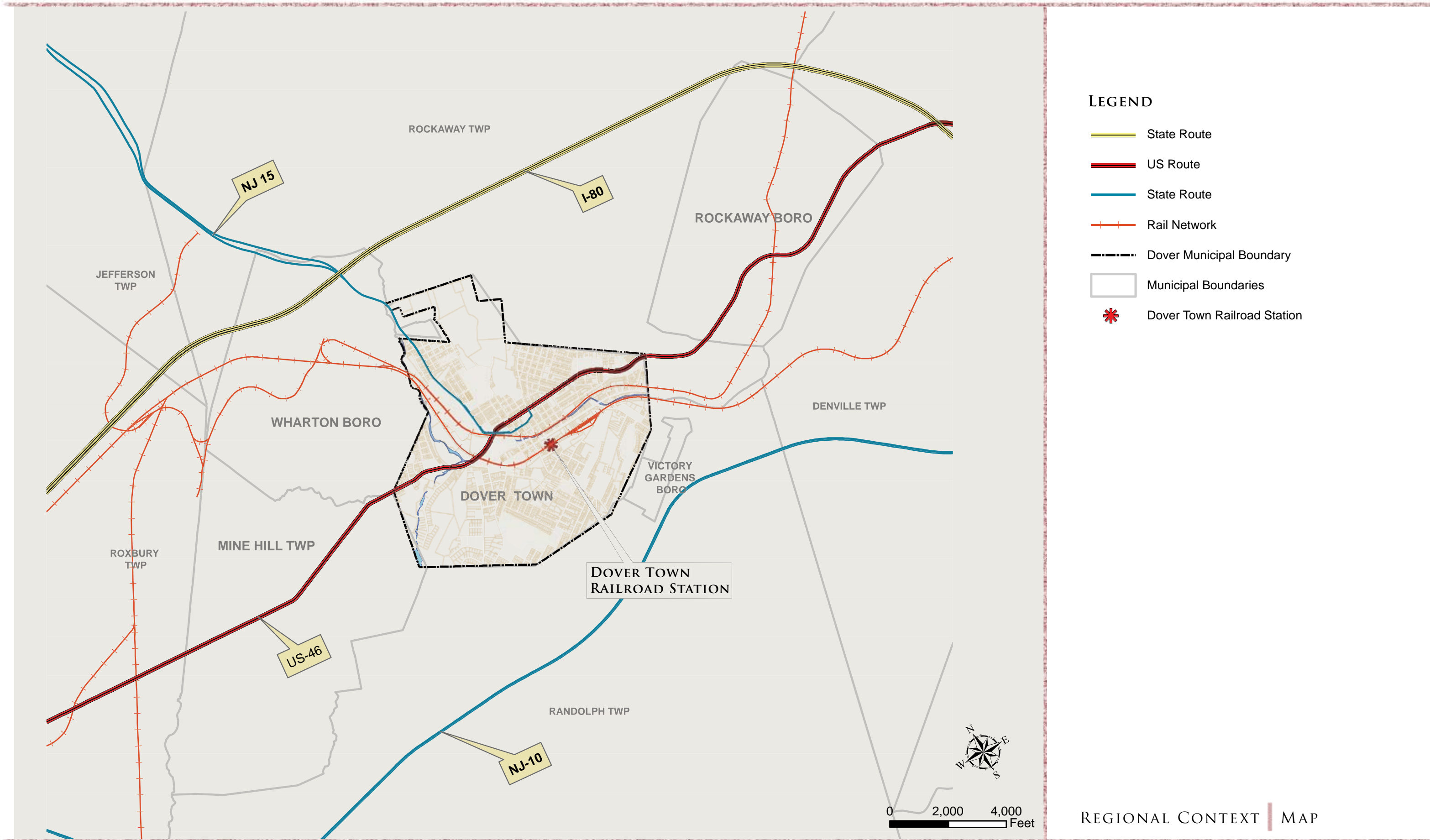


NJ Transit



Blackwell Street

Dover circa 1903



REGIONAL CONTEXT MAP

Another focus is that gateways should be established at Blackwell, Prospect, Morris (North & South), West Clinton and Salem Streets, to announce to residents and consumers, that they are now in the Dover Town Center. These gateways should also work toward inviting local employees, residents and visitors alike to the downtown.

Building façades and aesthetics are also key to the Town's economic success and marketability. New sign standards are recommended to regulate actual signage and type, including awnings, in concert with historic preservation efforts. Along with façade improvements, new commercial and residential infill development will supplement the existing commercial space and present new opportunities for other types of

larger end-users. To facilitate implementation of this, the Town needs to be proactive in creating a Special Improvement District (SID) or Business Improvement District (BID), where a façade improvement program may be created and funded by the private sector. It is also highly recommended that Dover consider hiring a bilingual Community and Economic Development liaison experienced in Main Street/ Downtown business attraction, retention and education.



First Presbyterian Church of Dover is a cornerstone of the town's character



An existing gateway into the Dover Downtown



the Historic Baker Opera House

Finally, the creation of additional mixed-use residential and commercial development will augment and support the existing commercial development. The new development will also require the creation of additional public space. Recommendations in the plan will focus on key redevelopment parcels as well as infill redevelopment opportunities throughout the fabric of the Dover development pattern. These development recommendations will not work separately, but in conjunction with, the existing Downtown community.

In all, the environment of the Dover Station and Downtown must be highly “connected” in all facets of the word. Pedestrian friendly, access to open space and recreational facilities, such as the Morristown and Erie Rail ROW greenway and the Rockaway River. Access and availability of parking, and continuity of building design must also be principles by which all future development moves forward by.



The details in the facade of the Dover Post Office are attributes worth duplication



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INTRODUCTION

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Historical Train circa 1951

Introduction

Everything about the Town of Dover identifies it as one of New Jersey's true "Centers of Place". (dcsn1358) Historic downtown, relatively strong street network and dense figure ground, reliable rail and bus service, and pedestrian accessibility are some aspects that contribute to this community's character. This plan is about connections and reconnections to both what Dover is, and what it was, and about taking Dover "Back to the Future". The plan is also based on community partnerships - partnerships across political lines, governmental tiers and social boundaries.



Baker Opera House

One of the things that stand out about Dover is the continued presence of the "American Dream". Once upon a time this "Dream" was pursued by Europeans entering a new world, where the opportunities pursued, were those that the iron forging and mining industry provided. Today, a myriad of Hispanic cultures have come to seek work in the booming construction trades, horticulture, agricultural and furniture industries in Morris County, amongst many other opportunities being sought to better the lives of these new immigrants and their families. Again, this

plan is about connections, and in making them from a land use perspective, will hopefully pave the way to better leverage social and capital resources. So that the entire region and its people benefits from Dover's success. Where new people from within the United States, and from other parts of the world, can come to enjoy success just as those who currently live in Dover.



Immigrants at Ellis Island circa 1900

Dover Station
Image Source: epodunk.com



A great opportunity to accomplish these goals lies in the Downtown Area of Dover, which inherently is a transit-oriented center. A hub of commerce and social activity, the Downtown, complete with rail and bus service, is poised to serve as the lightning rod for new opportunities given the recommendations of this plan. These opportunities lie mostly within ¼ mile distance of Dover Station, and as such, presents an opportunity to bolster the existing Dover marketplace through solidly designed, Transit-Oriented development.

Transportation centers such as Dover Station, provide many opportunities for their communities. Taking advantage of these centers of pedestrian activity can lead to opportunities for new retail and commercial development. Combining these commercial opportunities, with an appropriate mix of residential development, will provide a product not currently offered in Dover that will boost the socio-economic demographics, as well as the overall economic climate of the community.

Blackwell Street
Image Source: epodunk.com



The Town of Dover commissioned Heyer, Gruel & Associates to develop a plan for the Dover Station Area and Downtown in January 2005. Map 1- *Subarea Map* depicts the area included in this analysis. The plan was to focus on a comprehensive Transit-Oriented development strategy, land use recommendations, development standards, prototypical sign and facade treatments as well as a implementation plan for the Dover Downtown and Station Area. Additionally, the plan focuses on form-based development concepts for key sites within the study area to serve as a prototype for future planning efforts and development applications.

The undertaking of a separate, targeted planning effort in the Downtown is consistent with the planning objectives stated in the Town's 1999 Master Plan Re-examination Report as well as projects targeted by the Dover Economic Development Committee & Redevelopment Entity. Specifically, this Dover Transit-Oriented Development Plan seeks to address the following TOD planning goals:

PLANNING GOALS

- Guide future development and redevelopment of land within the Town so as to incorporate new construction without undue disruption of the established character of the Town, while cognizant of the municipal school budget;
- The preservation and continued promotion of the balanced variety of residential, commercial, public, recreation and conservation land uses;
- Safeguarding and broadening of the Town’s existing tax base by preserving economic balance and providing for continued sources of employment and new ratables through appropriate utilization of land resources;
- To protect the character and value of existing residential neighborhoods by regulating the type and intensity of land uses within close proximity to existing residential areas;
- To provide land use designations permitting the development of land uses that meet the needs of the Town residents and promote the economic viability of the Downtown;
- To provide for the continued vitality of established commercial districts;
- To maintain a balanced circulation system that incorporates the needs of pedestrians, bicyclists, autos, trucks, buses and rail and connects neighborhoods to Downtown life and activity.
- To maintain and protect the historic resources identified in the Historic Preservation Element of the Master Plan.

Additionally, the following Master Plan objectives, which relate to the central business district, are relevant to this plan. They include:

MASTER PLAN OBJECTIVES

- Revitalization of the C-1 Downtown Commercial District as imperative to the economy of the town; and,
- Tracts of land in the proposed C-1 zone which are deed restricted for parking should be developed as multi-story structures with deck parking since the deck parking would be sufficient to support the loss of existing parking plus the needed parking for the proposed use.
- Redevelopment of the Downtown area as a Transportation Center to help key the revitalization of the Downtown.
- Promote non-residential redevelopment in the C-1 zone, while recognizing existing residential uses and the economic viability.
- To upgrade the physical appearance of business area in keeping with an overall design theme of the historic district.

The end result of this plan leads the Town to adopt new standards and serve as a backdrop for redevelopment area designations as appropriate and feasible. The plan will ultimately focus on enabling the application and approval of the Town of Dover into the New Jersey Transit Village program and the financial and technical assistance provided by the State of New Jersey in support of Towns within the program.



IMPORTANCE OF PLANNING FOR TOD

By delineating an area of study, this plan looks to contribute to an enhanced quality of life in Dover. Communities across New Jersey and United States are often misguided when they think of land-use planning for mixed-use, Transit-Oriented development. Much of this stems from our suburban patterns of development in the last 50 years and over-reliance on property taxes. In the traditional model of New Jersey

Typical Suburban Street Patterns are
Convolutd and Unsustainable



development, a residential unit usually means a burden on the school system because of additional school aged children. The suburban development model also often produces complicated traffic patterns, largely because of the lack of a connected and effective street network and auto-dependence. What is needed to solve these social and physical issues is a balanced and comprehensive planning process.

Neo-traditional, mixed-use, Smart Growth and Transit-Oriented Development Planning practices have

been studied for years. The good and the not so good have been dissected in many ways, and in fact, have shown that many of the aforementioned fears, to be perceptions, rather than actual threats. For example, school aged children in a traditional single-family home in Dover equates to 0.446 of public school aged children per household on average and an average household size 3.27 person household according the 2000 census. According to these numbers 0.446 children accompany a single-family home. In a TOD, that number is reduced to 0.017 school aged children or 1.7 per 100 units of housing¹.

¹ "Transit Oriented Developments in New Jersey" David Listokin, Phd Center for Urban Policy and Research at Rutgers University

Several factors attributing to this are:

- **Housing type, size and design/lay-out of unit.**
- **Communal style of living usually favored by pre or post-aged child bearing adults.**
- **Absence of a private rear yard.**
- **Urbane, mobile individual with limited personal attachments and high degree of freedom.**

So why plan for land use around Transit Stops and Stations? The answer lies in control. By planning for future growth and designing it to leverage the strengths of what is existing, and what is to come, we start to create a community that is greater than the sum of its parts. A good Transit-Oriented Development Plan will seek to accomplish the following:

ESSENTIAL OBJECTIVES OF A TOD PLAN

- Improve the station setting and help establish and define public space and community identity.
- Increase economic development opportunities
- Rationalize where growth and change should be implemented and where it should not.
- Looks at enhancing retail opportunity rather than merely Transit ridership.
- Strengthen communication between the community and station and leverages multiple resources.
- Heightens the sense of community, therefore shared responsibilities and greater sense of security.



Public space can make rail
stations more desirable places



Essential Elements of a pedestrian environment as displayed in Princeton, NJ



DELINEATION OF STUDY AREA

Downtown Dover roughly runs east/ west in the central portion of the 2.7+/- square mile Town. The study area includes the original ¼ mile and ½ mile distance radiating from Dover Station depicted in previous planning efforts and studies by New Jersey Transit and others. It has also been adjusted to incorporate what are seen as key properties to the prosperity of Dover.

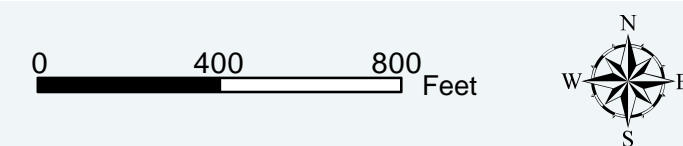
For purposes of this plan, the Downtown and Station Area has been broken up into sub-areas. The Map 1 *Subarea Map* indicates the precise location for each area. The areas are numbered, in priority order, as follows:

- ***Subarea 1- Dover Station Area***
- ***Subarea 2- Bassett Highway West***
- ***Subarea 3- Downtown Core***
- ***Subarea 4- Bassett Highway East/ Downtown North***
- ***Subarea 5- Dover Station Area West***
- ***Subarea 6- East Blackwell Street***
- ***Subarea 7- Dover Station Area South***
- ***Subarea 8- Dover Station Area East***

Downtown Dover from a top Livingston Avenue at Boonton Street

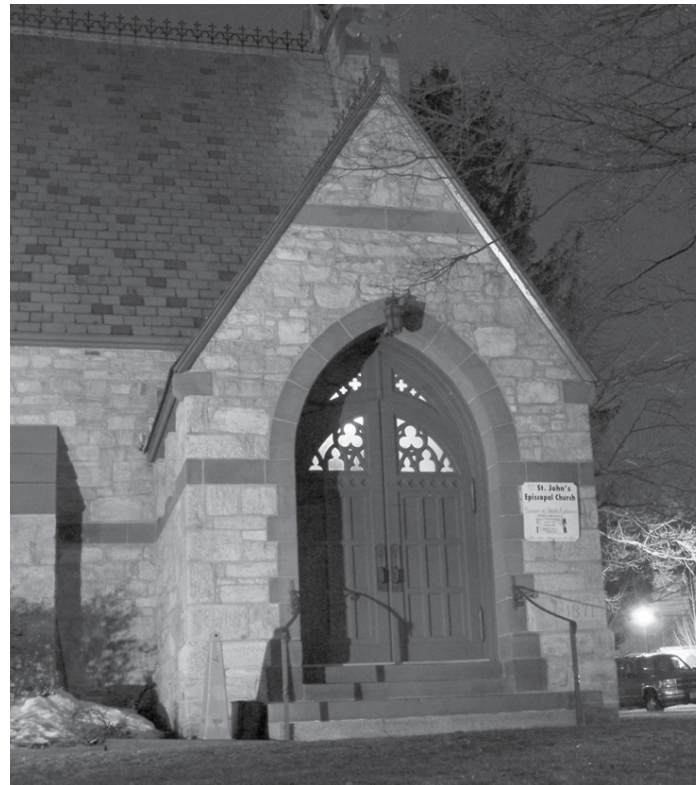


MAP 1
SUBAREA | MAP





SECTION III



ANALYSIS OF EXISTING CONDITIONS

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& Constraints



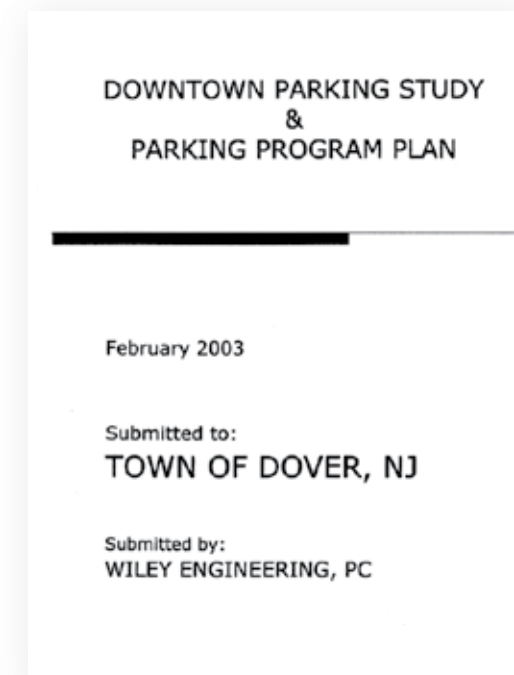
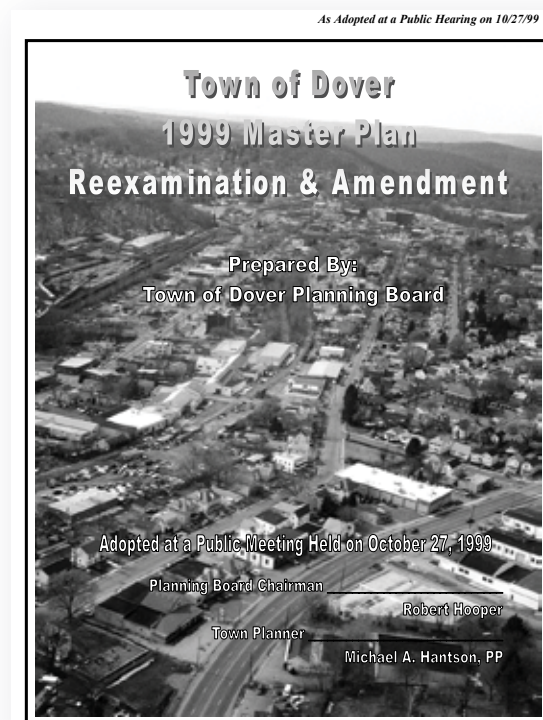


Night-time at Dover Station

Analysis of Existing Conditions

Background information collected for the analysis of existing conditions included the Town of Dover Master Plan Re-examination report completed in October of 1999, the Town of Dover Land Development ordinance revised in February 2004, the Wiley Parking Study, New Jersey Town of Dover Transit-Oriented Vision Plan and GIS (Geographic Information Systems) base map information provided by the Municipal Engineering Department. Field assessment was undertaken to determine the current status, use, and functionality of existing structures. Additionally, photographic images of Dover that reflect both positive and negative planning/design principles were taken to illustrate the advantages of proposed revitalization strategies.

Many public input meetings were held, with the public at large and identified stateholders.



Wiley Parking Study



Transit- Friendly Station Area Vision Plan

ZONING

The majority of the Core of Downtown Dover resides in the Retail- Commercial (C-1) zone with outlying areas in the northeast section in Light Industrial- Commercial (C-3) zone and Industrial (IND) zone (see Figure 1- Existing Zoning). Each of these zoning categories is discussed herein and include aspects that will be addressed in this plan. Some relevant portions of the Dover Code include;

- **C-1 Retail Commercial Zoning** District of the Downtown currently allows for a wide variety of land uses that is consistent with TOD retail uses however, the code breaks down and detracts from the “Traditional Downtown” that evolved over the history of the Town. The following are key aspects of the Zoning Code, as it affects the study area that will be addressed in the plan;

A. Principal uses.

- (4) Shopping centers containing the type of retail and service establishments permitted as principal uses.
- (5) Automobile parking lots and parking garages, provided that no more than two points of ingress/egress are placed along the same street within the limits of one block.

B. Accessory uses and buildings permitted. Accessory uses and buildings permitted shall be private garages for commercial vehicles associated with permitted principal uses.

C. [Amended 5-8-2001 by Ord. No. 9-2001] Conditional uses as stipulated in § 236-40 shall be as follows:

- (1) Same as R-1 and R-2 Districts.
- (2) Fraternal organizations, clubs, lodges and meeting rooms of nonprofit organizations.
- (3) Apartment units
- (4) Limousine service businesses.
- (5) Taxicab service business.

G. Off-street parking requirements.

- (1) All residential uses shall be required to provide on-site, off-street parking in accordance with § 236-43. [Amended 11-10-2003 by Ord. No. 39-2003]
- (2) For all other uses, the following requirements shall be met:
 - (a) For new development of a vacant lot, off-street parking shall be in accordance with § 236-43.
 - (b) For redevelopment of a lot which the cost of redevelopment exceeds 50% of the value of existing improvements, as determined by the Construction Official, and site plan review is required, off-street parking shall be in accordance with § 236-43.
 - (c) For all other permitted nonresidential uses, there shall be no off-street parking requirements.

- **C-3 Light Industrial- Commercial Zoning District** – This district allows for uses completely inconsistent and contradictory to the existing Downtown development as well as Transit-Oriented Development best practices. The Zone, in its entirety, should be replaced to C-1. The C-3 Zone may be more appropriate in areas located along East Blackwell (near the industrial area at the Rockaway Town border) or near Richboynton Road.
- **IND Industrial Zoning District-** This district lies directly south of the commuter rail line and east of Dover Station. The zone currently accommodates NJ Transit’s- Dover Rail Yard and several functioning industrial users. While this zoning is contrary to true Transit-Oriented development practices, it is positioned in such a way that it does not impede on the Town’s ability to attract development on parcels surrounding the Station in other directions. However, opportunity for redevelopment may arise in future markets on the site immediately adjacent to the Station itself and are therefore explored for long term possibility.

LEGEND

- C-1 - Retail Commercial
- C-2 - General Commercial
- C-3 - Light Industrial/Commercial
- IND - Industrial
- IND/OP - Industrial/Office Park
- R-1 - Single Family (7,500 S.F.)
- R-1S - Single Family/Steep Slope
- R-2 - Single Family (5,000 S.F.)
- R-3 - Double Family
- R-3A - Double Family/Rooming House
- R-4 - Multi-Family
- RAD - Redevelopment Area District

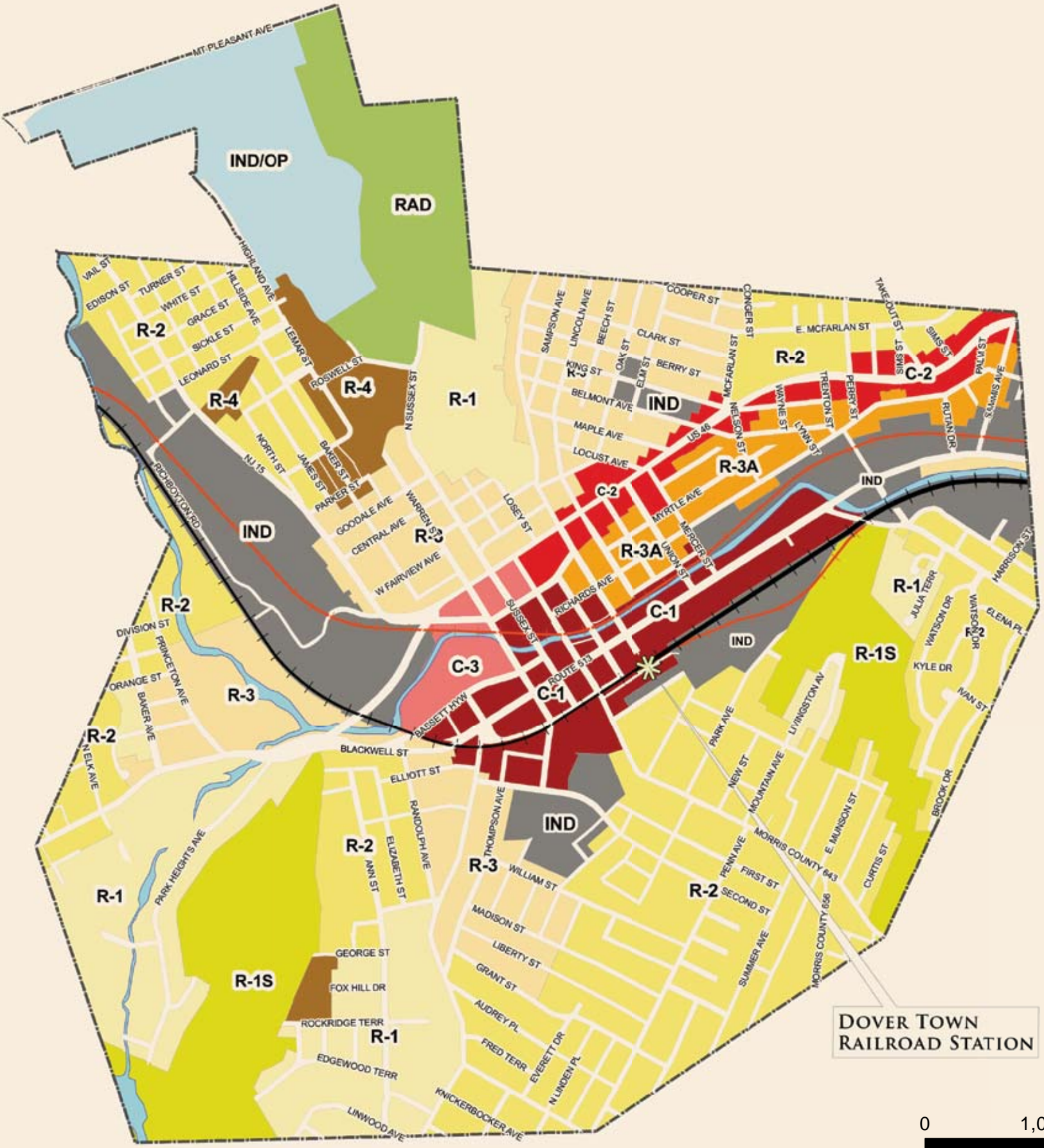
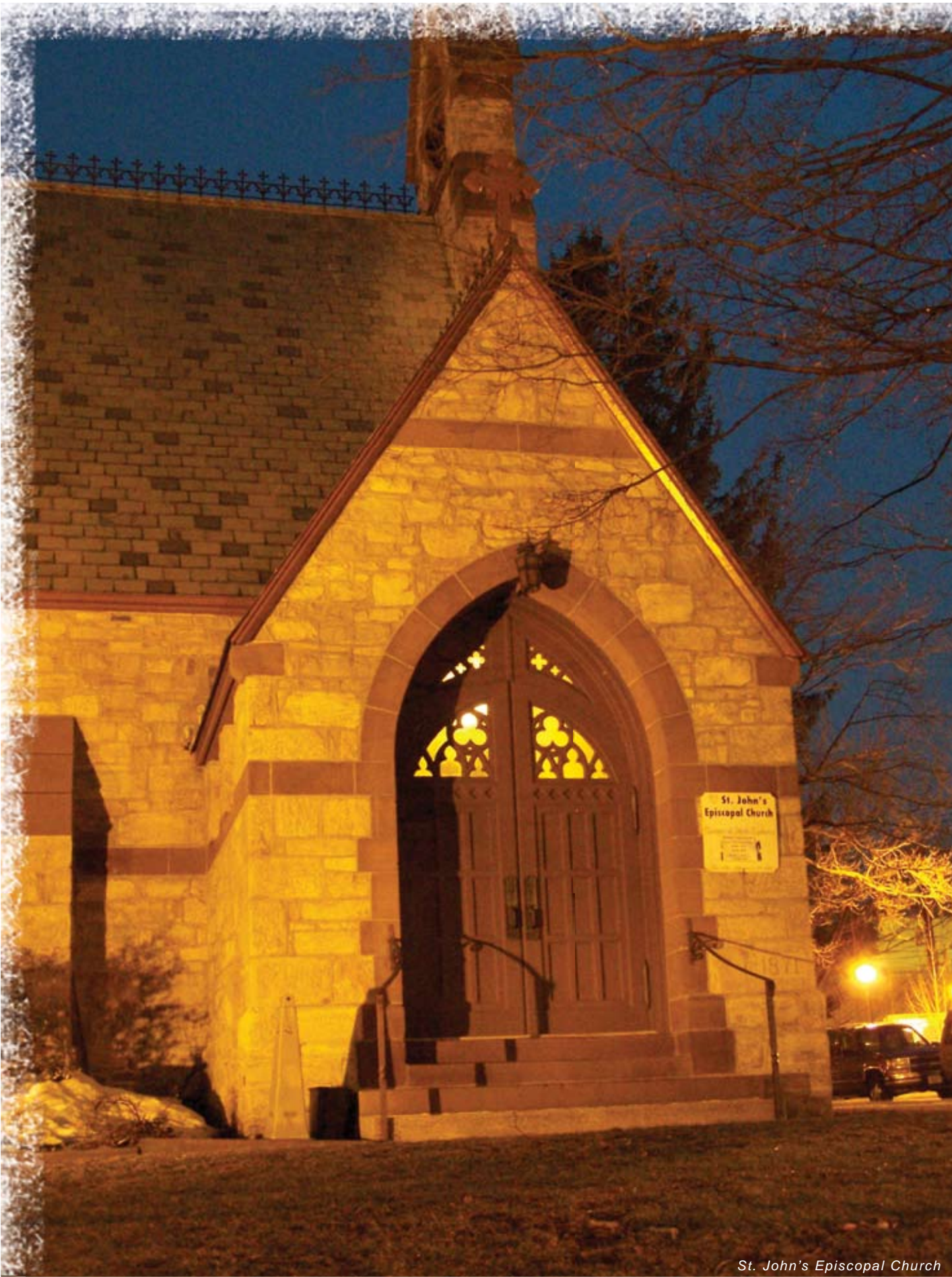


FIGURE 1
EXISTING ZONING MAP



St. John's Episcopal Church

LAND USES & SITE DESCRIPTIONS (Figure 2 Existing Land Use Map)

- Subarea 1-Dover Station Area**

In the recent past, NJ Transit has invested in the renovation of Dover Station through the Historic Tax Credit Program. This effort can be

easily distinguished by the presence of the new platforms, lighting, fencing and renovated Station building, however, the site remains pedestrian hazard. The area surrounding the Station itself can be described as an area where three (3) streets “disappear” into a parking lot - these streets are Dickerson, Bergen and Essex Streets. Rail passengers that are exiting the train in Dover are frequently at odds over where to walk. Often, one has to dodge a taxicab when traversing the area to get to the sidewalk of any of the surrounding streets. In addition, Dickerson North and Bergen Streets act as one road through the Station area, where vehicular traffic uses it as a parallel route to Blackwell Street.

In the immediate station area is some residential land uses in the form of the 69-unit Dover Plaza Condominiums on Blackwell and a finite number of apartments above commercial uses on Essex Street. While the design of the condominiums are acceptable, the pedestrian connections to the Station are mediocre and in need of substantial improvement.

{Delineation- Beginning at the southeast corner of the intersection of Blackwell and Essex Streets and heading easterly along Blackwell to the eastern property line of 96 Blackwell Street heading south to the Morris and Essex rail R.O.W. and westerly to Morris Street and north to the northerly property line at 12 South Morris Street and easterly to the Essex Street centerline and north to the beginning point defines the boundary of Subarea 1.}

The Station Environs



Land Used adjacent to Station



Dover Staion- A Multi-Model Transit Hub














Station Platform Area



Pedestrain Crossing at Morris Street



LEGEND

-  Vacant
-  Residential
-  Commercial
-  Industrial
-  Apartment
-  Railroad Class I
-  Public School Property
-  Other School Property
-  Public Property
-  Church Charitable
-  Cemeteries and Graveyards
-  Other Tax Exempt

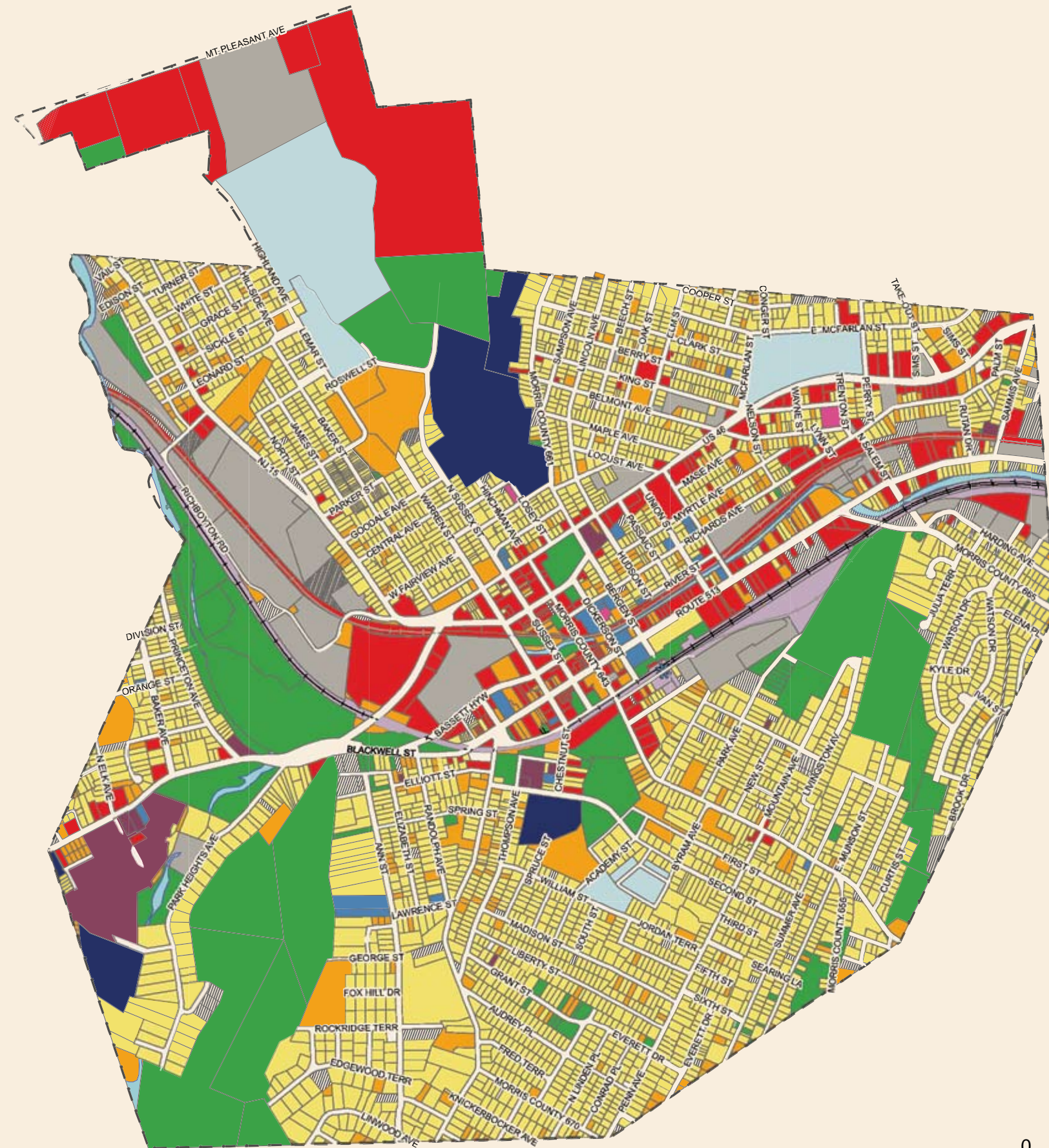
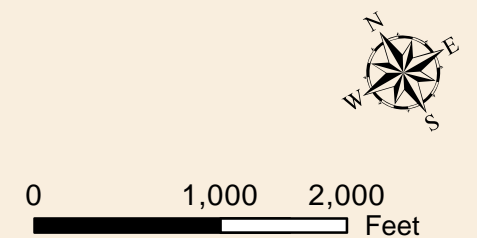


FIGURE 2
EXISTING LAND USE MAP



• **Subarea 2- Bassett Highway West**

Signs of the “Urban Renewal” movement are still evident in this section of the Downtown. The commercial properties north of Bassett are characterized by deeper setbacks with some front-yard surface parking facilities along Warren Street, and large single and two-story mundane structures. The majority of these structures were converted from a large box center into smaller commercial uses, some that are inappropriate for a downtown, within the wrong building type, and provide little to no pedestrian amenities. These sites are also characterized by large surface parking facilities that were paved right up to the banks of the Rockaway River.

{Delineation- Beginning at the centerline of the intersection of Sussex Street and Bassett Highway and north along this line of Sussex Street to the Rockaway River then following the River west and upstream to its intersection with the Morris and Essex Rail R.O.W. then south and east to Blackwell Street following its centerline to Warren Street then north toward the southwest corner of Bassett Highway then east along the centerline of Bassett Highway R.O.W. east to Sussex Street then north back to Warren Street along the Rockaway River delineates Subarea 2.}

Along the south side of Bassett Highway we see the backyards of some properties along Blackwell, particularly the larger users, like the Baker Theater and First Memorial Presbyterian Church. Other properties are a hodge podge of buildings that were assembled to become a furniture center and stretch toward Blackwell Street Extension where it meets the Dover Historic District in its eastern portion.



Bassett Highway facing west



Bassett Highway facing east



Baker Theater



First Presbyterian Church



Bassett Highway West

Bassett Highway on the north side between Warren and Sussex Streets also exhibit that unmistakable “Urban Renewal” design quality. When approved and constructed in 1950’s, this single-story structure was allowed space along its frontage for diagonal on-street parking while providing no room for appropriate streetscape amenities. To make a bad situation worse, the site was constructed with service entrances to the rear and directly abutting the walled bank of the Rockaway River. As designed, the site restricts public access to the Rockaway River.

Blackwell Street Extension, west of Prospect Street to its terminus, also remains a prime example of the type of streetwall exhibited along Blackwell as described in Subarea 3. Although some façades of the structures are in need of renovation and/or upgrade. Opportunity exists in this area of Subarea 3 as the ramp, which leads Blackwell over the railroad tracks, creates a unique area that the existing businesses, especially the restaurant, may be able to take advantage of the wall effect by allowing the Town public art and outdoor seating for restaurants. Prospect Street itself serves as a means of ingress/egress from Blackwell by connecting Route 10 with Route 15, and it may also serve a more important role in the redevelopment of Bassett north. The redevelopment of this area is critical to eliminating the mistakes of Urban renewal as well as Dover's long-term success as a destination and a place to live.



*Historic Residential Structures at
the end of Blackwell Street*

- **Subarea 3- Downtown Core**

Historically, the Town of Dover developed around the area that once was the Rail Station Depot at the intersection of Warren Street and Dickerson Street. Suffice to say, Dover was and always has been centered around a rail Station and developed the existing street-grid with the highest building concentration on Blackwell, Warren, Sussex and Essex Streets. Current

land use within the Downtown Core Area

is a mix of retail business along Blackwell Street. From the eastern edge of Balckwell in the vicinity of Mercer Street to the western edge toward Prospect Street. Although the mix of retail uses is economically healthy, and vacancies in the Downtown are few and far between, it was witnessed and depicted by Dover citizens, that the businesses primarily serve a marginal span of the population in Town. While not meant to be a negative depiction of the Downtown business community it merely states that opportunity exists for a more eclectic mix of businesses that could better serve the broader population and diverse demography that is Dover.

Historic significance is abound in this subarea with many great physical assets, both exposed and hidden, by poor façade treatments. The Downtown Core is anchored by the First Memorial Presbyterian Church and the Baker Theatre (recently renovated), in the West. Anchoring the Core in the north is the Post Office and Town Hall (Subarea 4) which are great assets for any town center. While the post office and Town Hall are in a suitable location, more could be done to make these important public spaces more of the centerpieces they deserve to be. These sites also lack a coherent streetscape and other basic pedestrian amenities that Blackwell Street itself affords.

{Delineation- Beginning at the southeasterly corner of Blackwell Street and Essex Street and running east to the southwest corner of 111 E. Blackwell Street. North along Union Street until the northern boundary of the Rockaway and Dover Rail R.O.W. at Union Street and west along the rail R.O.W. until its intersection with Morris Avenue then south until the southeastern corner of 22-24 North Sussex Street and west until the corner of Bassett Highway and Warren Street continuing south along Warren Street until the southeasterly corner of 11 North Warren Street then west again until 11 North Warren's southwesterly corner and north along the property boundary to Bassett Highway and west along the southern edge of Bassett Highway R.O.W. until the northeasterly corner of 58-60 Bassett Highway and south along the property and east along its southern edge until Prospect Street then south to Blackwell Street where the boundary heads south down Dickerson Street and east along the Dickerson R.O.W. until reaching the southeast corner of 36-42 W. Blackwell Street and the southwest corner of 29-31 Dickerson Street where it heads north then east between the properties that front Blackwell and those that front Dickerson Street. The boundary continues in this same manner across Warren, Sussex and Morris Streets until reaching the centerline of Essex Street where it heads north to Blackwell to its origin delineates Subarea 3.}



The Dover Church Spires Add Archetural Interest



Historic Church

This Recently Rehabilitated Building Strengthens the Downtown Core

Post Office

In the eastern section of the core, the clear edge and streetwall of the downtown begins breaking down in and around Mercer Street, where no identifiable anchor or gateway into the downtown exists. In fact, industrial and light industrial uses, really work against the Downtown beyond subarea 3 and into subarea 6. The southern portion of the core is anchored by its greatest asset, Dover Station (Subarea 1). Other uses in this Core area are a plethora of restaurants, the Dover Business College, children's museum and several churches amongst a variety of service-oriented businesses.

From a design perspective, three and four story buildings dominate the core of the Downtown landscape and create a strong streetwall that is a pleasant walking experience. This streetwall provides effective space for shops while streetscape amenities adds atmosphere to the pedestrian experience. The core itself primarily exists along West Blackwell Street, with some extension of this in varying degrees, along the intersecting streets of Warren, Essex and Sussex.

While a continuous streetwall is important it is equally important to note that a variety of lot widths, building height and architectural variety are equally important factors in creating the charm that the Dover Downtown exhibits along Blackwell in particular. These factors are a strong determining factor in whether towns can survive as a true pedestrian place and also important contributing design factors in the Dover Historic District.



The Morristown & Erie Rail Line Cuts Through the Downtown and Provides Unique Opportunities

• **Subarea 4- Bassett Highway East/ Downtown North**

Directly across the River from the strip center identified in Subarea 3, and up North Warren Street, is Town Hall, where access to the River is restricted in a similar fashion. Playing host to Town Administrative Offices, as well as the Police and Fire Department, the site is “constrained” by the River and the soon to be abandoned Morristown and Erie Railroad. Anchoring subarea 4, Town Hall along with the Post Office, great assets for any town center. While the post office and Town Hall are in a suitable location, more could be done to make these important public spaces more of the centerpieces they deserve to be. This also lacks the coherent streetscape and pedestrian amenities that Blackwell Street exhibits.

{Delineation- Beginning at the intersection of the centerlines of Sussex Street and Bassett Highway and east along the southern property line of 22-24 N. Sussex Street until the centerline of Morris Street then north to the northern boundary of the Rockaway and Dover Rail R.O.W. then east to the eastern edge of the Bergen Street R.O.W. and then north to Route 46. Traveling west along the southern edge of the Route 46 R.O.W. to southern edge of the Rockaway and Dover Rail R.O.W. at #10 US Route 46 then heading south and east to Warren Street and south to the Rockaway River and following the River east back to the intersection of Sussex Street and Bassett Highway delineates Subarea 4.}

The southern side of Bassett Highway consists of two (2) corner anchors, a restaurant on the eastern edge and an antique store on the opposite, it is more typical of the streetwall necessary for a strong downtown fabric. The parcels could be better utilized and integrated into the Downtown with façade upgrades in accordance with this plan’s Design Standards. The parcels in-between these anchors could also be redesigned to fit better within the streetwall.

The commercial spine of the Core, and its superb streetwall, begins to break down and a block and a half (1-1/2) to two (2) blocks north of Blackwell and disperses into more “auto-driven” land uses toward Route 46. These commercial land uses start to exhibit some of the more “suburban-driven” code in the Land Development Ordinance before you reach the purely residential neighborhoods that surround the Downtown to the north. This breakdown occurs on several different fronts; streetscape, building setback, surface parking facilities, height and other general pedestrian amenities.



Town Hall

This plan's analysis indicates that the current zoning facilitates this breakdown and works against the Town's positive historic attributes. The breakdown of the Downtown continuity is especially evident at the intersections of Richards Avenue where it intersects with Essex and Morris Streets. Both of these streets, but especially Morris, are dominated by surface parking facilities and are completely unfriendly to pedestrian travelers.

- **Subarea 5- Station Area West**

{Delineation- Beginning at the intersection of Blackwell Street and the Morris and Essex Rail R.O.W heading easterly along Blackwell Street to the easterly edge of the Dickerson R.O.W. and south along said R.O.W to the westerly property line of 29 W. Dickerson Street and north along said property line to the northerly edge of said property line and east between the properties that front Blackwell Street and Dickerson Street until the center line of Morris Street and south to 65 S. Morris Street and west along Block 1803, Lot 11 (Town-owned parking facility) along its southerly boundary to Orchard Street and west along Legion Place to Thompson Street south along Thompson to 2nd Street and north and west along 2nd Street to 36 Prospect Street where the boundary heads north along 36 Prospect Street's eastern property line and west along said property's northerly boundary to Prospect Street north to southern property line of 23 Prospect Street and west along said property's line back to Blackwell Street defines Subarea 5.}



NJ Transit Freight House



Dover Station has Circulation Issues



Lot B-Public Parking



Lot G-Dickerson Street Parking Lot in a Prime Development Spot

Dover Station West exhibits tremendous opportunity in the paved parking areas owned by New Jersey Transit and Town of Dover. Three (3) lots, identified in the parking section of this plan, as Lots B, C and D (Map 2- Dover Parking Map,) have great potential if development is designed in a manner that connects it to the Station, Downtown and surrounding neighborhoods. These sites, in conjunction with the 6.87 Crescent Field Recreational Facility account for 14.52 acres, all but 1.88 acres is publically-owned by the Town of Dover.

Lot B exhibits the greatest opportunity however. The site contains two parcels and acts as both New Jersey Transit's- Dover Freight House and Town-owned commuter parking lot. These sites are also adjacent to Crescent Field and while the topography leading toward South Morris Avenue becomes elevated and more difficult to develop, it provides a unique opportunity for innovate design that can tie the downtown, station, park and the street together with surrounding neighborhoods. Therefore, it is key to the transition between the residential community to the south and the higher densities of the Downtown.

As you travel west along Subarea 5, the surface parking facilities reduce in size. While Lot C, adjacent to Orchard Street may be developable, it may make sense to allow Lot D to remain surface parking where opportunities to share parking with the neighborhood exists during off-peak hours. Surrounding the lots are a daycare center, American Legion Hall and Free Mason Hall where parking is needed and currently shared within the existing surface lots.

The Gateway at Blackwell and Prospect is a fine example of a "singature" entrance into Town.



- **Subarea 6- East Blackwell Street**

{Delineation- Beginning at the southwesterly boundary of 112 E. Blackwell Street at the Morris and Essex Rail R.O.W. heading east along said R.O.W. to its intersection with the Rockaway River near Salem Street the north and upstream to the Rockaway and Dover Rail R.O.W. where it follows the northerly boundary of said R.O.W. west to its intersection with Union Street then south back to the southwesterly boundary and including 112 E. Blackwell Street delineates Subarea 6.}

This subarea is in an important gateway leading to the Downtown from the east. The primary access to the Downtown is from South Salem and Rockaway Township to the east. Leading up to the edge of Subarea 3 (the Downtown Core), this section is really a prime example of the challenge that great towns like Dover have experienced over the years in battling good design versus automotive need. Land use along East Blackwell can be classified as intense in some areas with automotive sales, repair centers and various other light industrial land uses. There are several uses with environmental concerns, especially those adjacent to the Rockaway River. Some single-family homes are scattered throughout present as well.



South Salem Street gateway today

Land use in Area 6

Gateway opportunity in Area 6

- **Subarea 7- Dover Station Area South**

This subarea is characterized by underutilized commercial uses on its western edge, single-family at its southern, and industrial uses of Subarea 8 along its eastern edge. The area is environmentally constrained by soils and presence of steep slopes.

{Delineation- Beginning at the intersection of South Morris Street and Morris and East Dickerson Street heading east along the northerly boundary of the East Dickerson R.O.W. to the north easterly boundary of 90-100 East Dickerson Street then south along and said R.O.W. to South Morris Street and north back to East Dickerson Street defines Subarea 7.}

Accessing Dover Station from this area is difficult, as there is only a single point of access to this area from South Morris Avenue. Access to the Station from here depends on utilizing South Morris Avenue at the at-grade rail crossing. Immediately adjacent to the Station is an access drive to NJ Transit’s – Dover Rail Yard and industrial uses further east. Monmouth Street, further south of the Station Area also runs parallel to the Station and dead ends into a steep slope, as does Park Avenue. There is also presence of water utilities further down Park Avenue into the woods and down slope in this area.



Area 7

South Dickerson Street

Unique topography offers future development consideration

Although great potential exists for these sites, the constraints of steep slopes and geologic substrata must be dealt with in order to fully capitalize on its location. This plan will discuss this issue in greater depth, but recognizes these constraints may also present an opportunity for innovative design. As such, the area may be best suited to taking advantage of future markets that may be created through the prioritization, and implementation of redevelopment in other subareas.

- **Subarea 8- Dover Station East**

{Delineation-This area is defined as the entire property boundaries of 126 and 110 East Dickerson Street.}

The section closest to the station in this subarea is characterized by several light industrial uses. These businesses are viable, and have maintained fairly good condition given their intensive use. The sites are accessed through an easement located on the south side of Dover Station via South Morris Avenue. The NJ Transit rail maintenance and storage yard, referred to as Dover Yard, also utilizes this easement for access. Furthermore, this area, including the Dover Rail Yard, is fairly indiscrete because of the surrounding topography, layout of streets, steep slopes to the south and backyards of the properties along Blackwell with the rail line separating it from the North side of town. Given these factors, the area is screened from neighboring uses and is well suited to remain in its present industrial use. Notwithstanding, there is an opportunity for future inclusion into Subarea 7 should future market condition allow. While these sites are indiscrete from within in the Town, these sites are in-fact the first visible sites when coming to town by train.



Evening at Dover Yard

RESULTS OF PUBLIC INPUT- OPPORTUNITIES & CONSTRAINTS

OPPORTUNITIES

There are many positive attributes associated with the Downtown that could support the revitalization of the area. This list was derived by site visits and extensive public participation through Planning Board meetings, stakeholder interviews, and meetings with public officials.

- Mid-town Direct- NJ Transit’s New York City rail service (Morris and Essex Line & Montclair/ Boonton Line);
- Established center;
- Established fine grain mix of residential and commercial uses;
- Multi-modal transportation options exist;
- Proximity to, and pedestrian access from, adjoining residential development;
- High degree of street interconnectivity and strong street grid;
- Generally well defined nature of the Downtown;
- Existence of underutilized parcels ripe for revitalization.
- Governmental commitment to revitalization effort and rail station upgrades.
- Ability for revitalization to benefit the central business district by providing complimentary commercial and residential development and increase socio-economic trends.
- Proximity of the St. Clair’s Hospital
- Proximity of the Joseph Kubert International School of Cartooning
- Cultural Diversity.
- Number and diversity of restaurant establishments.
- Arts and historical resources.
- Dover Business School.

CONSTRAINTS

The public thought that opportunities outweighed the constraints with regard to this planning effort. Many of the negative aspects that the plan was asked to look can be remedied. The following list was utilized to make recommendations for the plan.

- Lack of public parking and the ability for new applicants to meet the parking requirements in the Downtown.
- Lack of public open space
- No central focal point
- Presence of poor or outdated building facades, signs and awnings
- Costs of public improvements
- Lack of Business liaison in Town Hall; Economic and Community Development Director
- Gaps in building rhythm and streetwall of some arterial streets in Downtown
- Lack of streetscape continuity for all downtown streets.
- No incentives for market/private parties
- Town’s current Land Development Ordinance
- Poor perception of the Town and its diversity by local and regional community.
- Lack of access to Rockaway River
- Education of entrepreneurs.
- Topography and geography near station



SECTION IV



PLAN PRINCIPLES & RECOMMENDATIONS

| Section 4 |





Night-time at Dover Station

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.

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

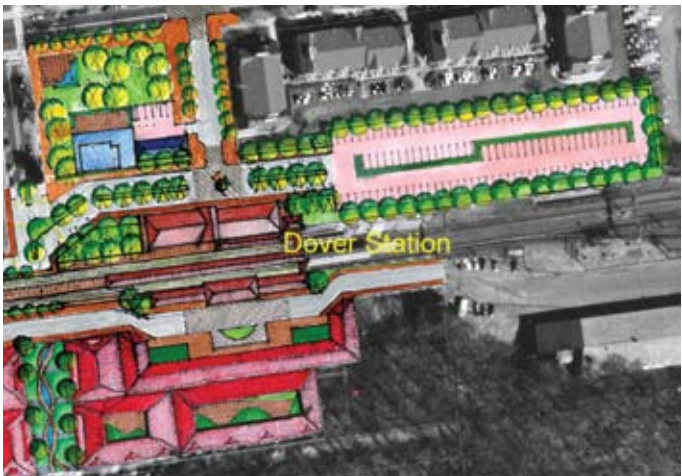
• SPECIFIC RECOMMENDATIONS FOR SUBAREA 1

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 pedestrain improvements are made to the station. Pedestrians must take precedence over any parking requirements.

The keyrecommendation for subarea 1 is that a detailed Station Area Plan by 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.

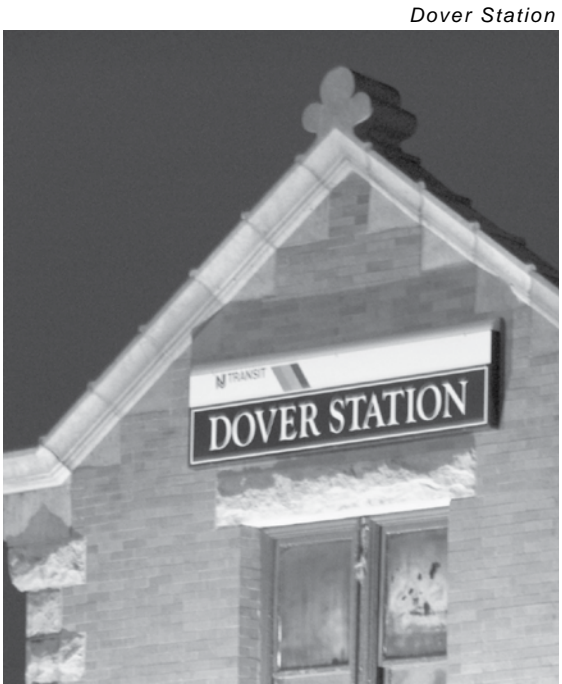
Highlighting the Station and improving the surrounding area, with enhanced pedestrian amenities, will encourage ridership and utilization of Dover Station. Increased riderships means several things; more foot traffic for Dover business, less vehicular traffic in the Downtown, more profit for NJ Transit 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

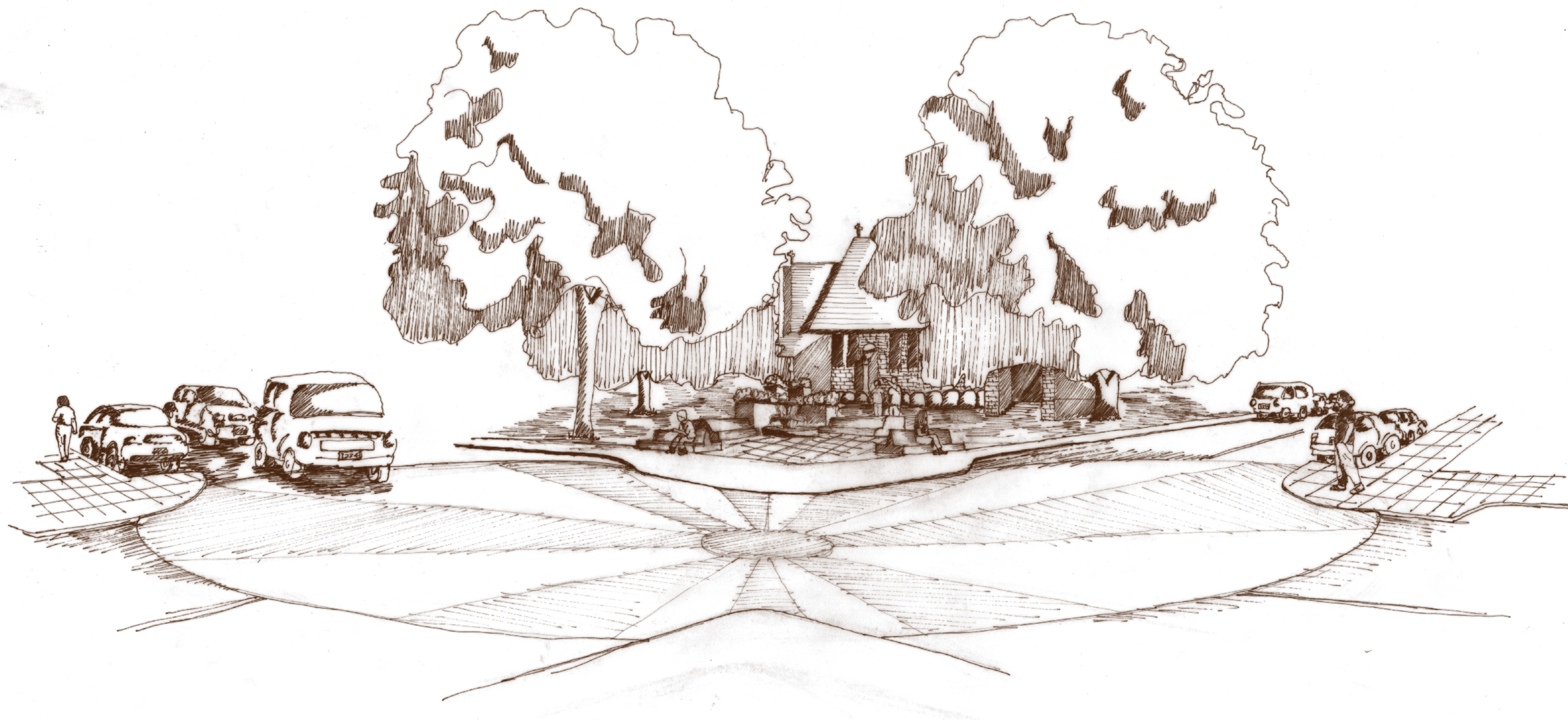


FIGURE 4.2 | ST. JOHN'S PLAZA SKETCH

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.

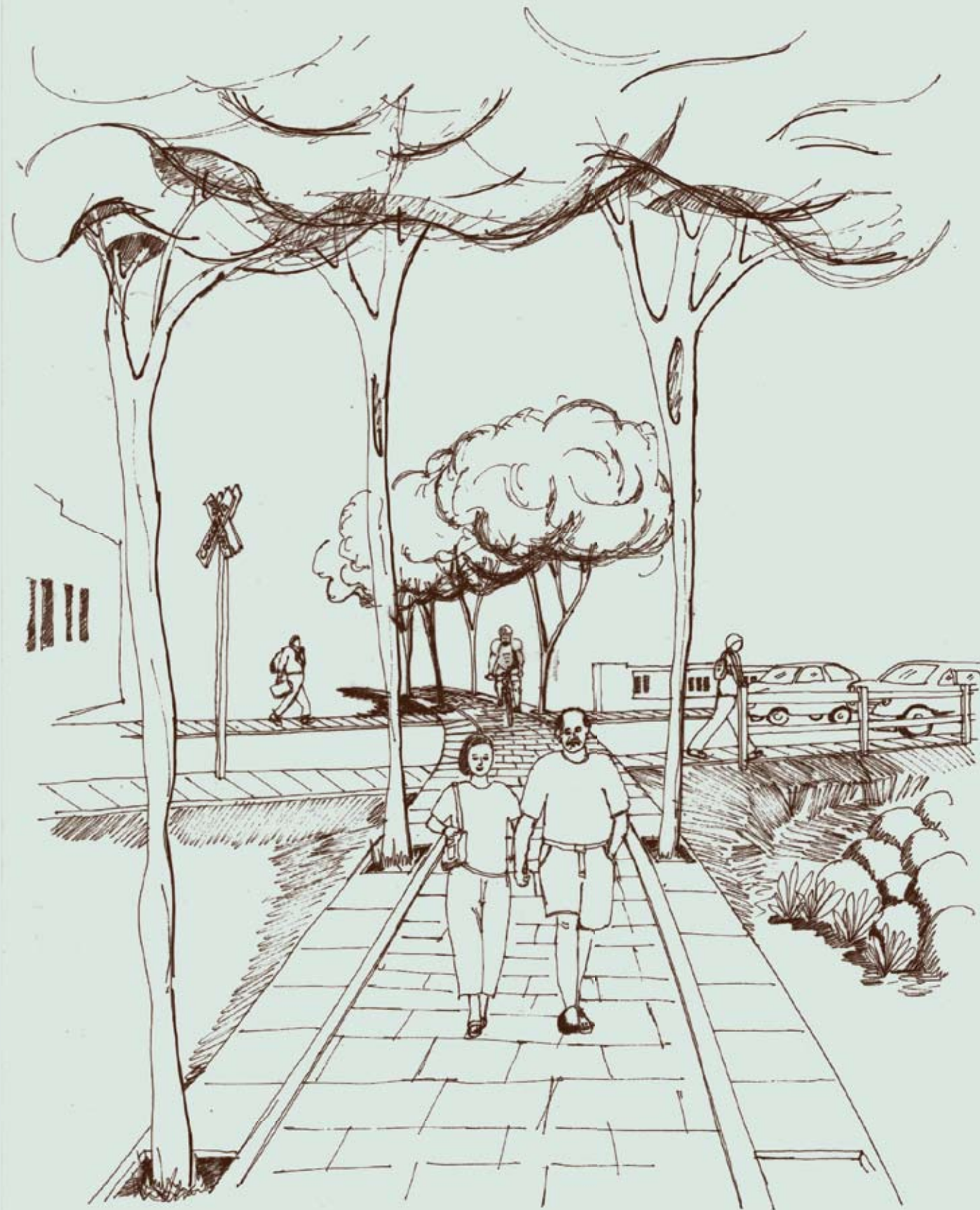
The historic district and its archetecture are the foundation of this plan. New development or redevelopment of properties that are not contributing to historic value should be led by guidelines that focus on form and architectural treatments while being practical to existing property owners. The existing 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 pedestrain 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

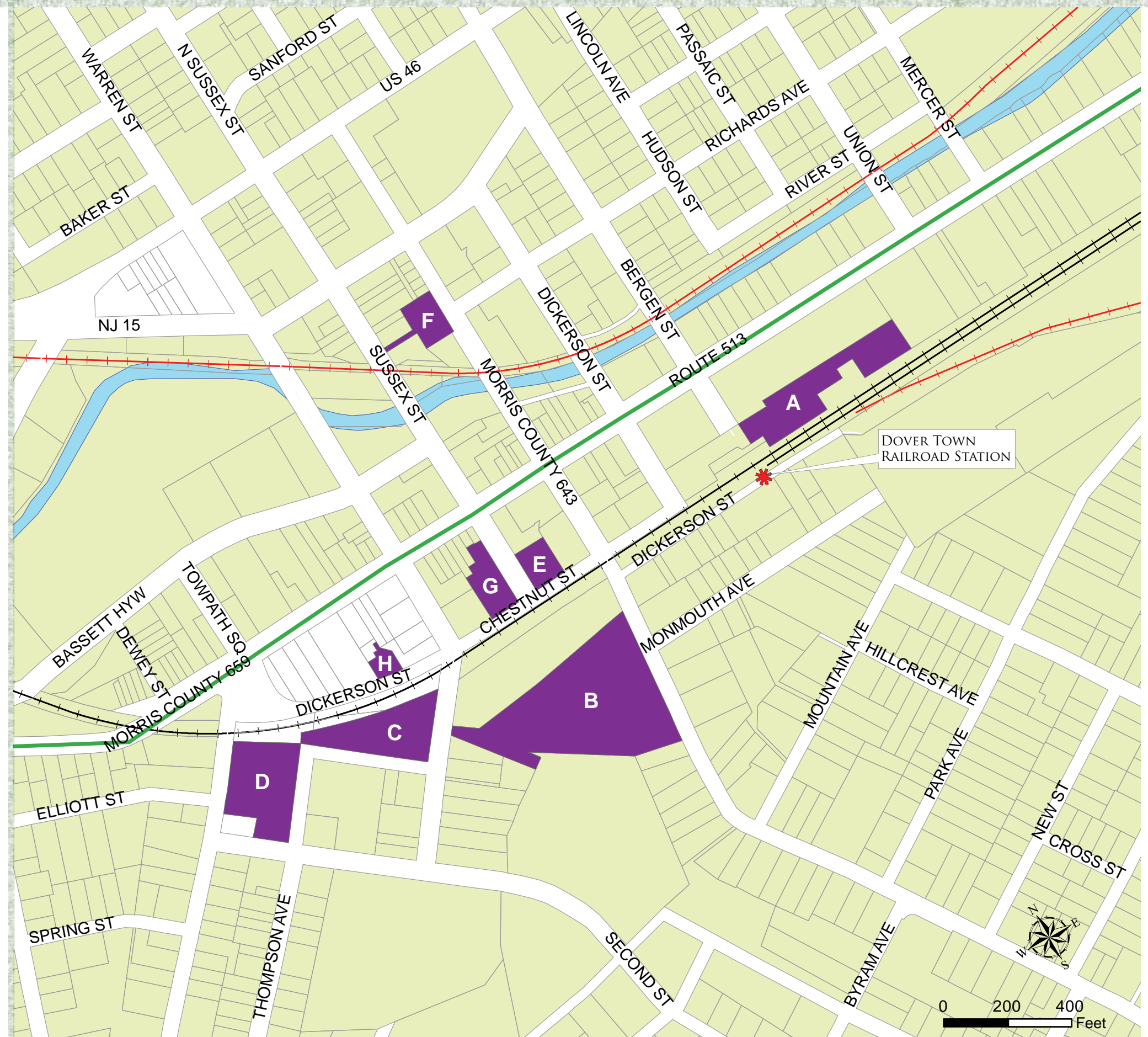
LEGEND

- 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.



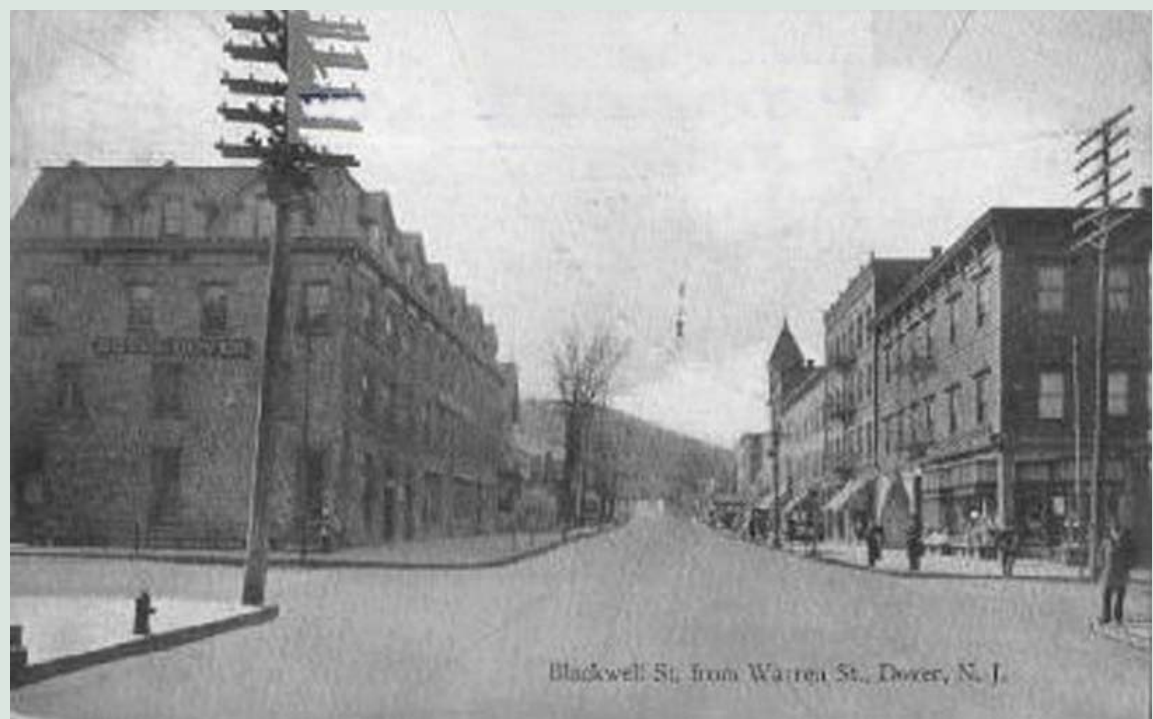
Conceptual Massing of Dover Station with pedestrain improvements and traffic calming measures

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 praking.

~ 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. Further more, 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)

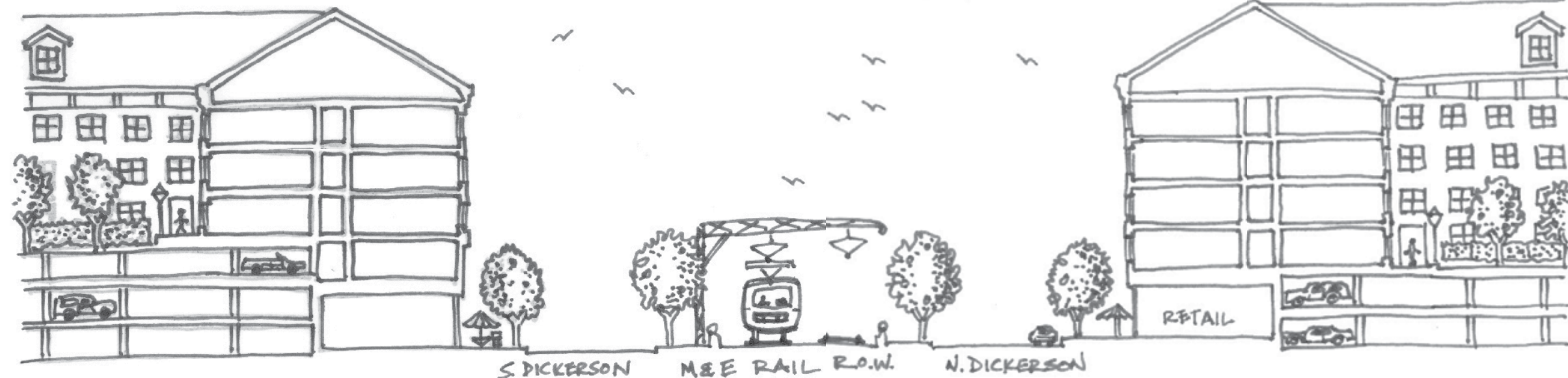
These sites will be complicated to develop given that so much commuter parking is located on this site. Development will certainly require a public-public-private partnership between the Town of Dover, NJ Transit and the developer. While this plan is ultimately governed by ordinance, the conceptual configuration 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 accomodated 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





SECTION V



DESIGN STANDARDS

| Section 5 |

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General Design Standard Principles

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Streetscape Standards

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Recommended Street Profiles





Battery Park, NYC

Design Standards

When people like a place, they will incorporate it into their daily lives, using it and enjoying it even when they have no expressed purpose for doing so. Such a place establishes a sense of community that gives focus to people's daily lives. Public places where people can conveniently and happily carry out their normal day-to-day activities without the inconvenience associated with poorly designed development. The following performance and design standards will help create a "place" for the people of Dover that they will feel comfortable in and want to return to again and again.

GENERAL DESIGN PRINCIPLES

- Create attractive walkways and continuous street-front experiences that maximize the quality of the pedestrian environment and afford opportunities to increase retail traffic.
- Configure sidewalks so people feel safe and comfortable; make sidewalks wide, appealing, and shady.
- Provide a hierarchy of direct and indirect lighting (no sodium vapor lights) that illuminates walkways, ensures safety, highlights buildings and landmark elements, while providing sight lines to retail uses. – (such as a view from a café to bookstores and unique shops.)
- Install well-designed, high quality street furniture to reinforce the strong image and comfort of the place.
- Carefully place strong landscaping elements, including shade trees, that enhance the place.
- Vary roofscape and façade designs. (retailers depend on diverse, appropriately scaled, and customized shopfronts.)
- Use compelling, informative, and consistent signage to tell the story of the place. (not literally)
- Design attractive corners and gateways to the Downtown.

- Add vitality by requiring active uses along the sidewalks such as outdoor dining, interactive displays in shop windows, entertainment, and diverse architectural elements, styles and setbacks.
- Deter crime by designing for security; ensure street-level vitality and plenty of “eyes on the streets”.
- Incorporate a variety of urban residential uses in the form of live/work spaces, apartments above stores fronts and townhouses to ensure activity around the clock.

STREETSCAPE STANDARDS

Streetscape is a very important component of successful downtowns. Whether in New Jersey or Europe, streetscape is where the pedestrian realm is defined and how the Town “entices” visitors to come to and experience what it has to offer. It is also what drives people who live in town to come and enjoy the local flavors. “Pedestrianism” through streetscape improvement is a critical element in measuring the success of Dover. In addition to the existing network of sidewalks and pedestrian crossings, this plan envisions a enhanced program designed around integrating and connecting the surrounding community to and within the Downtown and Dover Station. This plan recommends streetscape amenities that tie much of the existing amenities of Blackwell Street together with all streets with this Transit-Oriented Development Plan.



Historic Lower Manhattan, NYC

STREETSCAPE RECOMMENDATIONS

- **Brick pavers on all pedestrian crosswalks (Raised at some key crossings in the form of speed tables). For example, Town Hall & Post Office vicinity where public buildings are located;**



Before-Typical painted crosswalks



After-Simulation of the typical crosswalk improvement crosswalks

- **Uniform trash receptacles with tops that discourage inhibit residential use;**



Typical Trash receptacle recommended in this plan

- **Planters- when implemented, should be uniform in style.**



A typical planter that is recommended within any plaza or pocket park.

- **Consistent uniformity with existing streetscape including tree grates;**



Some areas of Blackwell Street Exhibit great uniformity of streetscape



Tree Grate-Typical Material-Steel Color-Standard Grey

- **Attractive bus stop shelters should be located at stops in Town. Shelters should be designed to limit the ability to mount advertisements on them.**



A Shelter typical of those recommended for Dover

- **Bike racks should also be implemented throughout Town to eliminate bicycles being chained to trees.**



- **Zoning as set forth in this plan, to include provisions for outdoor cafes, and guidelines for outdoor displays;**
- **Implementation of Dover's Community Forestry Program.**

TRAFFIC-CALMING PRINCIPLES

- **Provide textured crosswalks and paving;**
- **Raised crosswalks in strategic locations to calm traffic**
 - **Dover Station Area**
 - **Dover Greenway (Morristown & Erie Railroad R.O.W.) (Figure 8-Dover Greenway Sketch)**
- **Landscaping, including street trees and planters for aesthetics and safety**
- **Utilization of the Rockaway River and Rockaway/Dover Rail Greenway for recreational and pedestrian access to Downtown**
- **Pedestrian plazas designed at:**
 - **Dover Station**
 - **Post Office/Town Hall**
 - **“St. John’s Square”/Dover Station Area**
- **Coordinate with the Town’s Circulation Element and consider removing “Right-turn on red” in the Downtown.**

RECOMMENDED STREET PROFILES

The following table shows the street profiles recommended for some of the significant streets within the TOD. Comfortable sidewalks, provision of space adequate for the placement of streetscape elements, attractive walkways and separation of vehicular and pedestrian and vehicular movements are some of the factors that have been considered in the following profiles. Walkability and ample sidewalk widths have been given priority.

STREET NAME	AVERAGE WIDTH OF THE STREET	MINIMUM DIMENSIONS (IN FEET)					
		SIDEWALK (BOTH SIDES, UNLESS SPECIFIED)	CURB	PARALLEL PARKING (BOTH SIDES, UNLESS SPECIFIED)	NUMBER OF LANES	WIDTH OF EACH LANE	MEDIAN & PLANTING STRIP
Dewey	30 feet	4	1	8, one side	1	12	0
Mercer	50 feet	8	1	8, one side	2	12	0
Union, Bergen, Warren, Morris (South of Richards), Sussex, Pequannock, Prospect,	65 feet	11.5	1	8	2	12	0
Blackwell Street	70 feet	14	1	8	2	12	0
North Dickerson	40 feet	11, one side	1	0	2	12	0
South Dickerson	60 feet	13, one side	1	8	2	12	0
Clinton, Bassett	65 feet	9	1	8	2	12	5

- It is recommended that any street width in excess of the minimum dimensions be added to sidewalk width;
- In areas where the general width of a street decreases, a profile of similar street width must be followed;
- Street trees and street lights are recommended on both sides and on all streets
- Street furniture such as benches, planters and bike racks are strongly recommended on streets with a R.O.W width of 65 feet or more;
- On streets with a R.O.W width of 65 feet or more, a median/ planting strip may be provided as an alternative to wider sidewalks;
- Sidewalk extensions are recommended on every intersection, to make pedestrian crossing safer;
- The 8 feet width for parallel parking, as recommended in these street profiles, may be replaced by landscaped edges on streets that are more residential oriented or pedestrian intensive;
- A 6 feet wide buffer adjoining the railway line, is recommended on North and South Dickerson Streets.



Fraunces Tavern, NYC



SECTION VI



PARKS & OPEN SPACE OPPORTUNITIES

| Section 6 |

PLAN IMPLEMENTATION

| Section 7 |

VI

PARKS & SPACE OPPORTUNITIES

Parks and Open Space must be included into the design of any Downtown. This plan has recommended specific areas where new opportunities avail themselves. In general, the TOD should follow the Recreation and Open Space Element of the 2005 Master Plan. The relevant aspects of the Master Plan's recommendation are:

- **Inclusion of public art and public spaces.**
- **Provide commuter waiting areas through public plazas near Dover Station.**
- **Provide Crescent Field with additional space integrated into the Redevelopment of the area. This would include provisions for a community center.**
- **Enhance the Morris and Essex rail line ROW through landscape improvements.**
- **Work with private sector to add to the public parks system, including; St. John's Church, NJ Transit and property owners along the River.**
- **Include residential amenities into the design of new buildings. This could include pools, playgrounds and sitting areas within the building.**
- **Create greenways along the River and abandoned rail ROW.**
- **Link public places, such as the post office and Town hall to pedestrian plazas, walkways and open space.**
- **Enhance the history of Dover while creating new open spaces, the Morris Canal and other historic sites and buildings.**



Public Art in Battery Park City, NYC

PLAN IMPLEMENTATION

Implementation of this plan and its elements is set forth herein to provide a focus of municipal staffing efforts while allowing the success of each task completed to build off the other. Some elements are critical for short- term success and other require the success of these short- term measures in order for longer-term measures to be financially feasible. However, based on what Dover is, its people, both staff and residents, forecasting success in the Town is not guesswork but a mere a matter of time.

This plan not only prioritizes Dover’s development by Subarea area number but the following recommendations will also help focus staff and political efforts. Some of these recommendations are meant to run on parallel tracks and simultaneously with others. Ultimately it will be the Town’s call on whether to pursue these recommendations in the order presented but should do so based on staffing and/or fiscal constraints.

PLAN RECOMMENDATIONS

- 1.) **Implement this plan as an incentive to facilitate appropriate development in the T.O.D. Area through predictability**
- 2.) **Pursue Transit Village Designation to allow for access to funding streams for public improvements.**
- 3.) **Initiate discussions with St. John Episcopal Church in creating Dover Station Plaza.**
- 4.) **Create design documents for Subarea 1 pedestrian improvements.**
- 5.) **Pursue NJ DOT funding for Station area improvements. (ie. Transportation Enhancement Grants)**

- 6.) **Create and establish a Community and Economic Development Department for the purpose of soliciting new economic development opportunities, liaison to existing business opportunity, and staff to Economic Development Commission.**
- 7.) **Continue the redevelopment-planning process for Subarea 2 to ensure development is coordinated with this TOD plan.**
- 8.) **Pursue discussions with NJ Transit regarding relocating the Dover Freight House. (Maybe with Subarea 2 as a community center or consession for sporting activities)**
- 9.) **Pursue discussions with Morris County to abandon the Morristown and Erie Railway.**
- 10.) **Create and utilize a marketing program that indicates potential “niche” markets for the downtown or services that Dover requires by proactively approaching businesses and indicating opportunities that exist within Dover.**
- 11.) **Create a Site Review Committee made up of representatives from Town Hall, Planning, Zoning Board and Historic Commission amongst others to review the details of site plans prior to the public hearing at the full Board.**
- 12.) **Create a special business district for the Downtown and pursue State Main Street Designation and assistance**
- 13.) **Pursue Streetscape Funding (ISTEA)**
- 14.) **Pursue PSE&G Streetlight program for all other streets in the TOD planning area.**
- 15.) **Pursue Community Forestry program for grants relating to street trees and implement the Town’s Community Forestry Plan.**
- 16.) **Pursue a Façade Grant Program in concert with the business community**
 - a. **Attempt collective application of merchants**
 - b. **Coordinate county input and activity**



SECTION VII



DRAFT ZONING ORDINANCE RECOMMENDATIONS

| Section 8 |

DRAFT ZONING ORDINANCE RECOMMENDATIONS

Draft Zoning Ordinances

These draft zoning ordinances form the basis for a comprehensive change to the zoning within the Dover TOD area. This is meant as a jumping off point toward adoption of form-based design standards that will facilitate new development in Dover while remaining respectful of the historic integrity of the Town.

TRANSIT ORIENTED DEVELOPMENT (TOD) Zoning District

Sec. 236-104. General purpose.

The purpose of the Transit Oriented Development (TOD) zoning districts is to implement specific TOD concepts established in the Town of Dover Transit Oriented Development Plan and for other situations where conventional or planned development zoning districts are inappropriate. These districts require more detailed regulations than provided by conventional zoning districts, and use special terms as described in the following sections. The district is depicted in Figure 236-1.



Figure 236-1

Sec. 236-105. Build-to lines and setback lines.

(a) Build-to and setback lines distinguished. The TOD district specifies build-to lines for street frontages and setback lines for side and rear property lines.

- (1) A build-to line identifies the precise horizontal distance (or range of distances) from a street that the front of all primary structures must be built to, in order to create a fairly uniform line of buildings along streets.
- (2) A setback line identifies the minimum horizontal distance between a property line and the nearest point of all structures, in order to ensure a minimum area without buildings.

(b) General requirements for build-to lines.

- (1) Build-to lines are illustrated conceptually on FIGURE 236-2.
- (2) Where a build-to line is specified as a range (for instance, 5 to 10 feet), this means that building fronts must fall within that range of distances from the front property line. Where there is a range, the front facade does not have to be parallel to the street or in a single plane, as long as the front facade remains within the range.
- (3) At least 75% of the building frontage is required to align with the build-to line. The remaining 25% may be recessed up to 10 feet behind the build-to line, for instance to provide recessed pedestrian entrances or simply for architectural diversity. (See also § 34-997 regarding plazas.)
- (4) Build-to lines are subject to adjustment to maintain visibility for vehicles exiting onto primary streets.
 - a. Site triangles must be maintained on both sides of intersecting streets and exiting driveways to provide equivalent visibility.
 - b. Within these triangles, no buildings, shrubs, or low-hanging tree limbs may obstruct Visibility between the height of 2 feet and 6 feet above ground. However, visibility triangles are not required at intersections with roundabouts or all-way stop signs.
 - c. Build-to line requirements may be adjusted by the engineer to avoid trees larger than 8 inches in diameter (measured 54 inches above grade).

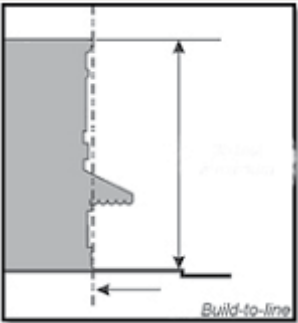


Figure 236-2

- (5) Upper stories are encouraged to remain in the same vertical plane as the first floor. Awnings, canopies, balconies, bay windows, porches, stoops, arcades, and colonnades are allowed on building exteriors provided that they comply with the commercial design standards (see § 236-124).
 - (6) Build-to line requirements shall take precedence over any buffer or setback requirements imposed by other portions of this code.
- (c) General requirements for setback lines.
- (1) Setbacks from property lines. Minimum setbacks from property lines are defined for each Zoning district.
 - (2) Setbacks from water bodies. Minimum setbacks from water bodies including the Rockaway River are fifty feet (50') for non C-1 classified streams by the NJDEP.

Sec. 236-106. Building frontages and lot frontages.

Building frontage is the length of a building facade that faces a street. Lot frontage is the length of a property that is adjacent to any street excluding alleys. Building frontages and lot frontages are illustrated in *FIGURE 236-3*.

- a. Front yard
- b. Side yard
- c. Rear yard



Figure 236-3

Sec. 236-107. Commercial design standards.

Except where this code specifically provides otherwise, the commercial design standards (see § 236-120) apply in all TOD zoning districts to all commercial and mixed-use buildings or portions thereof that are being newly built, and to “substantial improvements” to such buildings as defined in § (Town needs to add definition in Sec. 236-5).

Sec. 236-108. Property development regulations.

- (a) In the TOD zoning district, land use is controlled through the more specific property development regulations that are provided in the remainder of this division. The TOD zoning district shall act as the land development regulation for all property within the zone identified in Figure 236-1.
- (b) The Planning Board and its Expedited Site Review Committee shall have jurisdiction over projects that are in within the TOD zone (1) The Planning Board shall expedite the permitting process by providing a single interface between the developer and the Departments within the Town of Dover as well as any need for assistance with:
 - (1) State Agencies; NJDOT, NJDCA, NJDEP, etc.
 - (2) This interface shall be the zoning officer in the Town of Dover
 - (3) Appeals to the decision of the Planning Board, Expedited Review Committee or the Zoning Officer should be in accordance with the Municipal Land Use Law.
- (c) Variances shall consist of two (2) levels: Minor and Exceptional.
 - (1) Minor variances are those that do not break the intent of this Chapter and can be justified or by hardships in site suitability.
 - (2) Exceptional are those not consistent with this Chapter. These variances shall only be granted by the Governing Body upon referral by the Planning Board.
- (d) Development Incentives- (Dover needs to clarify how and whether development incentives should become part of the TOD.)

Secs. 236-109-112 RESERVED

Sec. 236-113. Specific Requirements.

The purpose of the TOD district is to create the desired quality and character for the center of pedestrian-oriented commercial activities within the town. New commercial buildings are expected to accommodate pedestrians by providing storefronts near sidewalks and by offering shade and shelter along major streets. Blackwell Street serves as the Town’s “Main Street” and is characterized by a strong streetwall and will be anchored by gateways at each end. Other streets in the downtown will support this street and will maintain this streetwall and subsequent pedestrian environment.

Sec. 236-114. District map and applicability.

(a) The area indicated on FIGURE 236-1 is the outer perimeter of the TOD district. Properties that are part of any other Redevelopment Plan are governed by the terms of that Plan rather than the requirements of this TOD district, even if the property is located within the area depicted in FIGURE 236-1.

Sec. 236-115. Allowable uses.

- (a) In the TOD district, the district shall provide:
- (1) Ground level retail – Throughout. Exception may be granted where residential at ground is more appropriate, such as those areas adjacent to single-family neighborhoods and environmental amenities such as parks or the Rockaway River. Notwithstanding, all ground level retail shall work toward maintaining continuity with the existing downtown retail environment.
 - (2) Office – above retail (if office is proposed, it should allow for convenient conversion to residential or retail space). Office is not permitted on the ground level.
 - (3) Residential – above retail so long as the mix of units are as follows: sub area 3 and 5 however shall also include the provision of affordable housing within the project in accordance with the Town of Dover Housing Element and Fair Share Plan. The mix of unit types are permitted in the following percentages:
 - (a) Zero or One-bedroom units 50% or more
 - (b) Two-bedroom units 40% or more
 - (c) Three-bedroom and above units shall not exceed 10% of unit type.

Sec. 236-116. Building placement.

- (a) Build-to lines established. Build-to lines (see §236-105) vary according to the streets and Street types.
- (1) Build-to lines for all streets are 0 feet to 5 feet from front property lines, except:
 - a. Build-to lines are 0 feet for Blackwell Street and all properties abutting Blackwell Street properties.
 - (2) The adjustments to build-to lines to maintain visibility that are required by §236-105(b)(4)do not apply:
 - a. To buildings fronting the future Rockaway River Greenway and/or Town Hall Plaza, or
 - b. To building fronts, where wide sidewalks and on-street parking lanes allow the necessary visibility.
- (b) Setback lines established. Setback lines (see §236-105) are established as follows:
- (1) For principal buildings:
 - c. Minimum rear setbacks are 25 feet from rear property lines, except as follows:
 - 1. In Subarea 3 and 5 of the Dover TOD where buildings may be proposed to include open space and residential amenities.
 - 2. In areas where parking garages can be integrated into the design of the new building. New buildings shall be placed so as not to preclude future parking garages from being built on the interiors of these blocks.
 - d. Minimum side setbacks are 15 feet from the side property line where new development facilitates the ability to park in the rear yard area. Such 15’ setback shall be utilized to gain access to rear yard parking facilities. Side setbacks may be 0 feet for properties fronting on Blackwell Street, or other property that is able to share parking in other facilities as depicted in 236-118(c). The purpose is to enable a driveway to be built accessing rear parking.

Sec. 236-117. Building size.

(a) Building frontage. (see §236-106)

- (1) For pedestrian plazas and primary streets, building frontages shall be at least 80% of the lot frontage, unless an access to rear parking lot is necessary. In that case, a maximum of 15, side setback shall be permitted as specified in 236-116 (b)(1)d..
- (2) For multiple adjoining lots under single control, or for a single lot with multiple buildings, the percentages in 236-117(a)(1) apply to the combination of lot(s) and building(s).
- (3) Exception for properties adjacent to important Dover historic, cultural or open space assets where the required building frontage percentage may be reduced to 35% provided that the open space thus created, allows open views and/or enhanced access to these assets.
- (4) For buildings facing important viewsheds, historic sites or other aesthetically pleasing views, it is encouraged that the ground level storefronts be restaurants, cafes, or other types of “assembly” uses such as bookstores with outdoor seating.

(b) Building height. Building heights (see §236-5) shall be limited to:

- (1) For properties that front on the following streets, a minimum of two (2) stories or 30 feet above base flood elevation and no taller than five (5) stories or 65 feet. Such heights shall be determined to be consistent with the historic integrity of the Downtown. Such determination shall be consistent with the Historic Preservation Element of the Master Plan and official determination shall be made by the Dover Historic Preservation Commission.
 - a. Blackwell Street
 - b. Essex Street
 - c. Warren Street
 - d. Morris Street (North of Dickerson)
 - e. Bergen Street
- (2) For properties that front on the following streets, a minimum of 40 feet above base flood elevation and 3 stories, and no taller than 6 stories or 75 feet.
 - a. Dickerson Street
 - b. Dickerson South (proposed)

- c. Morris Street (north of Mountain Avenue and south of Dickerson)
- d. Any new street created within Subarea 3 and 5.

- (3) For properties identified as those that contain public parking under the buildings, the project may be allowed additional height upon issuance of the development PRO-FORMA to the Town of Dover and subject to negotiation. Maximum height may not exceed 8 stories or 96 feet. Sites within the Dover historic district will be required additional review to ensure the districts integrity is not jeopardized.
- (4) The Planning Board, by special permit, may modify the special height restrictions set forth in this Section for any development or modification. As a condition for such modification, the Board shall find that the development proposes to include public parking below grade as part of the application for development. Such conditons may also include additional open space or public gathering spaces, such as those envisioned for Crescent Field. The Board shall find that the proposal also includes adequate access of light and air to surrounding streets and properties and that the maximum height of such development does not exceed 96 feet.
- (5) The Board may also prescribe appropriate conditions and safeguards to protect and minimize any adverse effects on the surrounding community.

Sec. 236-118. Circulation and parking.

- (a) Off-street parking reductions. The TOD district is planned as a “park-once” district, with preference given to pedestrian movement within the district. On-street parking will be provided by the Town along all streets with exception to those streets specifically identified by the Town of Dover. Other public parking areas are identified in Figure 236-4. For these reasons, substantial reductions are allowed to the normal off-street parking requirements found in §236-43. The follow ratios shall apply to determine the number of off-street parking requirements:
 - (1) Residential: 1.3/unit average. Further broken down by unit type:
 - 1.0/unit – 1 bedroom
 - 1.5/unit – 2 bedroom
 - 1.75/unit – 3 bedroom

- (2) Office:
 - 1 space/1,000 square feet
 - 1.5 spaces/1,000 square feet for buildings over 50,000 square feet
- (3) Retail: All retail, including restaurants shall be exempt from parking standard. Retail is meant to utilize on-street parking as well as spaces unoccupied within the commuter or public parking lots.



Figure 236-4

- (b) Parking lot locations. Off-street parking lots shall be placed in rear yards. Side yard setbacks are limited to access driveways to parking located in rear yards.
- (1) Off-street parking lots are not permitted in front or side yards.
 - (2) Off-street parking is encouraged to be provided under commercial or mixed-use buildings provided that all under-building parking spaces are separated

from sidewalks by usable commercial space at least 20 feet deep and meets all commercial building design guidelines in §§ 236-120. Off-street parking may be provided under commercial or within mixed-use buildings at other locations in accordance with § 236-121(c).

- (c) Parking lot interconnections. Rear-yard parking lots shall be interconnected to eliminate or minimize driveway cuts.
- (1) To ensure the effective use of these connections, the first to develop shall be required to make an irrevocable offer of cross-access to the adjacent parcel (prior to issuance of approval by any land development board), and must design and build the parking lot to accommodate cross-access.
 - (2) When adjacent owners seek Planning or Zoning Board approval, they will also be required to reciprocate with a similar cross-access agreements and then must complete the physical connection.
 - (3) Individual property owners shall control all rights to the use of their own parking spaces, but may choose to allow wider use of these spaces for a fee of their choosing or through reciprocal arrangements with the Town of Dover (Parking Authority).
- (d) Driveway connections.
- (1) Existing driveways and parking spaces are encouraged to be designed and relocated if necessary from all primary streets where new driveways shall connect only to secondary streets, except where these requirements would prohibit all reasonable access to a property. These scenarios shall be addressed when development applications come forth.
 - (2) Properties fronting on other primary streets.
 - a. For properties fronting primary streets other driveways should be connected to secondary streets whenever possible.
 - b. When a driveway onto a primary street is unavoidable, the driveway shall be shared, as far as practical, from other driveways or intersections.
 - (3) Properties fronting only on secondary streets. Driveways may be connected to secondary streets, existing easements, or alleys.
 - (4) Properties adjoining pedestrian plazas. Driveways and other vehicular access shall not be provided from or adjacent to pedestrian plazas.

(e) Parking garages. The town has identified three potential locations for parking garages through its TOD Plan.

- (1) Each potential location is indicated on Figure 236-4 as Lot B, C, E, F, and G. Construction of these parking garages is required by this code, but the regulations for the TOD district are designed to place new buildings on these sites so that they will be integrated into the parking plan.
- (2) All levels of parking garages must be separated from primary streets and pedestrian plazas by a liner building that provides usable building space at least 20 feet deep as indicated in Figure 236-5.
 - a. Liner buildings must be two stories or more in height and must be at least as tall as the parking garage.
 - b. Liner buildings may be detached from or attached to the parking garage.
 - c. Parking garages and their liner buildings are required to meet the commercial design standards.
 - d. Exceptions to liner building criteria.
 - i. Where it is determined that elevation and topography allows structure to be fully constructed below grade.
 - ii. Where the continuity of the retail component is not disrupted. Particularly as it relates to the existing downtown.

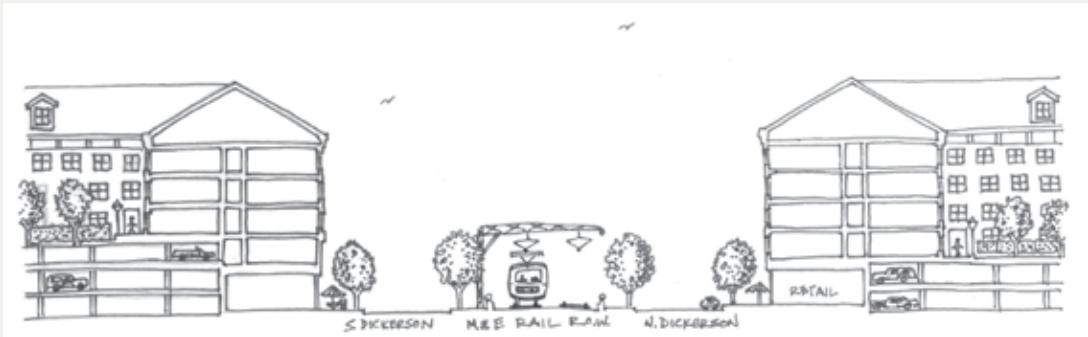


Figure 236-5

(3) Access to a parking garage may be provided as follows:

- a. Access to a secondary street or road
- b. Access to a primary street is not permitted except in unusual circumstances where no other access is feasible and when approved as a variance or deviation to this code.
- c. Access may not be provided across a pedestrian plaza.

(f) New streets. Subarea 2 and 5 of the 2006 TOD Plan, suggests development that should be included as an extension of the Downtown Historic District. As such, new streets will be needed to break up the “superblocks”. These new streets shall become an extension of the current street network and will serve the entire communities vehicular and pedestrian movements. The future may also see Subareas 7 and 8 meeting this need.

- (1) All new streets shall be designed to be of pedestrian-oriented, including:
 - a. Street trees of varieties recommended in the Dover Community Forest Plan.
 - 1) Each tree will be planted within a 9 square foot opening tree skirt.
 - 2) Tree skirts will be consistent with those in the Downtown area along Blackwell Street.
 - 3) Trees will be planted 30 feet to 50 feet on-center depending on variety of species.
 - b. Street lighting standards will be installed consistent with Blackwell Street.
- (2) Streets will be designed to accommodate two-sided on-street parking and 15 feet minimum sidewalks.
 - a. Exception to two-sided on-street parking design will be on new streets that run adjacent to parks and other open spaces such as Crescent Field (See TOD Subarea 5).
 - b. Exception to sidewalk scenario will be on new or redesigned streets adjacent to the Morris and Essex Rail Line.
 - 1) Public-private partnerships are encouraged when dealing with the improvement to the edge of the rail R.O.W.

(g) Drive-through lanes. Drive-thru lanes are not allowed in the TOD district because traffic generated by drive-thru lanes harms a pedestrian environment.

Sec. 236-119. Additional requirements.

(a) Commercial design standards. The commercial design standards (§§ 34-991–1010) shall apply to all commercial and mixed-use buildings, or portions thereof, that are being newly built, and to “substantial improvements” to such buildings as defined in §(236-5).

(b) Open space and buffers. There are no minimum open space and buffer requirements in the TOD district except in four instances:

- (1) Portions of properties that lie adjacent to Crescent Field. All new development shall enhance the existing park space and provide additional passive and/or active recreational space. This space should be fully integrated into the design of new development while enhancing surrounding neighborhoods.
- (2) Areas adjacent to the Rockaway River must provide access to the river as well as provide parkland and/or river-walk, particularly in areas that are wetland or floodway restricted.
- (3) Areas adjacent to the former Morris Canal R.O.W. shall include its history through signage monuments and/or dedicated park space.
- (4) Properties adjacent to the Rockaway and Dover Rail R.O.W. shall plan for and include landscaping and/or buffering from this future pedestrian greenway network.

(c) Outdoor sales. Merchandise may be sold outdoors in the TOD zoning district only in accordance with this subsection:

- (1) On private property. Retail businesses may sell their regular merchandise outdoors on private property between their stores and a street right-of-way on raised porches or on up to two wheeled vending carts that meet the following criteria:
 - a. Carts may contain no signage whatsoever;
 - b. Carts must be non-motorized, moveable by hand, and no taller than 8 feet including the height of the merchandise on the cart;
 - c. Carts must be moved indoors during any hours that the business is not open; and
 - d. Carts shall have integral roofs or umbrellas and use traditional or creative designs.



Figure 236-7 Depicts two suggested cart types

(2) On public property. Retail businesses may extend their operations onto public sidewalks and plazas only as follows:

- b. Locations explicitly sanctioned by the Governing body and/or where public markets or festivals are located.
- c. Vending rights are available only to the owner or primary lessee of the private property that immediately abuts the sidewalk or pedestrian plaza; vending rights may not be further sub-leased.
- d. Vending rights can be used only in the area directly in front of the private property and lying between 90-degree linear extensions of the side property lines.
- e. No fixed or moveable equipment may be placed on a public sidewalk or plaza to sell or serve food except as follows:
 - i. Tables, umbrellas, and chairs may be placed by restaurants for the use of their customers; no signage is permitted except lettering on umbrellas up to 8 inches in height.
 - ii. Wheeled food carts are permitted if they meet the following criteria:
 - 1. Carts must meet the criteria found in § 236-119 (c);
 - 2. Not more than one chair or stool may be provided for the employee; and

3. One sign per cart may be displayed, with each sign limited to 3 square feet in area. Figure 236-7 shows the suggested cart types.
- iii. Along Blackwell Street, all tables and carts shall be placed on the 5-foot bricked furnishing zone adjoining the curb and shall not otherwise block pedestrian movement along the sidewalk.
- f. No merchandise may be displayed on a public sidewalk or plaza except when placed on tables or shelves that are moved indoors during any hours the business is not open and that do not exceed the following dimensions:
 - i. Maximum height: 3 feet
 - ii. Maximum width parallel to right-of-way line: 8 feet
 - iii. Maximum depth: Depth may encroach the ROW line, however must ensure 6 feet of pedestrian ROW remains clear.
- g. Vending rights may be exercised only upon issuance of a permit by the town that sets forth the conditions of private use of a public sidewalk or plaza, including:
 - i. Additional restrictions on the degree which tables, umbrellas, chairs, and carts may interfere with pedestrian movement;
 - ii. Restrictions on the extent to which food or merchandise not available in the abutting business may be sold;
 - iii. Requirements for keeping the area surrounding the tables or carts from debris and refuse at all times;
 - iv. Insurance requirements;
 - v. Payment of fees established by the town for vending rights;
 - vi. Limitations on leasing of vending rights, if any; and
 - vii. Other reasonable conditions as determined by the town, including full approval rights over the design of umbrellas, carts, tables, etc.

DESIGN STANDARDS

Sec. 236-120. Purpose and intent. The purposes of design regulations for mixed-use commercial buildings include:

- (1) Encouraging traditional building forms that reinforce the pedestrian orientation and desired visual and historic quality of the Town of Dover.
 - (2) Creating usable outdoor space through the arrangement of compatible commercial buildings along street frontages.
 - (3) Encouraging buildings of compatible type and scale to have creative ornamentation using varied architectural styles that play on Dover's Historic character.
 - (4) Enhancing the town's business districts as attractive destinations for recreation, entertainment, and shopping.
 - (5) Maintaining and enhancing the town's sense of place and its property values.
 - (6) Implementing the design principles in the Town of Dover Transit-Oriented Development Plan.
- (a) Applicability. Except where this code specifically provides otherwise, these commercial design standards apply to all commercial and mixed-use buildings or portions thereof that are being newly built, and to "substantial improvements" to such buildings as defined in § 236-5, on properties that are zoned in the TOD zoning district:
- (b) Commercial buildings.
- (1) Properties with a Redevelopment Plan that incorporated specific architectural elevations shall be required to comply with these standards to the extent that the standards are not inconsistent with the approved elevations unless otherwise stated in the Redevelopment Plan.
 - (2) Commercial buildings such as hotels that will not contain commercial uses below base flood elevation shall not be required to comply with the ground-floor retail standards except along Blackwell Street. However, the principal facades of these buildings must screen under-building parking areas in a manner acceptable to the Town Zoning Official or designee and have appropriate ground level window treatments.

(c) Compliance determinations. Compliance with these standards shall be determined as follows:

- (1) An applicant may seek conceptual or final approval of a specific building and site design during the development process. The resolution approving a development may include specific site plans and building elevations and shall specify the extent to which these plans and elevations have or have not been determined to meet these design standards and whether any deviations to these standards have been granted.
- (2) Unless final approval has been granted pursuant to subsection (1), the town planner or zoning official shall make a determination of substantial compliance with these standards before an application can be filed with the Planning Board or Zoning Board, or before a building permit can be issued if Board approval is not applicable.
 - a. Compliance determinations of the Town Zoning Official are administrative decisions which may be appealed in accordance with the Municipal Land Use Law.
 - b. The Zoning Official shall provide written notice of each compliance determination to the applicant and the Town Planning Board within 30 calendar days.

(d) Variances and deviations. Requests to vary from a substantive provision of these standards may be filed using the variance procedures or may be requested during the redevelopment planning process as a deviation. The following are acceptable justifications for variances or deviations from these commercial design standards.

- (1) The proposed substitution of materials or function accomplishes substantially the same goals as the required provisions in these standards and would make an equal or greater contribution to the public realm of the Town of Dover; or
- (2) The proposed building is a civic building, which is expected to be more visually prominent than a typical commercial building. ; or
- (3) There are exceptional or extraordinary conditions that are inherent to the property in question, that do not apply generally to other nearby properties, and that are not the result of actions of the applicant.

Sec. 236-121. Exterior walls.

(a) Generally. These standards require commercial buildings to have traditional pedestrian oriented exteriors and to be clad with typical North Eastern United States building materials that are durable and appropriate to the visual environment and climate. Design flexibility and creativity is encouraged using ornamentation from a wide variety of architectural styles but should seek to enhance Dover's historic character.

(b) Finish materials for walls. Exterior walls are the visible part of most buildings. Their exterior finishes shall be as follows:

- (1) Any of the following materials may be used for exterior walls and for columns, arches, and piers:
 - a. Natural stone or brick
 - b. Reinforced concrete (with smooth finish or with stucco)
 - c. Concrete block with stucco (CBS)
 - d. Wood, pressure-treated or naturally decay-resistant species
- (2) Synthetic stucco (an exterior cladding system with a stucco-like outer finish applied over insulating boards) may be used as an exterior wall covering except on principal facades.
- (3) Other materials for exterior walls may be used only if approved as a deviation from this section through the planned development rezoning process or when explicit approval has been granted to vary from these regulations (see § 236-121).
- (4) Fastenings that are required to dry flood-proof the first story of commercial buildings shall be integrated into the design of principal facades or be visually unobtrusive.

(c) Types of exterior walls. Principal facades are defined in § 236-122 and their requirements are described in § 236-124. Exterior walls that are not defined as principal facades require a lesser degree of finish and transparency, but must meet the following requirements:

- (1) Transparent windows must cover at least 30% of the wall area below the expression line and at least 10% of the wall area between the expression line and the cornice.

- (2) All windows must have their glazing set back at least 3 inches from the surface plane of the wall, or set back at least 2 inches when wood frame construction is used.
- (3) Rectangular window openings (Figure 236-8) shall be oriented vertically (except for transom windows).



Figure 236-8 Rectangular window openings

Sec. 236-122. Principal facade walls.

(a) Facade elements. Principal facades are the primary faces of buildings. Being in full public view, they shall be given special architectural treatment.

- (1) All principal facades shall have a prominent cornice and expression line, a working entrance, and windows (except for side-wall facades where entrances are not required).
- (2) Buildings wider than 75 feet shall, to the extent feasible, incorporate varied heights and roof types to mimic smaller scale development and enhance visual interest.
- (3) Principal facades facing a primary street, plaza, or public park may not have blank walls (without doors or windows) greater than 10 feet in length.
- (4) Expression lines and cornices shall be a decorative molding or jog in the surface plane of the building that extend at least 3 to 6 inches out from the principal facade, or a permanent canopy may serve as an expression line.

- (5) Awnings may not hide or substitute for required features such as expression lines and cornices.

(b) Entrances. A primary entrance and views into the first floor of commercial buildings are fundamental to creating an interesting and safe pedestrian environment.

- (1) The primary entrance to all buildings shall face the street. See Figure 236-9
- (2) Corner buildings shall have their primary entrance face either the intersection or the street of greater importance. Buildings may also locate the primary entrance on the corner.



Figure 236-9

Subsections (b) and (c) below.

- (3) Additional ground floor retail space within the same building shall all have their respective primary entrances face streets unless the retail space does not adjoin the exterior wall along a street.

- (4) Where building frontages exceed 50 feet, operable doors or entrances with public access shall be provided along streets at intervals averaging no greater than 50 feet.

(c) Windows. Every principal facade must contain transparent windows on each story.

- (1) All windows.
 - a. Rectangular window openings on principal facades shall be oriented vertically.
 - b. All windows must:
 - i. contain visible sills and lintels on the exterior of the wall, and
 - ii. have their glazing set back at least 3 inches from the surface plane of the wall, or set back at least 2 inches when wood frame construction is used.
 - c. Glass in windows and doors, whether integrally tinted or with applied film, must transmit at least 50% of visible daylight.

- d. See § 236-124 regarding awnings.
- (2) First-story windows. In order to provide clear views inward and to provide natural surveillance of exterior spaces, the first story of every commercial building's principal facade shall have transparent windows meeting the following requirements:
 - a. Window openings shall cover at least 60% of the wall area below the expression line;
 - b. The bottoms of the window opening can be no higher than 30 inches from sidewalk level; and
 - c. These windows shall be maintained so that they provide continuous view of interior spaces lit from within. Private interior spaces such as offices may use operable interior blinds for privacy.
- (3) Upper-story windows.
 - a. All stories above the first story of every commercial building's principal facade shall contain between 15% and 50% of the wall area with transparent windows.
 - b. No single pane of glass may exceed 24 square feet in area.
- (d) Corner buildings. For buildings located at the intersection of two streets, the corner of the building at the intersection may be angled, curved, or chamfered. The distance from the corner shall not exceed 20 feet measured from the intersection of the right-of-way lines to the end of the angled or curved wall segment, unless a greater amount is required by the visibility triangles in § 236-105.
- (e) Facade projections. Facade projections add visual interest to buildings. Some projections also provide protection from the sun and rain for those passing by; others provide additional floor space for the building. The following types of facade projections are permitted as indicated below. At least one of these facade projections is required on each principal facade of all commercial buildings.
 - 1. Awnings and canopies: Figures 236-10 (a) and 236-10 (b)
 - a. Awnings and canopies may extend forward of the build-to line (see § 236-105) and may encroach into a street right-of-way.
 - b. Awning or canopies extending from the first story cannot exceed the following dimensions:

- i. Depth: 5 feet (minimum) and strongly overlapping the sidewalk, but no closer than: 2 feet at entrances and 5 feet in all other places to an existing or planned curb.
- ii. Height: the lowest point on an awning or canopy shall be between 9 feet and 12 feet above sidewalk level
- iii. Length: 25% to 90% of the front of the building



Figure 236-10 (a): suggested canopy



Figure 236-10 (b): suggested awnings

- c. There are no minimum or maximum dimensions for awnings or canopies extending from a second story or higher except they are limited to window openings.
- d. Awnings shall be covered with fabric. (High-gloss or plasticized fabrics are prohibited). Backlighting of awnings is prohibited.
- (2) Balconies:
 - a. Balconies may extend forward of the build-to line (see § 236-105) and may encroach into a street right-of-way.
 - b. Balconies cannot exceed the following dimensions:
 - i. Depth: 3 feet minimum for second story and above balconies; and cannot extend further than 5 feet at entrances and 5 feet in

- all other places to an existing or planned curb. Height: 10 feet minimum if overhanging a sidewalk.
 - ii. Length: 25% to 100% of the building frontage.
 - iii. Top of railing: must be in accordance to all town building and construction standards.
- c. Balconies may have roofs, but are required to be open, un-air-conditioned parts of the buildings.
- d. On corners, balconies may wrap around to forward of the build-to line
- (3) Bay windows:
 - a. Bay windows may extend forward of the build-to line but may not encroach on the public right of way
 - b. Windows extending from the first story cannot exceed the following dimensions:
 - i. Depth: 3 feet maximum
 - ii. Height: 10 feet maximum
 - iii. Length: 6 feet maximum
 - c. Bay windows shall have the same details required for principal facades: sills, lintels, cornices, and expression lines but may not encroach into a street right-of-way above the sidewalk.
- (4) Stoops:
 - a. Stoops may extend forward of the build-to line (see § 236-105) but may not encroach into a street right-of-way or sidewalk without specific approval by the town.
 - b. Front porches Stoops cannot exceed the following dimensions:
 - i. Depth: 6 feet (minimum)
 - ii. Length: 5 feet (minimum)
 - iii. Top of railing: 2-3/4" (minimum)
 - c. Stoops may be roofed or unroofed but may not be screened or otherwise enclosed.

Sec. 236-123 Roofs.

(a) Roof types permitted. Commercial buildings may have any of the following roof types: hip roofs, gable roofs, shed roofs, flat roofs with parapets, or mansard roofs.

- (1) All flat roofs, and any shed roof with a slope of less than 2 inches vertical per 12 inches horizontal, must have their edges along all streets concealed with parapets and trimmed with decorative cornice.
- (2) All hip roofs and gable roofs, and any shed roof with a slope of more than 2 inches vertical per 12 inches horizontal, must have overhangs of at least 18 inches.
 - a. Exposed rafter ends (or tabs) are encouraged.
 - b. Wide overhangs are encouraged and can be supported with decorative brackets.

- (3) Mansard roofs are permitted only when the lowest sloped surface begins above a cornice line and then slopes upward and inward.
- (4) Small towers, cupolas, and widow's walks are encouraged.

- (5) Dormers are permitted and encouraged on sloped roofs.
- (6) Skylight glazing must be flat to the pitch of the roof if the skylight is visible from a primary street, plaza, or public park.

(b) Roofing materials permitted. Commercial building roofs may be constructed with one or more of the following roofing materials:

- (1) SHINGLES: No imitation type products are permitted.
 - a. Asphalt (laminated dimensional shingles only)
 - b. Fiber-reinforced cement
 - c. Metal (same as (a)(1))



Figure 236-11 shows a Church tower in Dover with tiled roof material

(2) TILES:

- a. Clay or terra cotta
- b. Concrete

(3) FLAT ROOFS:

- a. Any materials allowed by applicable building codes

(4) GUTTERS AND DOWNSPOUTS:

- a. Metal (same as (c)(1))

(c) Other roof types and materials. Other types of roofs and roofing materials are prohibited unless explicitly approved by the Planning Board.

Sec. 236-124. Plazas and courtyards.

(a) Generally. New commercial buildings are generally oriented to public sidewalks. This section addresses other public open spaces that also can affect the orientation of commercial buildings.

(b) Plazas. This code contains “build-to lines”(see § 236-105) that require new commercial buildings to be placed near public sidewalks. These build-to regulations allow up to 25% of a building’s frontage to be recessed 10 feet. Plazas meeting the following requirements are permitted to be recessed further than the standard 10 feet:

- (1) The plaza cannot exceed 25% of a building’s frontage.
- (2) The plaza is strictly for pedestrian usage and cannot be used to park vehicles.
- (3) All building walls that surround the plaza must meet the design criteria for principal facades.
- (4) The Plaza shall be appropriately landscaped.

(c) Courtyards. New commercial buildings that are on larger lots may include interior courtyards designed for public or private usage.

- (1) If vehicular circulation is allowed through a courtyard, pedestrian circulation and aesthetic improvements shall also be considered.
- (2) Courtyards intended for public use are encouraged to have clear visual linkages between the courtyard and public sidewalks.
- (3) Courtyards are encouraged to provide passive and active recreational amenities for their residents such as; pods, playgrounds and lawn areas.

(d) Pedestrian passages. Pedestrian passages, with or without a lane for vehicles, can be provided on private property to connect a courtyard to the sidewalk system, to provide walkways to parking lots behind buildings, or to provide additional retail frontages.

Sec. 236-125. Signage.

(a) Permitted signs. The following types of signs are not permitted: billboards and signs elevated on poles. New signs are allowed generally as follows:

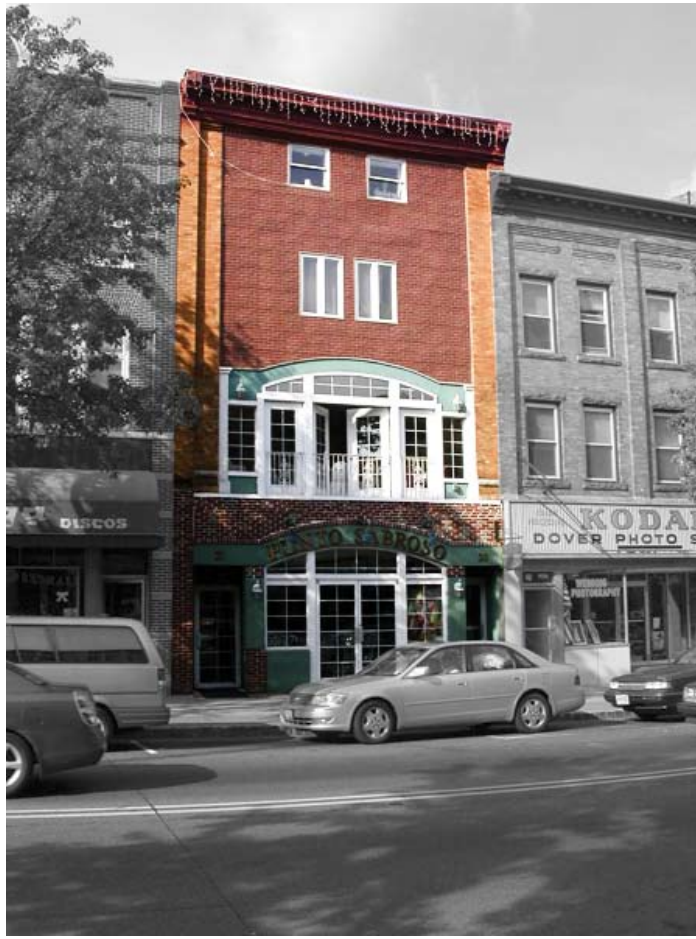
- (1) Signs can be painted or attached directly onto buildings walls.
- (2) Signs can be mounted onto a marquee that extends out from the front of a building.

(a) Purpose of this section. Conventional ground signs are inappropriate for pedestrian-oriented commercial buildings, as are large plastic signs designed to be viewed from a distance. The purpose of this section is to restrict inappropriate wall signs and to replace the ground-sign option with a greater selection of signs that either project out from a building’s principal facade or extend above the top of the facade.

- (1) Ground signs. Ground signs, as defined in ch. 236-38, are not permitted for buildings designed in accordance with these standards.
- (2) Wall signs. FIGURE 236-12 shows examples of acceptable wall signs that are placed flat against a principal facade. Internally lit box signs of plastic and/or metal are not permitted.



Figure 236-12 (Acceptable wall signs)



- (3) Projecting signs. FIGURE 236-13 shows examples of acceptable signs that project out from a principal facade. Projecting signs of these types are permitted notwithstanding any prohibitions in ch. 236-38, provided they are approved in accordance with § 236-121.
- (b) Location of projecting signs. Signs designed in accordance with this section may extend over public sidewalks, but must maintain a minimum clear height above sidewalks of 9 feet. Signs shall not extend closer than 2 feet to an existing or planned curb.



Figure 236-13 (Projecting Signs)

- (c) Size of signs. Maximum gross area of all signs on a given facade shall not exceed 32 square feet.
- (d) Illumination of signs. Signs shall be illuminated externally only, except that individual letters and symbols may be internally lit only.
- (e) Placement of signs on principal facades. Figure 236-14 shows examples of storefronts with appropriate signage and the illustration in Figure 236-15 shows correct and incorrect placement of signs on principal facades.



Figure 236-14 shows examples of Storefronts with appropriate signage

side wall that faces a pedestrian way or parking lot.

Lintel means a structural or merely decorative horizontal member spanning a window opening.

Plaza means an unroofed public open space designed for pedestrians that is open to public sidewalks on at least one side.

Porch means a covered entrance to a building.

Sill means a piece of wood, stone, concrete, or similar material protruding from the bottom of a window frame.

Stoop means a small elevated entrance platform or staircase leading to the entrance of a building.

Dormer means a projection from a sloping roof that contains a window and its own roof.

Gable roof means a ridged roof forming a gable at both ends.

Hip roof means a roof with pitched ends and sides.

Mansard roof means a roof having two slopes with the lower slope steeper than the upper, or a single steep slope topped with a flat roof, enclosing the building's top floor. A modern variant is a partial sloped roof that is attached near the top of an exterior wall in place of a traditional cornice or parapet, creating the visual effect of a sloped roof on a flat-roofed building but without enclosing any floor space.

Parapet means a short vertical extension of a wall that rises above roof level, hiding the roof's edge and any roof-mounted mechanical equipment.

Shed roof means a pitched roof that has only one slope.