

# West Dover Connector Working Group

Meeting No. 1  
Camden Wyoming Fire Hall  
May 26, 2004



# Working Group Members

Robert “Dick” Bewick  
*Crossgates/Mayfair Resident*

Brian Belcher  
*Crossgates/Mayfair Resident*

James Brown  
*Mayor, Town of Wyoming*

Gerald Buckworth  
*34th Representative District*

Steve Cain  
*President, Crossgates/Mayfair  
Homeowner’s Association*

Zachary Carter  
*Director, Dover Parks and  
Recreation*

Gloria Chappell  
*Lincoln Park Resident*

Claudio Consuerga  
*Dover First Seventh-Day  
Adventist Church*

Mark Davis  
*Department of Agriculture*

Jane Edwards  
*Kesselring Property  
(East of New Burton Road)*

Colin Faulkner  
*Director, Kent County  
Department of Public Safety*

James Galvin  
*Director, Dover Planning  
and Inspections*

Darren Harmon  
*Kraft Foods*

Connie Holland  
*Director, Office of State  
Planning Coordination*

James Hutchison  
*Executive Director, Central  
Delaware Chamber of Commerce*

Frank King  
*President, Wyoming Mills  
Homeowner’s Association*

Rob McCleary  
*DeIDOT Representative*

Robert Mooney  
*Mayor, Town of Camden*

Jack Papen  
*Farmer, Major Property Owner*

Michael Petit de Mange  
*Director of Planning Services, Kent County*

Ann Rider  
*Crossgates/Mayfair Resident*

Eugene Ruane  
*Dover City Councilman – 2<sup>nd</sup> District*

Robert Sadiusky, Sr.  
*Dover City Councilman – 2<sup>nd</sup> District*

Reuben Salters  
*Dover City Councilman – 4<sup>th</sup> District*

# Working Group Members

Deb Scheller  
*Eden Hill Farm*

Ali Stark  
*Crossgates/Mayfair Resident*

Nancy Wagner  
*31st Representative District*

Janice Sibbald  
*Crossgates/Mayfair Resident*

John Still  
*17th Senatorial District*

Craig Wearden  
*Assistant Principal,  
W. Reiley Brown Elementary School*

Sammy Smith  
*Rodney Village Resident*

Donna Stone  
*32nd Representative District*

John Whitby  
*Kent County Motor Sales Company*

Carl Solberg  
*Director, Kent County  
Parks and Recreation*

Donald Sylvester  
*President, Rodney Village  
Homeowner's Association*

Juanita Wieczoreck  
*Executive Director,  
Dover/Kent County MPO*

Stephen Speed  
*Mayor, City of Dover*

Doris Kesselring Taylor  
*Kesselring Property  
(West of New Burton Road)*

# Agenda

- Dinner
  - Working Group Member Self-Introductions
  - Welcome
  - Project History
  - Getting Organized
  - Introduction of Working Group Guidelines
  - Listening Tour and Public Workshop Comments
  - Development Plans & Proposals  
for the Project Area
  - Purpose and Need for the West Dover Connector
  - Process for Developing & Evaluating Alternatives
  - Introduction of the Draft Goals and Objectives
  - Questions and Discussion
  - Next Meeting Date and Agenda
  - Adjourn
- Bob Kramer  
Mike Simmons  
Ralph Reeb  
Jay Kelley  
Bob Kramer  
Bob Kramer  
Working Group Members
- Project Team  
Jay Kelley  
Bob Kramer  
Working Group  
Bob Kramer



# Purpose and Role of the Working Group (Tab 1)

- Provide advice to DeIDOT regarding potential transportation improvements that would connect Saulsbury Road to New Burton Road and possibly to US Route 13.
- Assist DeIDOT by providing input, making suggestions, reviewing alternatives, narrowing the range of alternatives, recommending alternatives that will receive detailed study, and recommending preferred alternatives.
- The Group will help in developing a consensus and gaining public comment and acceptance. The Working Group is one element of an extensive public and inter-agency involvement process.

# Eden Hill Farm Development / West Dover Connector

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- Two distinct but related projects
- Different goals, processes
- Each can proceed without the other

# Project History - Eden Hill Farm

- State and City involvement precipitated by the family's decision to sell
- Current zoning is mostly for industrial use
- Family has graciously allowed us to help them shape the future of this important part of the City and of the family's legacy
- City and State are working together through the re-zoning, historic preservation, and master planning process

# Project Goals - Eden Hill Farm

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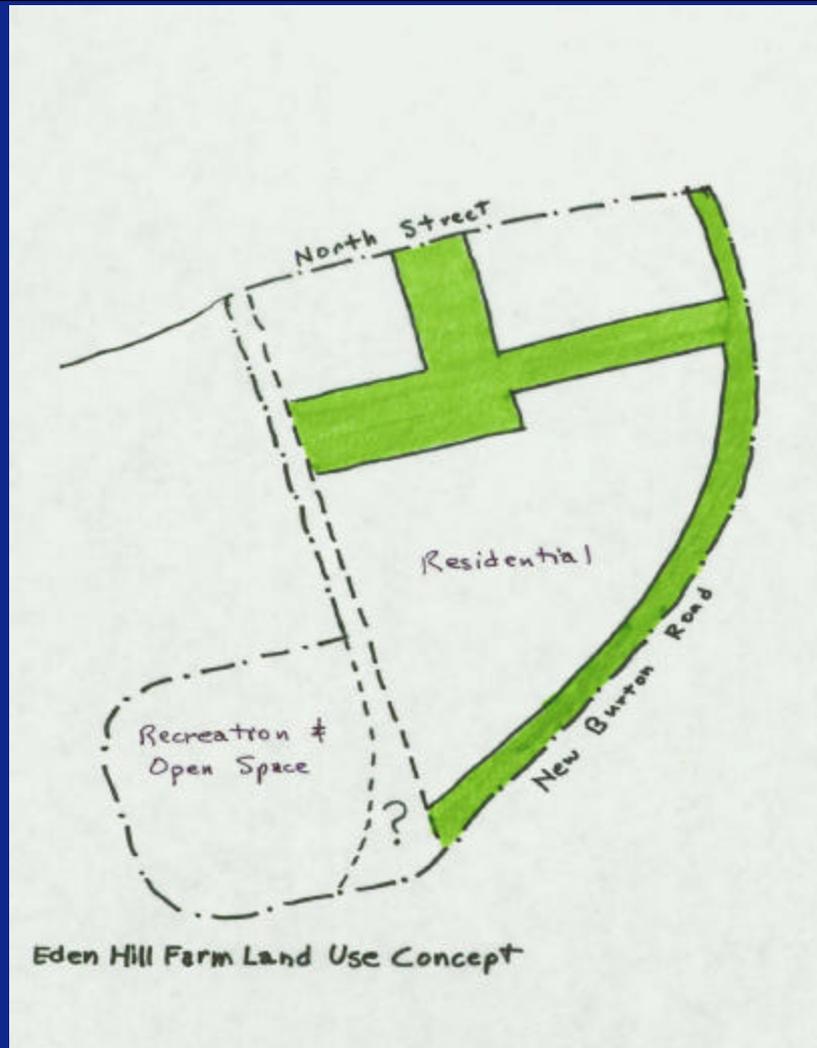
- Preserve open space
- Preserve historic buildings, setting, views
- Provide additional recreational facilities
- Ensure that any development reflects the character of Old Dover
- Preserve the character/ quality of life of surrounding communities

# Eden Hill Farm – Current Activities

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- Property survey has been completed
- City and State currently writing the proposed zoning ordinance as required by City Comprehensive Plan
- A more precise land use plan is being developed in conjunction with new zoning
- We expect to be working with City through summer to accomplish changes

# Eden Hill Farm – Land Use Concept



# Project History - West Dover Connector

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- Part of Dover Comprehensive Plan since 1996
- Included in transportation master plan for Dover and Kent County
- Legislature has appropriated money to study how the road might be extended
- Planning work has begun

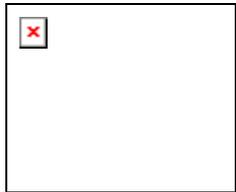
# Project Team (Tab 2)



Jay Kelley  
Project Manager



Planning, Engineering & Design



Public Involvement



A.D. Marble  
Cultural & Environmental  
Resources



Graphic Design/  
Community Outreach



Surveying & Mapping

# Project Notebook

- Tab 1 Working Group
- Tab 2 Project Team
- Tab 3 Study Schedule
- Tab 4 Listening Tour & Public Workshop Comments
- Tab 5 Draft Project Statement
- Tab 6 Land Use Materials
- Tab 7 Alternatives Development & Evaluation Process
- Tab 8 Draft Goals & Objectives
- Tab 9 Homework Assignment

# Public Feedback Mechanisms

CONTACT PROJECT MANAGER:

**Jay Kelley, P.E.**

**(302) 760-2365**

**[jjkelley@mail.dot.state.de.us](mailto:jjkelley@mail.dot.state.de.us)**



VISIT PROJECT WEBSITE:

**<http://www.deldot.net/static/projects/wdc>**

## ATTEND PUBLIC WORKSHOPS



CONTACT PUBLIC RELATIONS:

**Delaware Department of Transportation**

**Public Relations Office**

**PO Box 778**

**Dover, DE 19903**

**(302) 760-2080 or (800) 652-5600 (in state only)**

**[public-relations@mail.dot.state.de.us](mailto:public-relations@mail.dot.state.de.us)**



# List of Important Dates (Tab 3)

## Planned Working Group Meeting Dates

- May 26, 2004: Introduction to Process & Project Overview
- July 14, 2004: Constraints & Possible Alternatives Discussion
- September 16, 2004: Field Trip & Initial Conceptual Alternatives

## Tentative Public Workshop Date

- October 2004: Conceptual Alternatives

## Additional Tentative Working Group Meeting Dates

- November 2004: Refine Alternatives & Begin Alternatives Analysis
- February 2005: Continue Alternatives Analysis

# Working Group Guidelines (Tab 1)

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- **How We Treat Each Other**
- **How We Make Recommendations**
- **How We Communicate with Those Outside The Working Group**

# Listening Tour and Public Workshop Comments (Tab 4)

- Need/Purpose of the Road
  - Congestion is the most often cited traffic problem.
  - Many people agree that Saulsbury Road needs to be extended.
  - Extensive development is coming, which will worsen traffic problems.
  - Dover needs additional roads, especially on the west side.
  - Some people believe that a western by-pass is needed.

# Listening Tour and Public Workshop Comments (Tab 4)

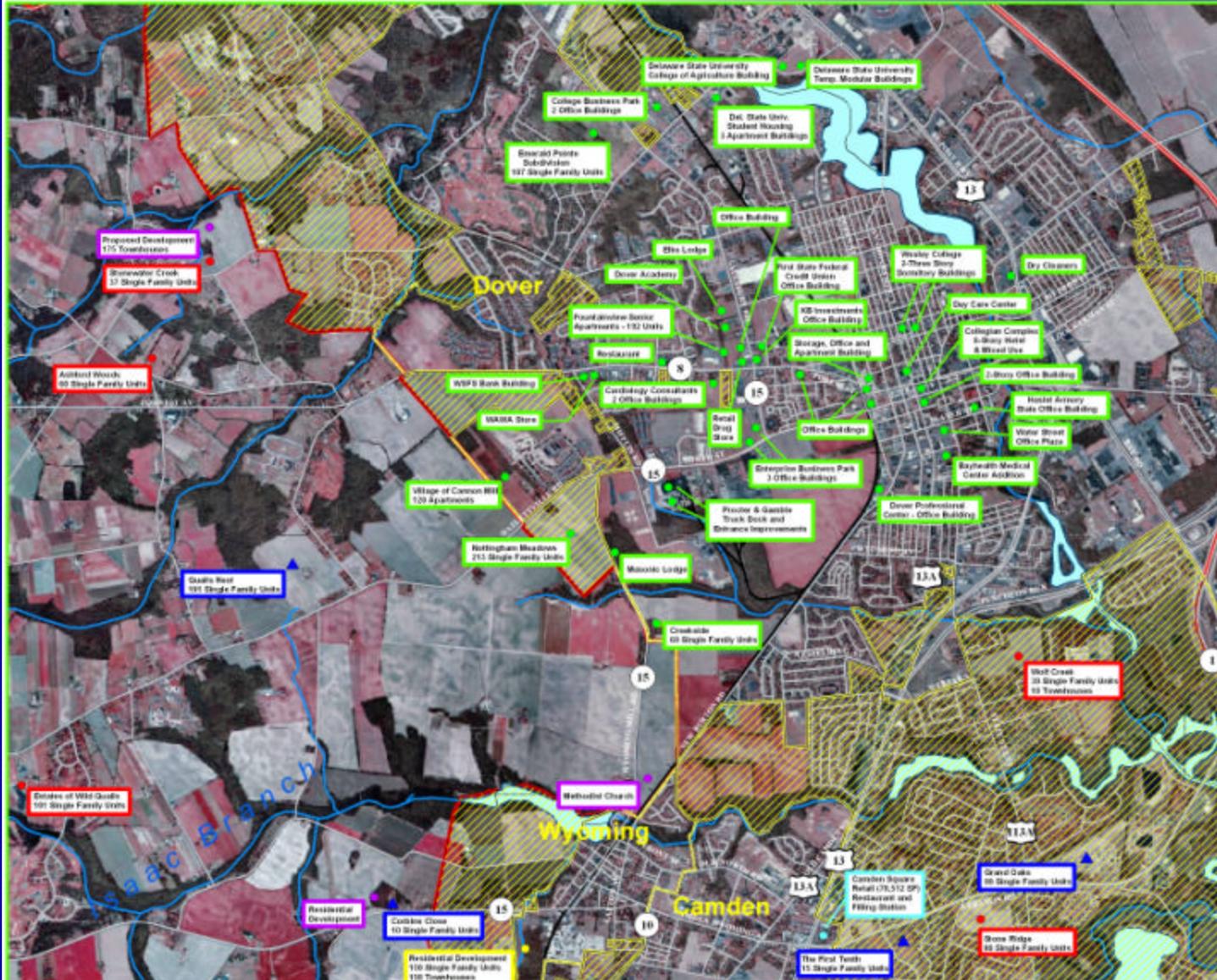
- Location of the Road
  - Where will an extended Saulsbury Road connect at the southern end?
  - Many people think that any connector road should go under or over the railroad.
  - Norfolk Southern Railroad expects its operations on the line adjacent to New Burton Road to continue well into the future at current and maybe increased levels of activity.
  - Any over or underpass of the rail line must comply with Norfolk Southern's standards and be approved by Norfolk Southern.
  - Some people suggest that the road should connect to US 13 and the Puncheon Run Connector via Webbs Lane.
  - There is a formal agreement between local businesses and DeIDOT regarding future improvements to US 13 between Webbs Lane and SR 10.
  - Any connector that uses Webbs Lane raises significant safety concerns for school children and residents.
  - Many people believe the connector road should go south of Webbs Lane where there is open land.

# Listening Tour and Public Workshop Comments (Tab 4)

- Timing of the Road
  - If we don't act now, this badly needed road will never be built.
  - The community needs to be involved in this decision – DeIDOT cannot just tell us what it is going to do.
  - Do it right the first time – don't build a road that is too small or in the wrong location.
- Neighborhood/Community Concerns
  - Traffic cutting through neighborhoods is a frequently mentioned problem.
  - Will this road add to traffic problems on US 13? Can US 13 handle more traffic?
  - What is the purpose of this road – what traffic will it serve?
  - How will this road impact the surrounding communities?
  - Any solution needs to decrease, not increase, truck traffic through neighborhoods.
  - We need improved pedestrian access to schools, parks and neighborhoods – specifically, we want to be able to walk or bike safely between Breck Nock Park and Schutte Park.

# Listening Tour and Public Workshop Comments (Tab 4)

- Neighborhood/Community Concerns (continued):
  - Whatever you do, don't add traffic to Route 10!
  - Many residents are concerned about current and future flooding and the impact of a new road on farmland, wetlands, streams and other environmental and cultural resources.
  - New Burton Road needs to be improved with shoulders, crosswalks, etc.
  - “A Livable Delaware initiative should not make our neighborhoods unlivable.”
  - There is concern about inadequate coordination of land use and transportation planning.
  - There is concern regarding the increased level of traffic on SR 10, particularly the increased use of SR 10 by trucks.



## MAP OF NEW DEVELOPMENT

- Approved Land Development
- Land Development Under Review
- Land Development Under Construction



April, 2004

### LEGEND

- Kent County- Subdivisions In Process
- ▲ Kent County- Subdivisions Recorded after 2000
- City of Dover- Major Development Activity
- Town of Wyoming- Major Development Activity
- Development Activity as per Listening Tour
- Town of Camden - Major Development Activity
- ▭ Kent County Growth Area
- ▭ Municipal Boundaries
- ▭ Growth Area outside Municipal Boundaries

### Sources:

**Base Map**  
 Delaware Department of Transportation, 2002  
 Created from Digital Orthophoto Quarter Quads

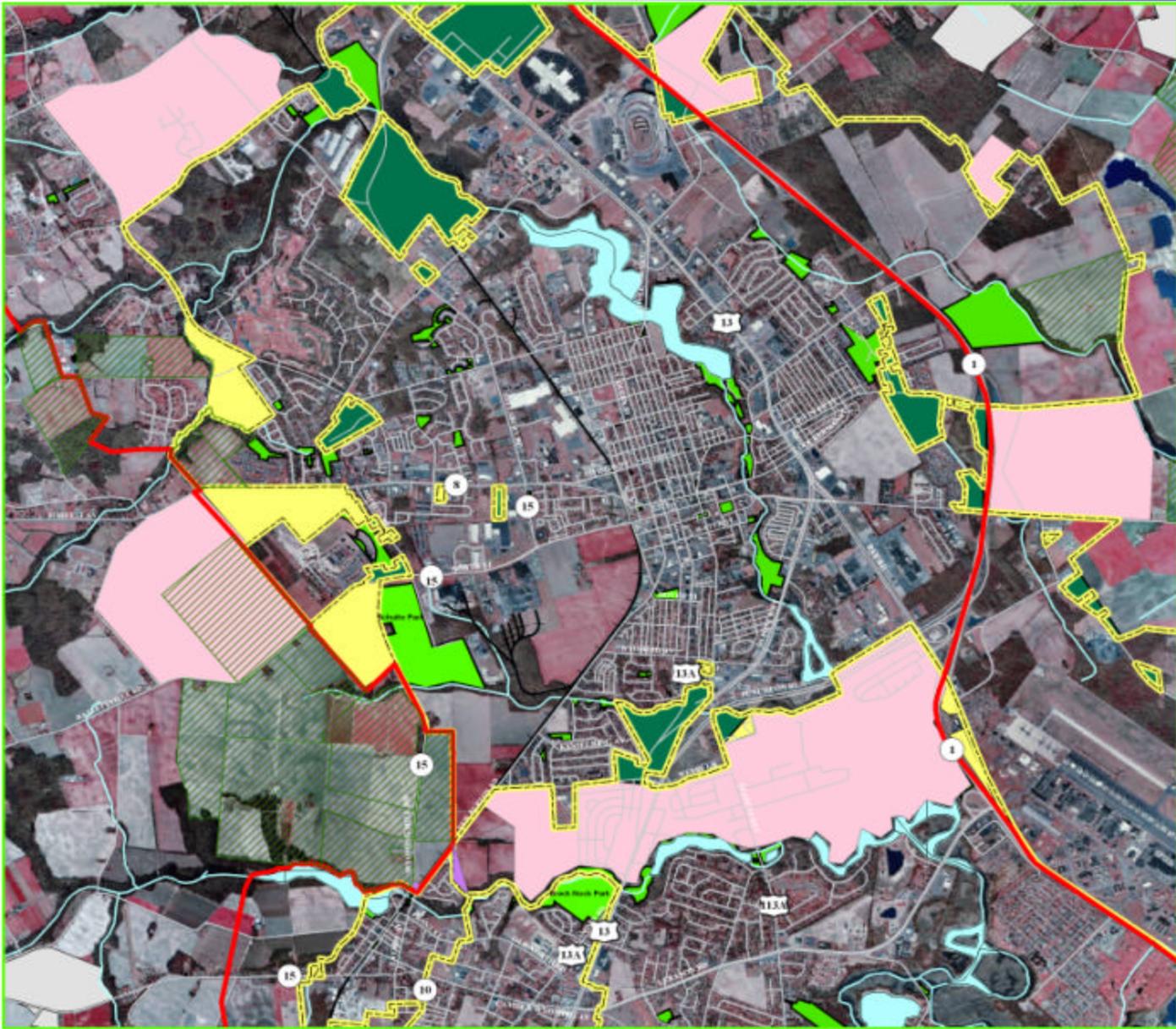
**Subdivision and Development Data**  
 Kent County Planning Services  
 City of Dover, Department of Planning & Inspections  
 Town of Wyoming  
 Town of Camden  
 Interviews Conducted in Listening Tour

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Map prepared by: **DMJM HARRIS**

**Other Town of Camden Developments South of the Study Area Map**

- 1. Cassette Town Station - Retail Center and Offices (60,500 SF)
- 2. Hensell's Creek - 398 Single Family Units, 38 Townhouses
- 3. Carbone Station - Retail Center (152,000 SF)
- 4. Howell's Creek II - 240 Single Family Units
- 5. New Life Family Housing Center - Church and Educational Facility
- 6. The "Crescent Park" - 200 Single Family Units, Commercial
- 7. The "Talbot Property" - 250 Townhouses
- 8. Beverly Farms - 192 Single Family Units



# GROWTH AREA AND ANNEXATION INFORMATION



## LEGEND

- Growth Area**
- Kent County Growth Area
- Annexation Information**
- Lands Identified by City of Dover
  - Lands Desired by City of Dover
  - Lands to be Evaluated by City of Dover
  - Lands Considered by Town of Wyoming
- Other Map Features**
- Agricultural Preservation Districts
  - Purchased Development Rights
  - Parklands & Open Spaces
  - Municipal Boundaries
  - Lakes/Other Water Bodies
  - Waterways

## Sources:

- Base Map**
- Delaware Department of Transportation, 2002
  - Created from Digital Orthophoto Quarter Quads
- Map Features**
- University of Delaware, Delaware Spatial Data Clearinghouse
  - City of Dover
  - Growth and Annexation Areas
  - Town of Wyoming
  - Lands Considered for Annexation
  - Kent County
  - Kent County Growth Area
  - Purchased Development Rights
  - Delaware Department of Agriculture
  - Agricultural Preservation Districts

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Map prepared by: **DMJM HARRIS**

# Background on Purpose and Need

- Study Area
- Cut Through Traffic
- Heavy Vehicle Traffic
- Existing Traffic Operations
- Demographic Trends
- New Development and Trip Generation
- Planning Level Forecast of Traffic for 2015
- Planning Level Forecast of Traffic for 2030



# STUDY AREA MAP

April, 2004

## LEGEND

- Parklands & Open Spaces
- Hydrology
- Schools

**Sources:**  
Base Map  
Delaware Department of Transportation, 2002  
Created from Digital Orthophoto Quarter Quads

**Map Layers**  
The Delaware Geographic Data Committee

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**Map prepared by:** DMJM HARRIS

# Understanding Area Traffic

- Significant Data Collection Effort:
  - License Plate Survey Completed to Understand Cut-Through Traffic Patterns
  - Traffic Counted at 25 Intersections (turning movements)
  - Traffic Counted at 10 Locations of Roadway Segments With Tubes (volumes and heavy vehicles)
  - Crash Information Collected

# Cut Through Traffic

- License Plate Survey conducted
- Matched license plates from a specific point to a specific point in the AM peak hour
- Specific movements targeted:
  - Traffic from the north (Saulsbury Road) and from the west (Hazletville Road/North Street) to Route 13A
  - Traffic from the north moving south on Wyoming Mill Road/Railroad Avenue to Route 13A
  - Traffic heading west on Camden Wyoming Avenue and north on SR 10 to New Burton or Wyoming Mill Roads
  - Traffic heading north from Southern Boulevard to New Burton and Wyoming Mill Roads

# Cut Through Traffic

Significant cut-through traffic on roads between New Burton and Route 13A.

Of the traffic heading south down Saulsbury Road and the traffic heading east on North Street, **38%** use the following roads to reach Route 13A:

- 1. Wyoming Avenue 17%**
2. Webbs Lane 8%
3. Dover Street 7%
4. Kesselring Avenue 5%
5. Waples Avenue 1%



# Cut Through Traffic

Significant use of east-west routes in  
Towns of Wyoming and Camden.

Of the traffic heading south down  
Wyoming Mill Road/Railroad  
Avenue:

12% use Front Street/Old North  
Road to access Route 13A

22% use Camden-Wyoming  
Avenue to access Route 13A

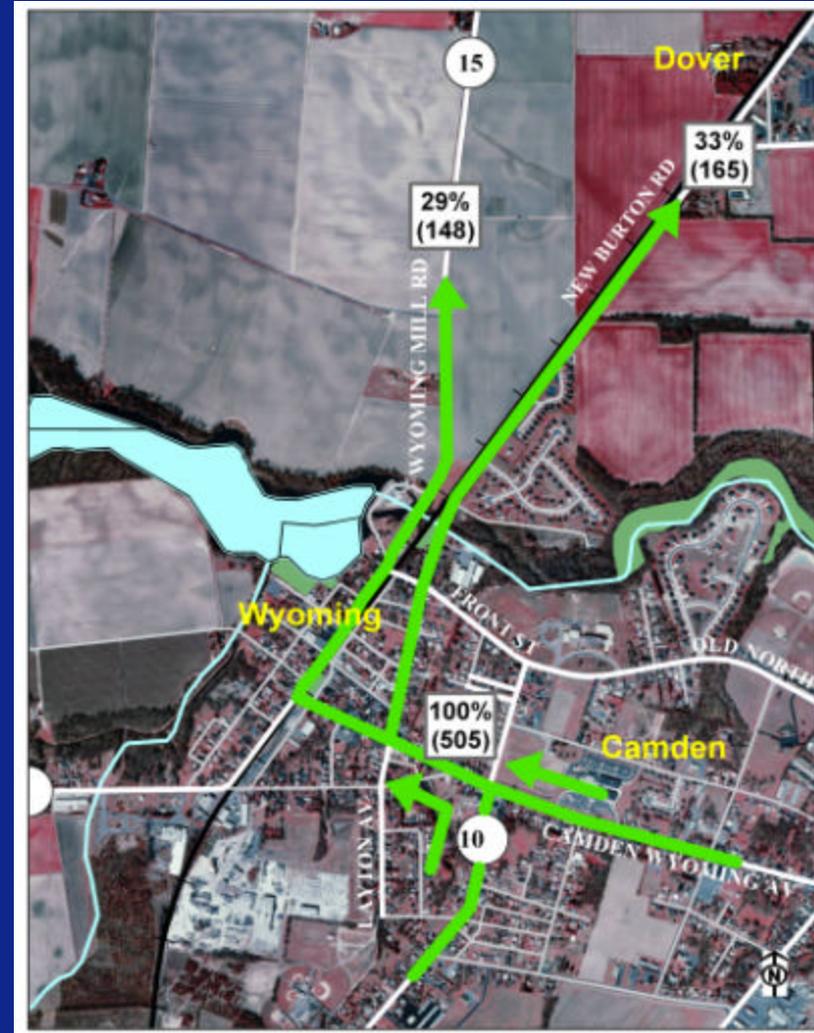


# Cut Through Traffic

Significant use of New Burton Road & Wyoming Mill Roads as north-south routes by traffic coming from south of the study area.

Of the traffic heading west on Camden-Wyoming Avenue and north on SR 10:

- **33%** use New Burton Road as north-south route
- **29%** use Wyoming Mill Road as north-south route



# Cut Through Traffic

Significant use of New Burton Road & Wyoming Mill Roads as north-south routes by traffic coming from Southern Boulevard.

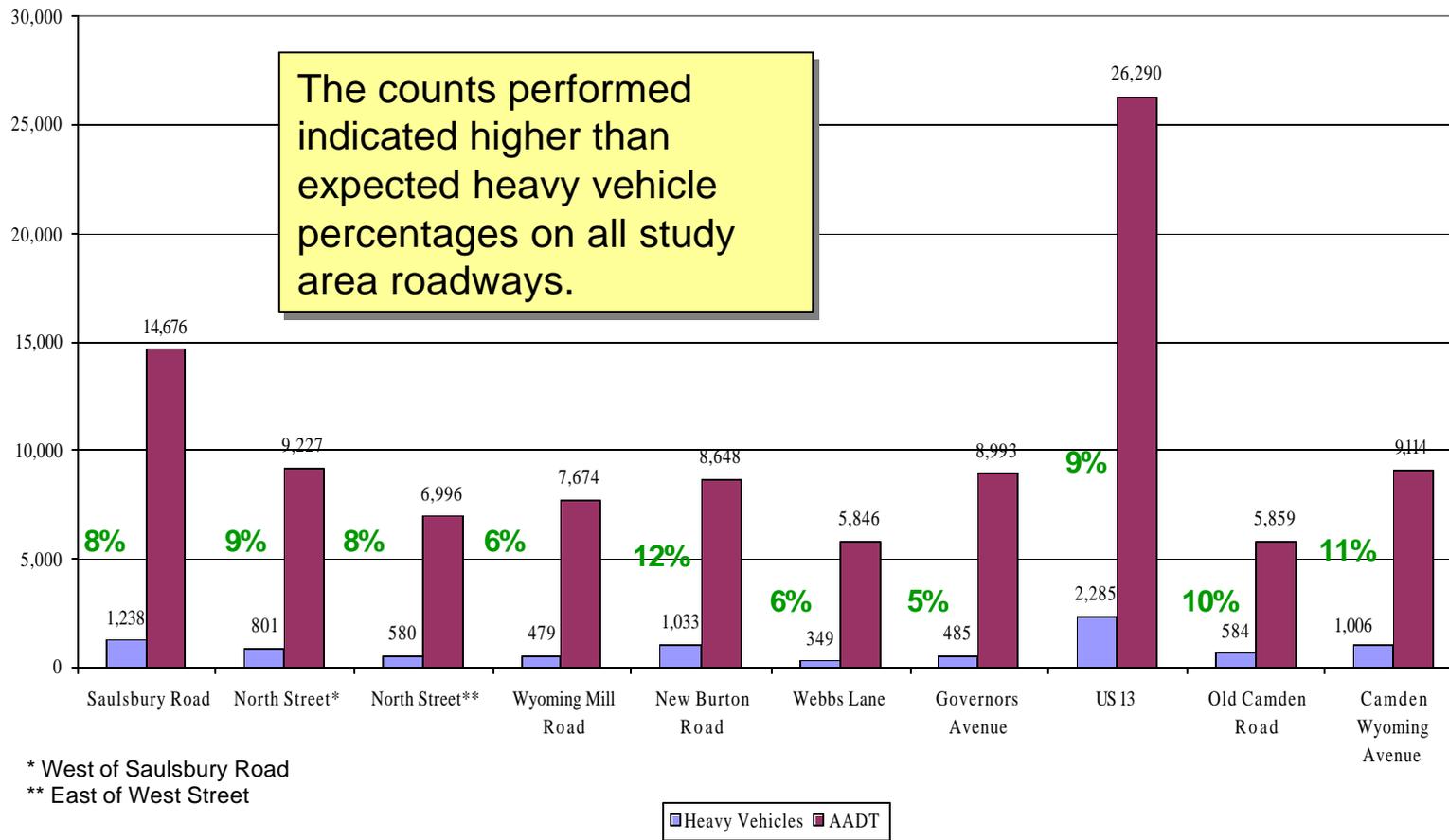
Of the traffic heading north from Southern Boulevard:

- **32%** use New Burton Road as a north-south route
- **31%** use Wyoming Mill Road as a north-south route



# Heavy Vehicle Traffic

Existing Condition Average Weekday



# Existing Traffic Performance

- Traffic Operations
  - Intersection Performance
    - Level of Service (LOS)
      - “Letter Grade” for the Performance of Intersections
      - LOS A to LOS F
      - Based on Amount of Delay
      - LOS **A** – good level of service, little delay
      - ↓
      - LOS **F** – failing level of service, excessive delays
    - Length Queues (*or back-ups*) at Intersections

# Existing Traffic Performance

## Findings:

- Failing movements at some  controlled intersections (LOS F)
- Long queues (or back-ups) form in peak hours
  - At Wyoming Mill Road:
    - 16 vehicles in AM
    - 13 vehicles in PM
  - At West Street:
    - 8 vehicles in AM
    - 21 vehicles in PM



# Existing Traffic Performance

## Other approaches with failing or near failing LOS

### West Street @ Queen Street

LOS **E** for the EB movement in the PM peak hour

### Mifflin Road @ North Street

LOS **F** for the WB movement in the PM peak hour

### Kesselring Road @ Governors Avenue

LOS **F** for the EB movement in the AM peak hour and LOS **E** for the WB movement in the PM peak hour

### Webbs Lane @ Route 13

LOS **E** for EB movements and LOS **F** for WB movements in both AM and PM peak hours

### Dover St @ Governors Ave

LOS **E** for EB movements in both AM and PM peak hours

### Camden Wyoming Avenue @ Route 13

In the PM peak hour, this intersection functions overall at a LOS **E**. In the AM peak hour, EB movements experience LOS **F**.

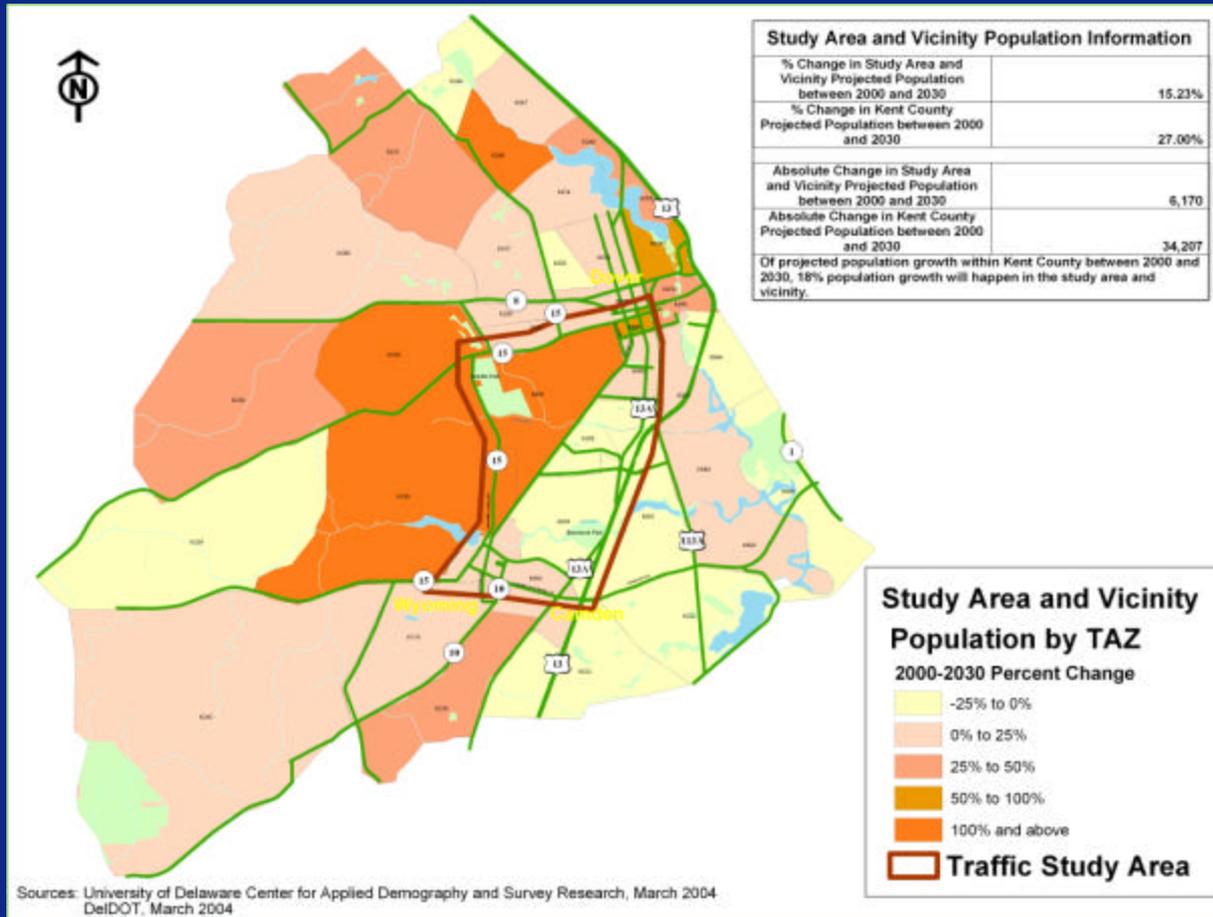


# Summary of Existing Conditions Analysis

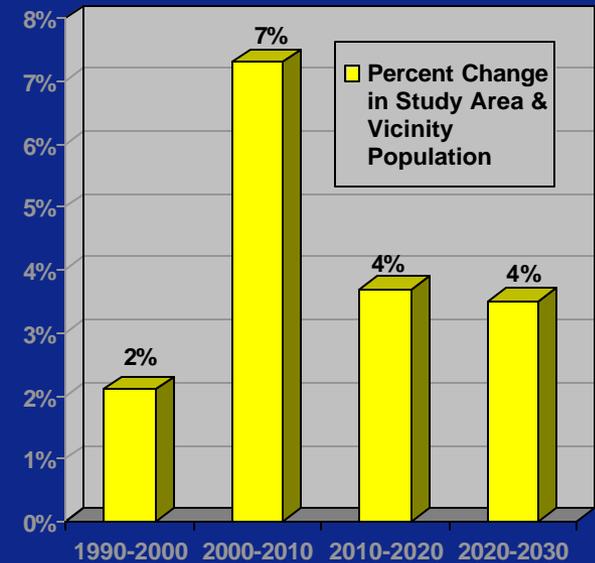
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- Substantial Cut Through Traffic
- High Percentage of Heavy Vehicle Traffic
- Traffic Demands Will Soon Exceed Available Intersection Capacity

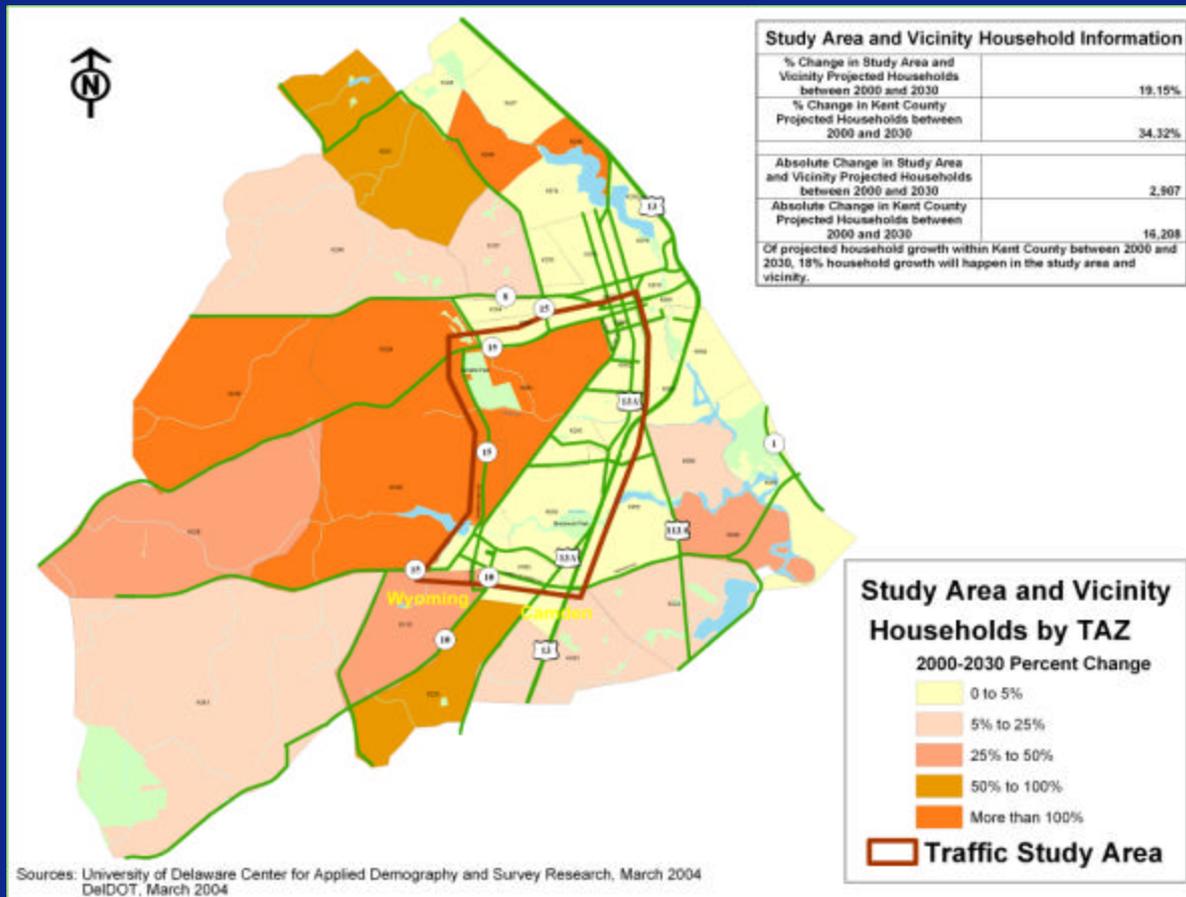
# Population Growth



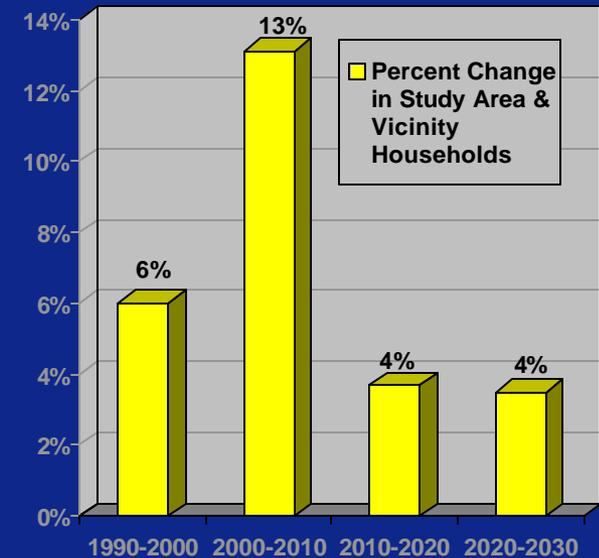
The greatest rates of population increase are forecasted for areas to the west.



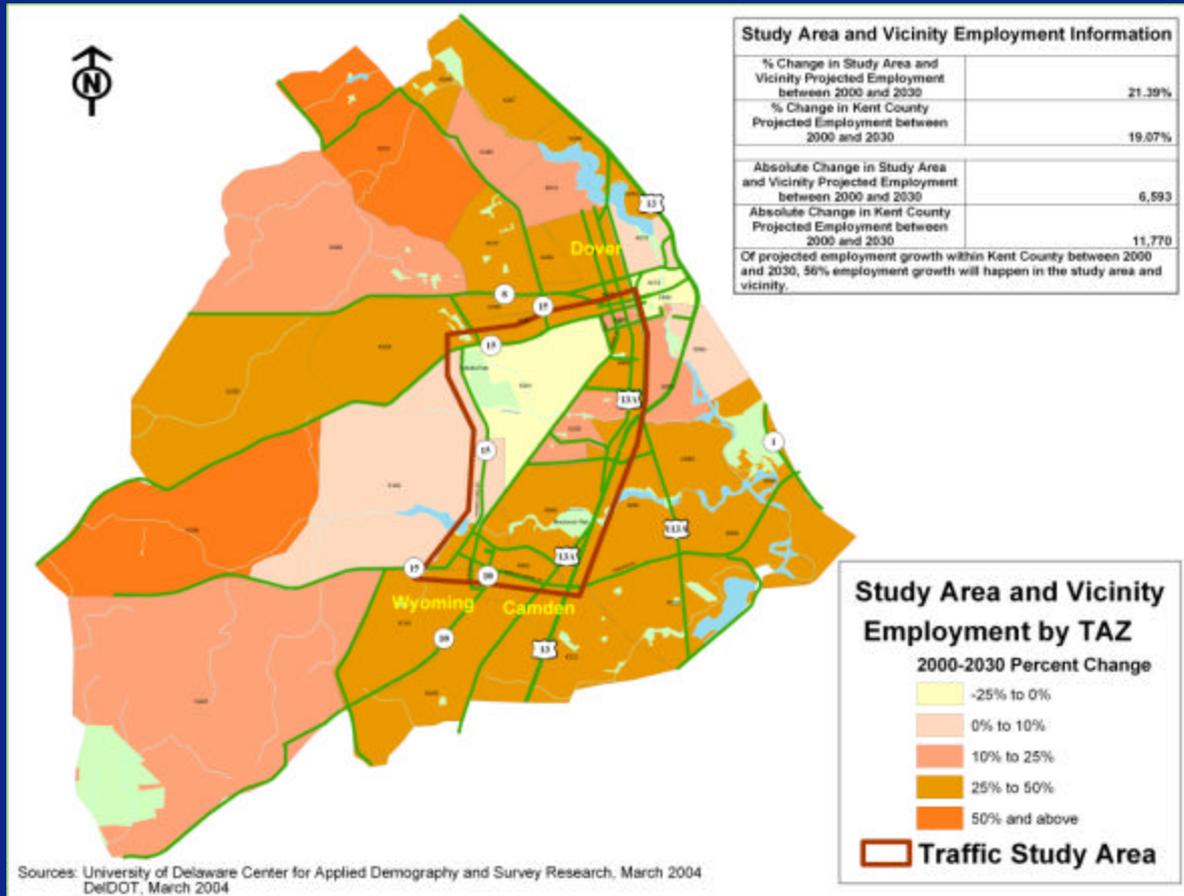
# Household Growth



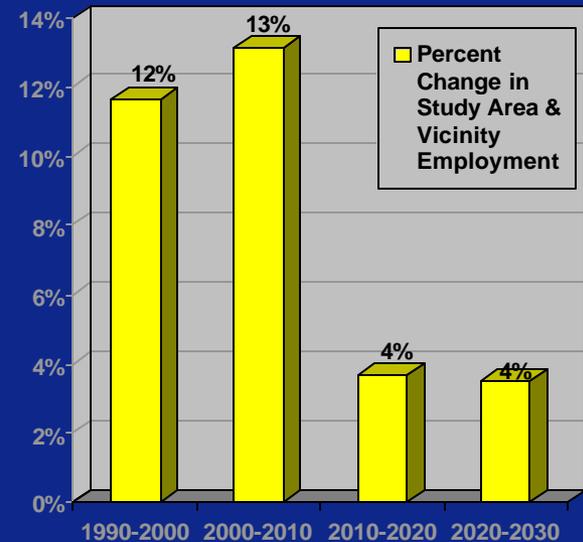
Similarly, the greatest rates for household growth are forecasted for areas to the west.



# Employment Growth



However, the greatest rates of increase in jobs are forecasted for **eastern & northern areas.**



# Trip Generation

- New Land Development → Additional Trips
- Trip Generation → Estimate of New Trips

New Land Development	
New Dwelling Units	3,380 units
New Office Space	309,177 sq.ft.
New Commercial & Retail Space	307,322 sq.ft.
New Institutional Space	82,544 sq.ft.
New Service Space	34,906 sq.ft.
New Lodging	86 rooms
New Medical Space	81,000 sq.ft.

New Trips*
AM Peak Hour Trip Generation 4,360 Total Trips
PM Peak Hour Trip Generation 5,080 Total Trips

\*Trip Generation, 7th edition, Institute of Transportation Engineers

# 2015 Planning Level Forecast of Traffic

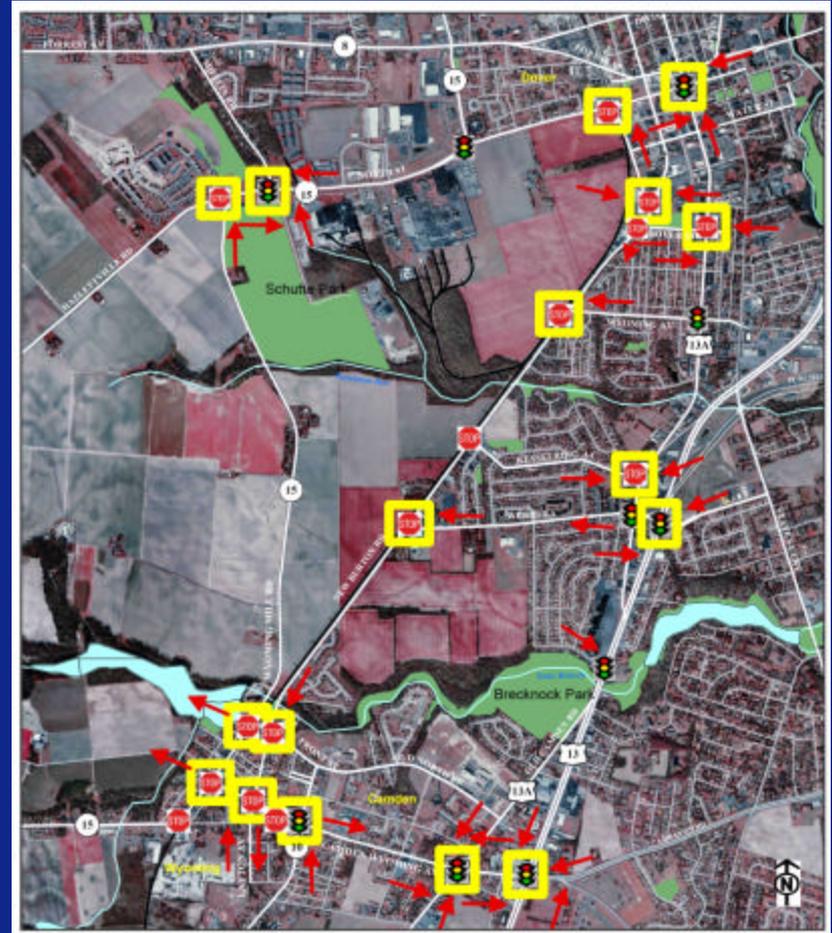
- Used Existing Traffic Volumes from Counts
  - Grew Existing Volumes with Growth Factors Obtained from DelDOT's Travel Demand Model to Account for Regional Development
  - Added Site Generated Traffic from New Development
- **Results in a Planning Level Forecast of 2015 Travel Demand in the Study Area**

# 2015 Traffic Conditions

- Input the 2015 Volumes into Synchro Model (*traffic simulation model*)
- Obtain a Forecast of Traffic Conditions in the Study Area in 2015:
  - Intersection Performance
    - Level of Service (LOS)
    - Length of Delay and Queues (*or back-ups*) at Intersections

# 2015 Traffic Conditions

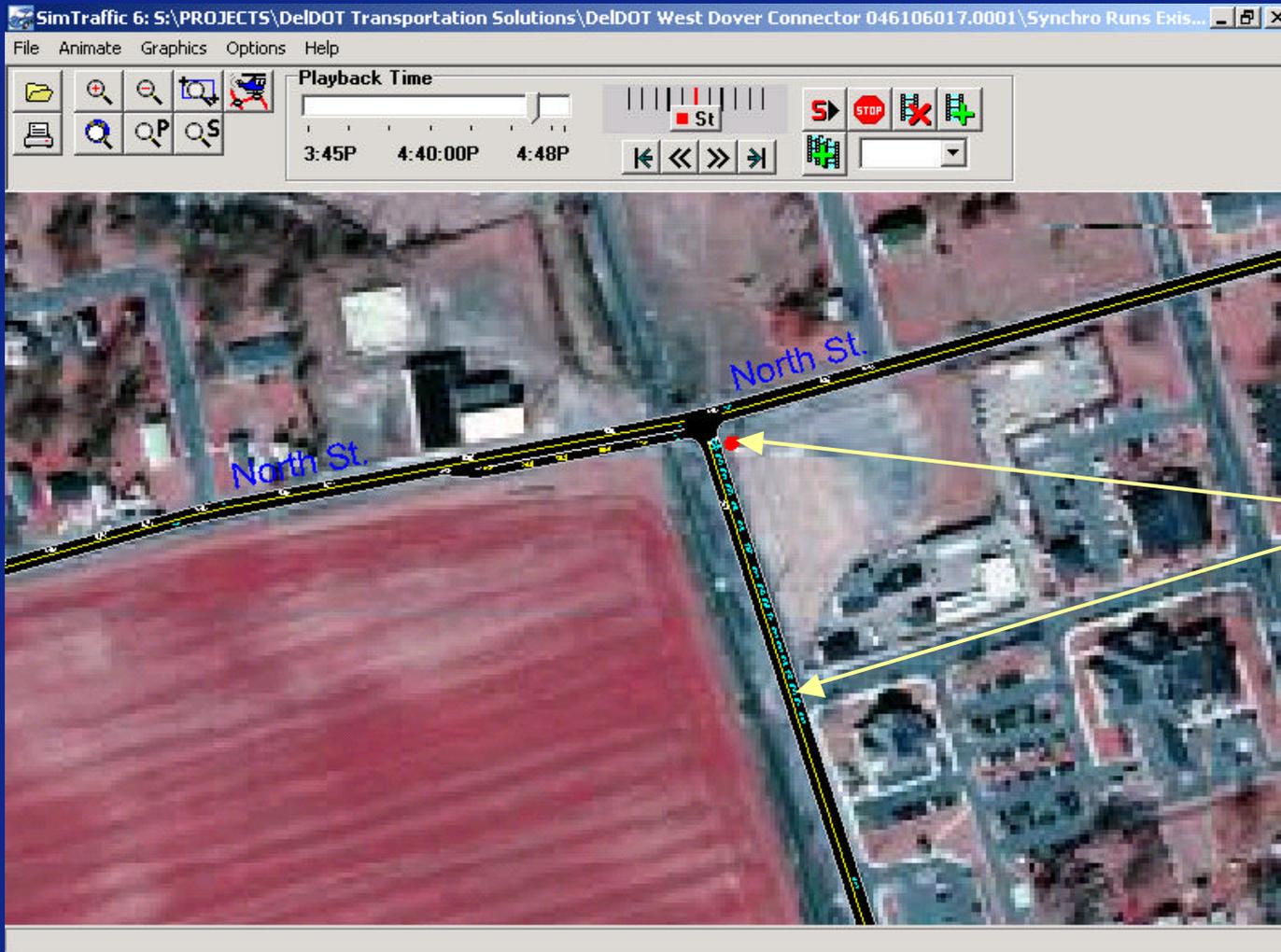
- Findings
  - Most unsignalized intersections (Stop Sign controlled intersections) will operate at an unacceptable level of service (*LOS F - Failing*)
  - Half of the signalized intersections approaching LOS D or *E (near failing condition)*. Remaining show failing conditions (*LOS F*)



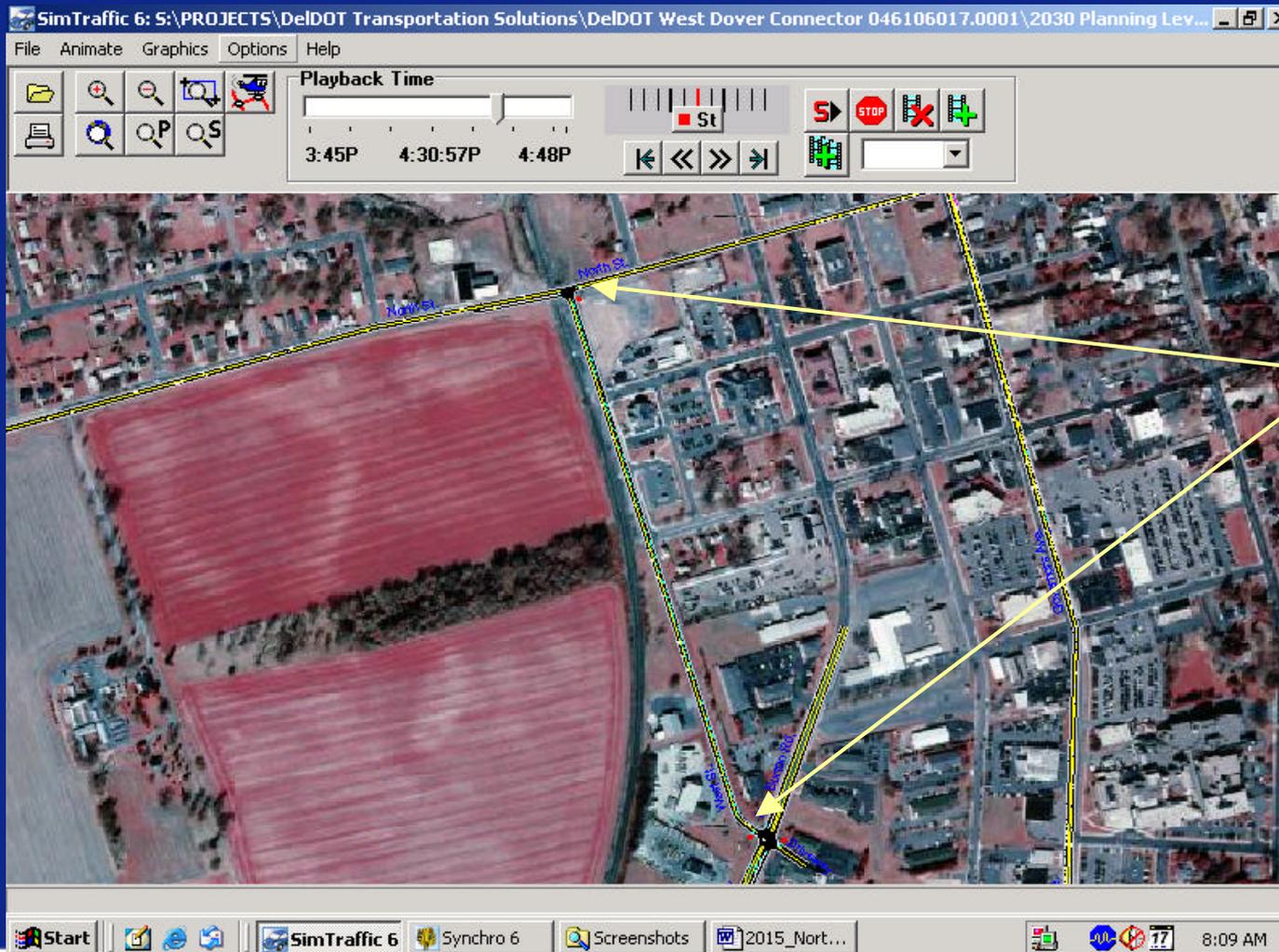
# West Street At North Street

Existing  
Traffic  
Conditions

Significant  
back-up  
at stop  
sign in  
PM peak  
hour.



# West Street At North Street



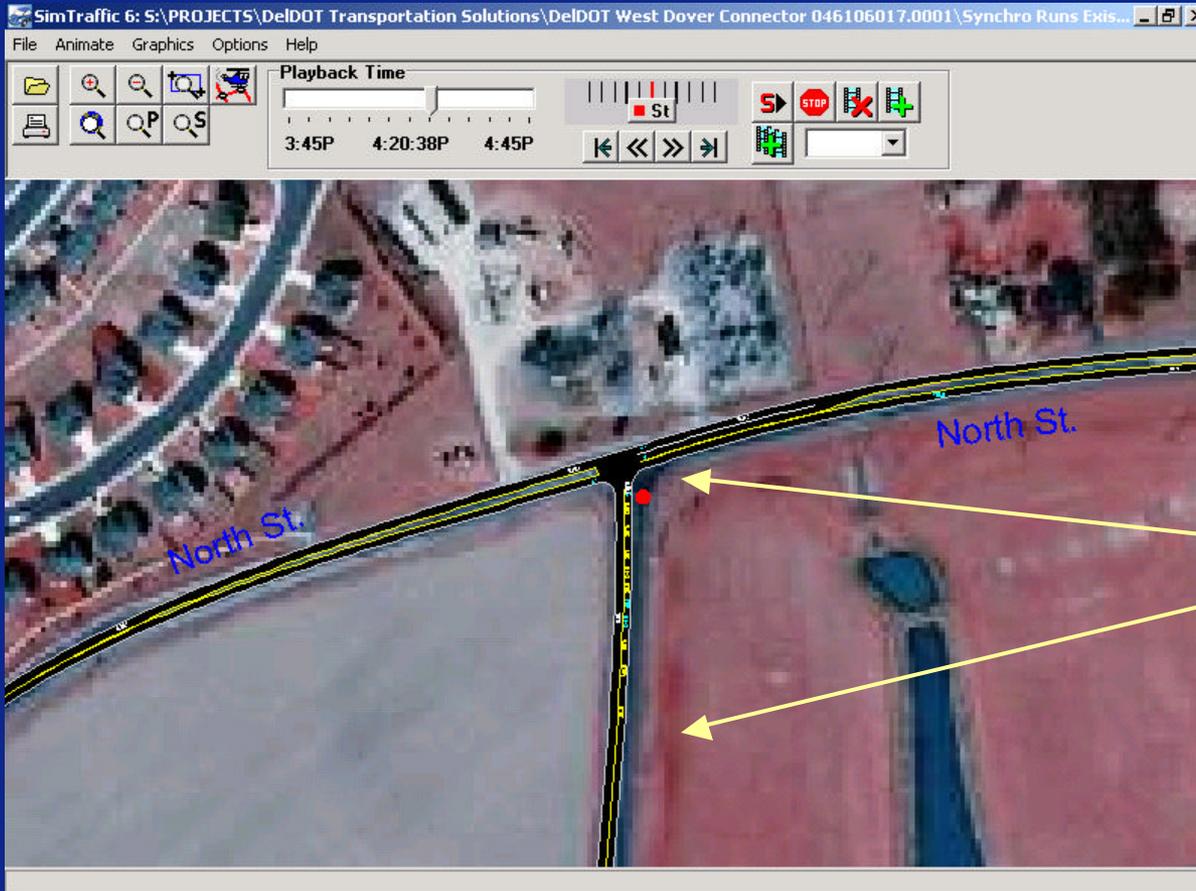
## 2015 Traffic Conditions

Back-up will extend to the intersection of West & Queen Streets.

Will affect the performance of that intersection.

West Street stop sign approach will fail (LOS F) with excessive delays.

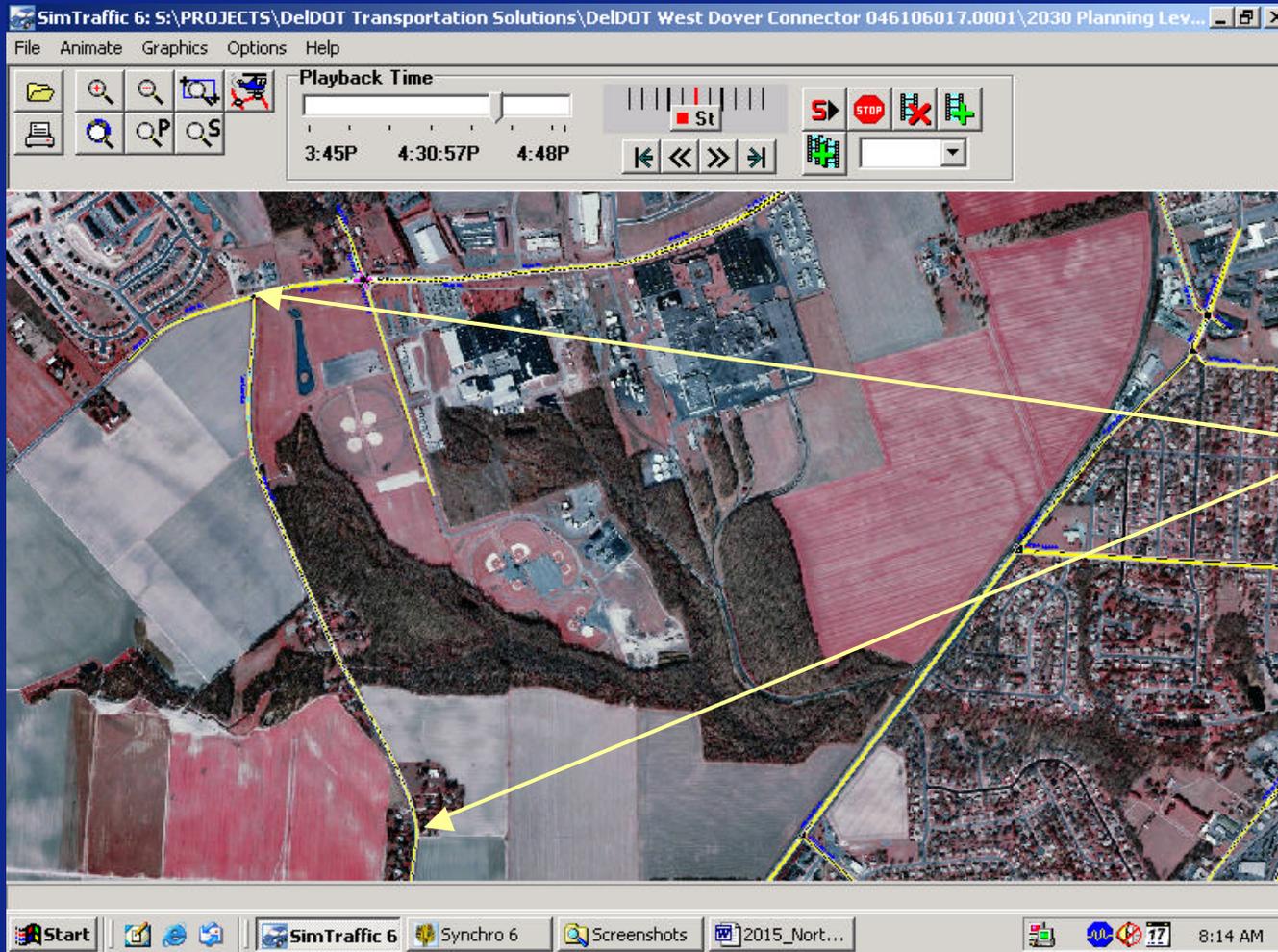
# Wyoming Mill At North Street



**Existing  
Traffic  
Conditions**

**Considerable  
back-up at  
stop sign in  
PM peak  
hour.**

# Wyoming Mill At North Street

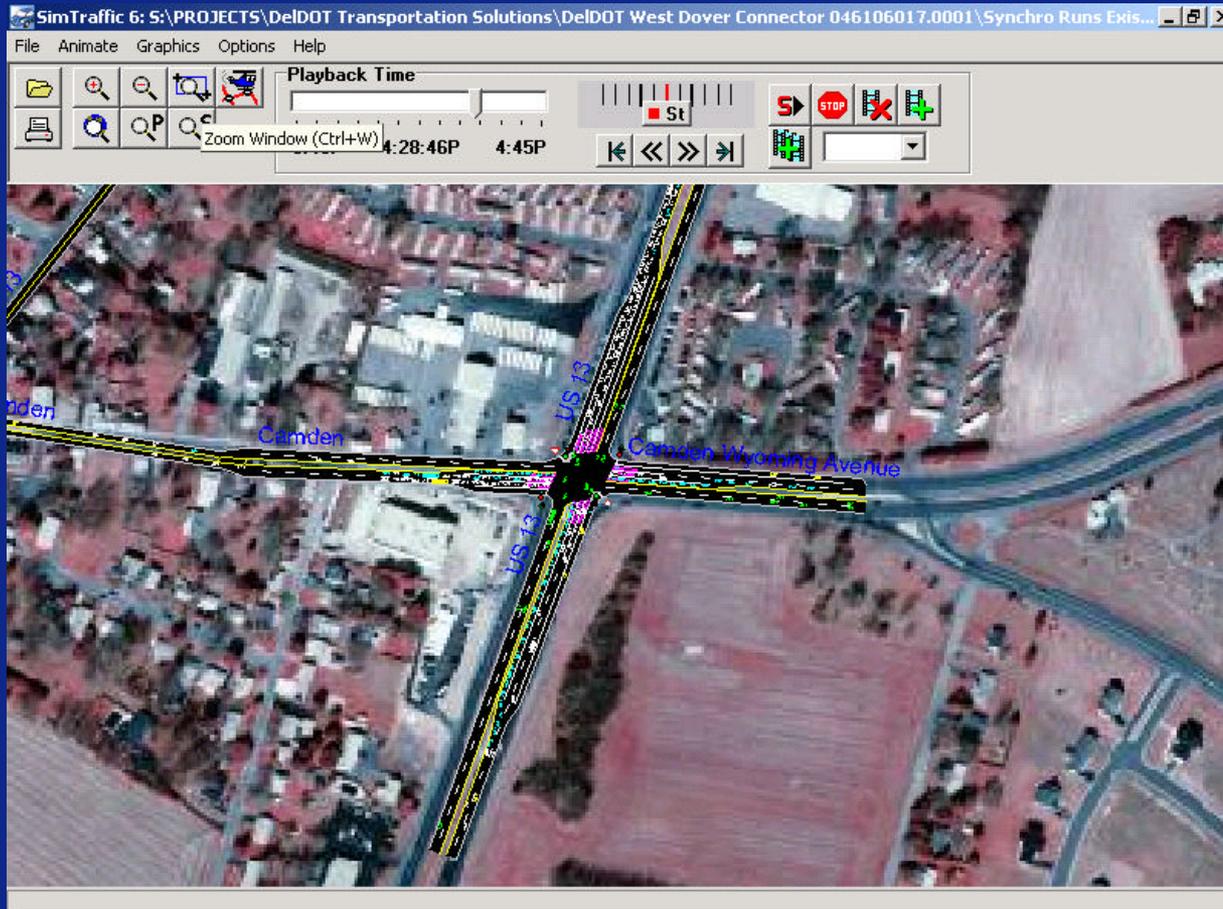


## 2015 Traffic Conditions

Backup will extend all the way up to Wyoming Town line.

Wyoming Mill Road stop sign approach will fail (LOS F) with excessive delays.

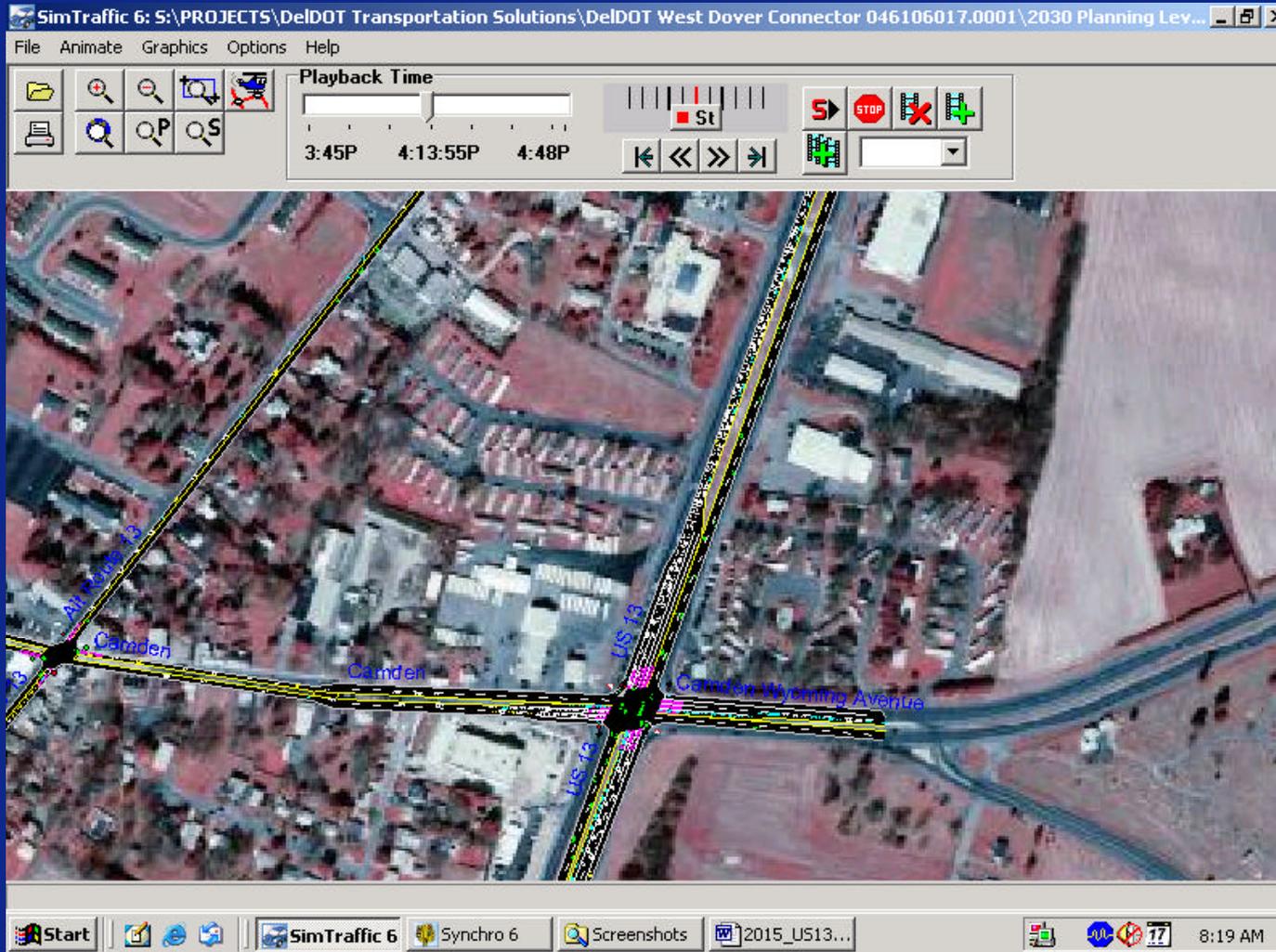
# US 13 At Camden-Wyoming Avenue



**Existing  
Traffic  
Conditions**

**Level of  
Service  
(LOS) E –  
near failing  
conditions in  
PM peak  
hour.**

# US 13 At Camden-Wyoming Avenue



## 2015 Traffic Conditions

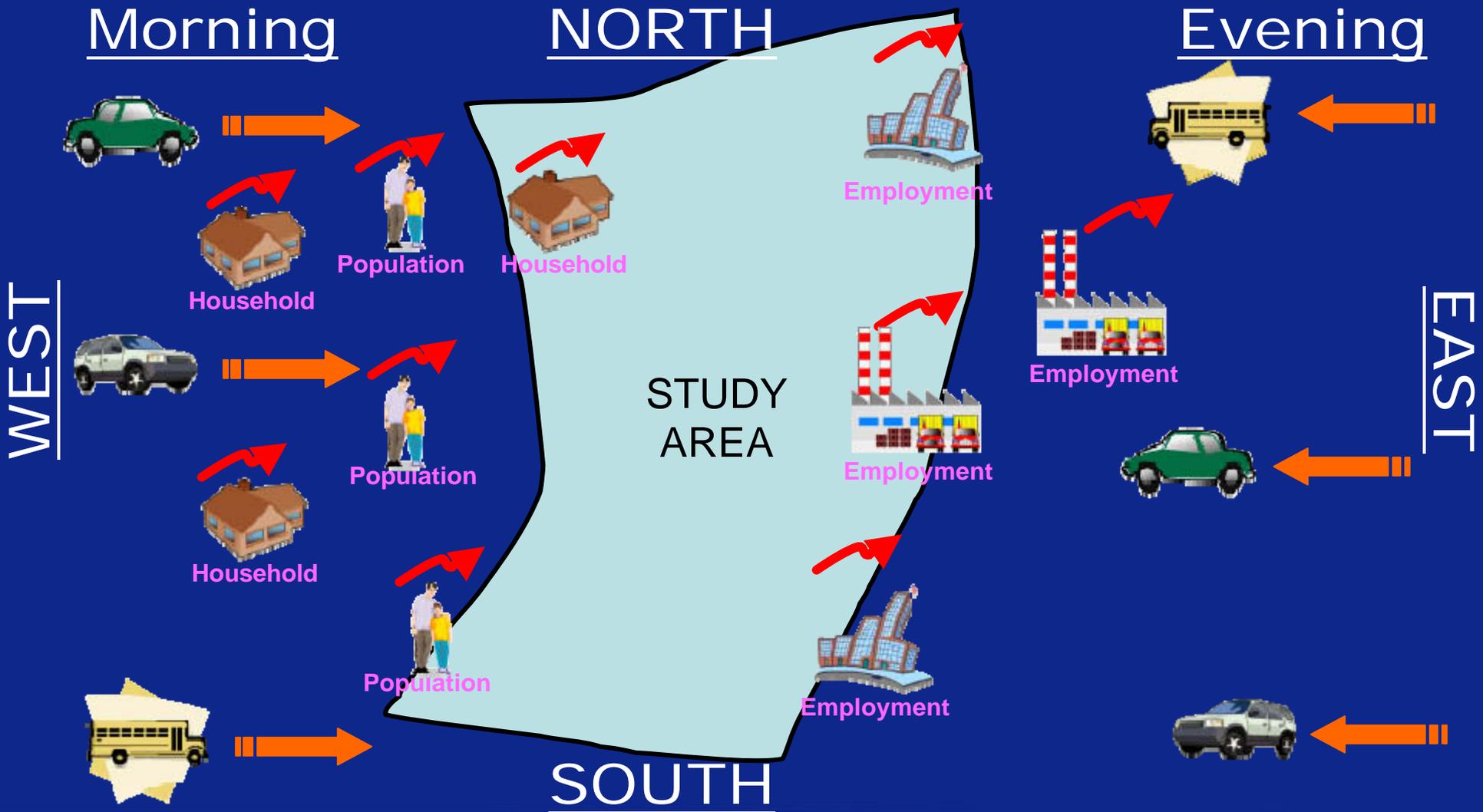
Intersection will fail (LOS F) in PM peak hour.

Long back-ups along all approaches at this intersection, especially in southbound direction.

# 2030 Traffic Conditions

- Looking further out into the future...
- Findings
  - 24 of the 25 intersections studied will operate at an unacceptable level of service (*LOS F*)
  - All intersections will experience significant delays and queues (*back-ups*)
  - Extreme levels of congestion at intersections

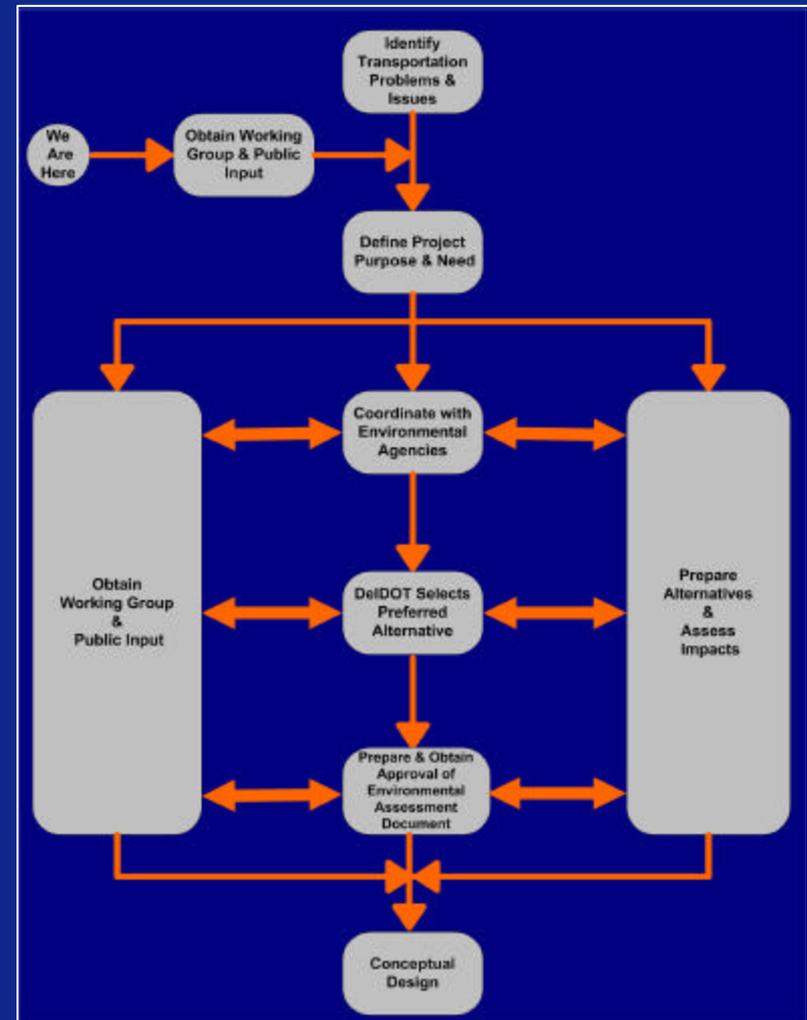
# Development and Travel Trends



# Developing & Evaluating Alternatives (Tab 7)

Each alternative must be evaluated based on its natural, historic and community resource impacts and must comply with the following regulations:

- National Environmental Policy Act (NEPA)
- Section 106 of the National Historic Preservation Act of 1966
- Title VI of the Civil Rights Act of 1964
- Section 4 (f) of the US Department of Transportation Act of 1966
- Environmental Permits and Approvals
- Clean Air Act Amendments of 1990
- Section 6(f) of the Land and Water Conservation Fund Act of 1965



# DRAFT Goals and Objectives (Tab 8)

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- Mobility/Congestion/Access
- Safety
- Land Use Planning, Economic Growth and Development
- Environment
- Aesthetics
- Public Outreach

# Homework Assignments

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- Working Group Guidelines (tab)
- DRAFT Goals and Objectives (tab)
- Environmental and Cultural Resources Map (tab)

# Next Meeting

- Second Working Group Meeting
  - Wednesday July 14, 2004
  - 5:30 PM to 8:30 PM
  - Modern Maturity Center ← **NEW LOCATION**  
1121 Forrest Avenue  
Dover, DE