Chapter Five.

Downtown Harrington - The Implementation
Key Priority Projects

While several private and public investments have been made Downtown, it is crucial moving forward that focus be given to a few key priority projects. Based on the SWOT analysis, downtown survey, development activity, and collected data, the priority projects were defined as the Railroad Area Improvements and Redevelopment Areas.

Railroad Area Improvements

Railroad area improvements would take place along Delaware Avenue and Railroad Avenue to Hanley Street. This area is located in the middle of the Downtown and is an opportunity to create a walking train tourism destination. Each street has different improvement needs within the area.

Delaware Avenue
Delaware Avenue has been identified as a Downtown gateway from Delaware Avenue to Clark Street. The western side of the street accesses a rail storage yard as well as the Train Station and is predominantly a gravel surface with no landscaping or identified parking spaces. This area could easily be improved by adding landscaping components, marked parking spaces, and a buffer between the storage yard and Delaware Avenue. The eastern side of the street provides a mix of vacant lots between a few neighborhood businesses. This area could be improved by new structures being built on the vacant lots or landscaped green open spaces.

Railroad Avenue & Hanley Street
The Railroad Avenue and Hanley Street location is a great opportunity for improvements to be designed in a master plan that would allow visitors to walk from the northern portion of Railroad Avenue past the Train Museum on Hanley Street. During this walking tour, visitors can read educational and historical signs regarding the railroad service to Harrington and the State of Delaware. The train theme could include the “Hub of Delaware” slogan, benches, safe pedestrian connectivity, low level lighting, trash receptacles, and bicycle racks. This design theme could be used throughout the project, ensuring train shapes are used in all of the design features. The master plan should include amenities, additional on-street parking, lighting, drainage, sidewalks, as well as fence relocation.

The initial identified stakeholders could include Norfolk Southern Railroad, the Harrington Historical Society, Delaware Department of Transportation, Kent County Tourism, train enthusiast organizations, and the Delaware Economic Development Office Downtown Delaware Main Street Program, along with the Downtown stakeholders.

Redevelopment Areas

Redevelopment areas are identified as vacant structures and vacant lots located in the Downtown area. Some of them are further identified as a potential gateway. Map 6. Priority Redevelopment Projects, shows the two areas for redevelopment. These areas have been defined as priorities for redevelopment based on existing infrastructure, walkability, key locations with high visibility, and needed curb appeal improvements. The curb appeal and occupancy rate plays a vital role in sustaining the Downtown as an economic development engine for the City. Each type of redevelopment has different improvement needs within this area:

Vacant Structures
The number of vacant structures have drastically fallen since 2007; however, those few that are currently vacant play a critical role when stakeholders are looking to invest in this area. It is important that filling existing structures be the first priority for the Downtown. Structures can remain vacant for several reasons such as rent being too high, selectivity with specific tenants, structure not being up to building code requirements, lack of investment to bring the property to the current market needs, difficulty in finding tenants, location, etc. To actively market the vacant structures and provide a presence Downtown, it is recommended that any vacant structure with windows provide seasonal displays and promote City events as well as post the property and owner contact information for potential occupancy. It is further recommended that the City work with all existing structures that have boarded windows to recommended window replacement or encourage the installation of older Downtown images such as those located on Downtown Junction’s exterior walls.
Vacant Lots
The Downtown area has quite a few vacant lots; however, several of them are very small in size and it would be difficult to meet all of the development requirements if they were to be developed separately. Some of the challenges to the small vacant lots, if required, include stormwater management, off-street parking, entrance and exit locations, trash services, fire lanes, and loading spaces. These vacant lots are strongly encouraged to provide landscaping and amenities while they remain undeveloped. The gateway parcels located along Delaware Avenue, Clark Street, and Commerce Street offer prime opportunities for infill development that fits within the context of the Downtown vision and goals.

Implementation

The implementation items are based on the downtown survey, collected data, existing conditions, Task Force member input, as well as City staff and City Planning Consulting input.

Upon Plan Adoption

State of Delaware Downtown Development District Designation Application | The City Planning Consultant will prepare the application and City Resolution based on the recently adopted Downtown Development District Plan. This application and supportive materials will be submitted no later than June 1, 2016, as required for this year’s application cycle.

Completion within One Month of Plan Adoption

City Website Page | The City will create a separate page for the Downtown Development District Plan and all information pertaining to the Downtown.

Private/Public Investment Tracking | The City Finance Clerk will be responsible for tracking all the private and public investments within the Downtown. This includes all permits, development applications, City improvement projects, as well as any additional City expenses for services.

City Vacant Lot & Structure Website | The City currently provides a map with detailed information regarding each Commercial vacant lot and structure within the City limits. This will be expanded to include all vacant lots located within the City limits.

Downtown Revitalization Area Tax Incentive Program | The City will update Chapter 378 of its Code to match the Downtown boundaries shown on Map 1. Downtown Boundary, clarify the Program process, and ensure it is user friendly. All improvements to the exterior of existing commercial structures located in the Downtown area facing Commerce Street and/or Clark Street are eligible to apply for a partial exemption from the City’s real estate taxes.

Development and Redevelopment Incentives | The City will formalize the proposed incentives for Downtown and Citywide and present them to the City Council for consideration and approval. This can be used as a marketing tool to stimulate growth, which can be revisited annually during the budget process.

Completion within Three Months of Plan Adoption

Downtown Business Map | This map would feature all Downtown businesses along with the physical location, pictures, and business profile information. The City Planning Consultant will arrange specific days to meet, take photographs, and obtain the profile information. They will then create the informational map and have it posted to the City website that houses the Downtown page.

Downtown Marketing Brochure | The City Planning Consultant will create a Downtown brochure with pertinent marketing information and available resources for distribution and posting on the City’s website. The launch of the brochure and new planning tools will be sent to the County and State Economic Development agencies, local Chamber of Commerce, and tourism organizations as well as to real estate agencies.

City Community Event Calendar | The City will host, maintain, and update a Citywide community calendar with links and/or information to any event hosted in the area. It will be the responsibility of the organization to provide the information and notify the calendar contact person within the City.
to update the calendar. A clear procedure will be developed prior to this service being provided live. This tool will assist everyone to schedule their event in advance and strive to avoid conflicts with other planned events.

**Community Event Notification Procedure**  | Create an event procedure to ensure awareness of the event to include the need for any additional City services to be reviewed and approved by the City departments.

**Railroad Area Improvements**  | Initial meeting with the City Manager, City Planning Consultant, and City Engineer to discuss the railroad area master plan and opportunities for project funding. The City Planning Consultant will prepare a rough conceptual aerial plan for discussion purposes, funding opportunities, and identify next steps in stakeholder outreach meetings.

**Railroad Area Improvements**  | City Manager and City Consultant stakeholder meetings will be held with State agencies as well as Norfolk Southern Railroad to discuss the project partnership opportunities.

**Completion within Six Months of Plan Adoption**

**Buy Local Program**  | The State of Delaware hosts a Buy Local Program and this branding can be used throughout the Downtown area and even citywide.

**Downtown Merchants’ Organization**  | The City should coordinate and facilitate the first Downtown organizational meeting. All property owners, businesses, and identified Downtown stakeholders should be invited. The goal of the first meeting is to seek interest, discuss intent, define the City’s supportive role, leadership positions, and next steps to include a meeting date.

**Completion within One Year of Plan Adoption**

**City Spring Clean Up**  | The City currently hosts a yearly clean-up program that allows Harrington residents the ability to remove large bulk items and bring them to the Public Works Yard. This program will be expanded to include a volunteer-based Downtown or Citywide clean-up day during this week.

**Downtown Annual Report**  | The Downtown Merchants’ Organization and the City should prepare an annual report regarding specific accomplishments, investment and incentive tracking, implementation status, membership, and path moving forward within the Downtown. This should be presented to City Council as well as pertinent State agencies on a regular annual basis.

**Downtown Promotions & Event**  | The Downtown Merchants’ Association will create annual promotional events as well as participate in organized events located Downtown. This information will be promoted at a minimum on the City’s Downtown website. This will also provide an opportunity to discuss the business and window display initiatives.

**Economic Development Organization**  | The City should coordinate and facilitate the first Citywide Economic Development Organization meeting. Large employers, identified stakeholders, and a variety of business owners, realtors, and tenants should be invited. The goal of the first meeting is to seek interest, discuss intent, define the City’s supportive role, leadership positions, and next steps to include a meeting date. Once the leadership has been established to include meeting formats, it is recommended additional advisory members be asked to assist from Kent County Economic Development Department and the State of Delaware Department of Economic Development.

**Infrastructure Improvements**  | Identify improvement areas for items such as bicycle racks, Downtown information kiosk or structure, bus shelter, benches, outdoor sitting areas, lighting upgrades as well as new lighting, bicycle route designations, wayfinding signage, pedestrian linkage and ADA improvements, as well as opportunities for the removal of overhead wires.

**Landscaping and Tree Plan**  | Identify the public and private areas for landscape and tree plantings as well as determine the most appropriate native species for the area. Further determine the associated time and maintenance costs.
Parking Pavement Alternatives | The City will investigate alternative paving methods such as permeable pavers, porous asphalt, etc. for parking areas located within the Downtown. A workshop with multiple vendors should be set up to determine options moving forward along with estimated costs and long term maintenance.

Parking Study | Research and prepare a parking study that focuses on off-street parking within the Downtown. This should include existing parking availability as well as areas for improvement such as along Railroad Avenue and Hanley Street. This should also include the wayfinding signage program.

Vacant Lot Improvements | The City will meet with the owners of the vacant lots to discuss improvement options and occupancy initiatives.

Youth Organization Involvement | Research the local youth organizations to include an understanding of their capabilities. Solicit involvement from the organizations and select a youth liaison to serve as part of the Merchants’ Association.

Completion within Three Years of Plan Adoption

Beautification Program | Identify existing structures and sites that are in need of curb appeal-type improvements. These can range from landscaping, paint, shutters, detrimental object removal, and power washing to name a few. The property owner from each identified site could be contacted by City Code Enforcement personnel to discuss the program as well as any incentives available for the improvements. The program would include recognition within the City newsletter, City website, certificate from the Mayor and Council, as well as a temporary sign on the property to be rotated for future winners. This program can be set up on a Ward-specific basis, Citywide, or Downtown specific.

Business Recruitment Program | The Downtown Merchants’ Association and the City Manager will develop a recruitment program. The City Manager will continue to work closely with the County and State Economic Development and Tourism agencies to actively promote and recruit new businesses.

Downtown Art Program | The Downtown Merchants’ Association will develop a Downtown public art program. A few ideas to being with may include local art organizations, sponsor a themed art contest, winners from the Delaware State Fair, etc. as these can be displayed in local business’ windows and special showing locations Downtown.

Marketing & Branding Strategy | The City and Downtown Merchants’ Association will create a comprehensive branding and marketing strategy for the Downtown.

Recycling | The City will promote all existing recycling programs and forward information for vendor recycling programs to all commercial, multi-family, and mixed-use businesses.

Sustainability Workshop | The City will host a free workshop with vendors to assist in the education of new sustainable initiatives and products. The public workshop will also provide information on potential funding opportunities. Examples of a few initiatives are recycling, solar, energy efficiency, etc.

WiFi Service | Investigate the opportunity to provide free WiFi services in the Downtown as this will attract customers and new businesses. Research the potential for a broadband ring that could also serve Harrington’s multiple emergency organizations.

Ongoing Implementation

Code Evaluation | The City will continue to evaluate zoning and land use regulations.

Communication with Key Agencies & Organizations | Continue ongoing communication and interaction with the State of Delaware Economic Development Office, Kent County Economic Partnership, and the Greater Kent Committee to ensure vacant structures and lots are marketed to attract new investments.

Funding Opportunities | The City will continue to research a variety of funding opportunities to support the Downtown Plan initiatives.
Organization of Downtown Events | Continue to support all events located Downtown as well as promote all events on a regional scale to optimize the number of visitors. Ensure each event has a Police presence where the level of involvement is determined by the Police Chief. Walking Police presence is encouraged in a small Downtown area where the officer can respond quickly to their respective vehicle, if needed.

Police Department Presence | Continue to increase the Police Department presence at all events as well as regular foot patrol Downtown.

Property Maintenance & Code Enforcement | Continue to increase property maintenance and zoning code enforcement.

Redevelopment & Development Promotion | The City will continue to work closely with the County and State Economic Development agencies, local Chamber of Commerce and Tourism organizations as well as the real estate agencies to actively promote and recruit new businesses to Harrington.

Political Will & Implementation Ability

The City has invested time and money in relation to the growth and development in Harrington. Development resources, updated Codes, and tools have been a priority within the City starting in 2006 when a City Planning Consultant was hired to assist in managing several critical projects. The list of adopted projects demonstrates the history of political will and the large amount of investment made in relation to development and redevelopment:

Downtown Revitalization Tax Incentive Program
On September 7, 2015, the City Council approved Ordinance 05-07 providing tax incentives for revitalization activities in the Downtown area.

Board of Adjustment
On November 20, 2006, the City Council approved Ordinance 06-13 rewriting the Zoning Ordinance relating to the Board of Adjustment.

Planning Commission
On January 16, 2007, the City Council approved Ordinance 07-01 rewriting the Zoning Ordinance relating to the Planning Commission, Site Plans, and the Approval Process. This Ordinance created the two tier expedited review process throughout the City: Category A Site Plan and Category B (Administrative) Plan Review.

Zoning Ordinance - Commercial Uses
On April 2, 2007, the City Council approved Ordinance 07-02 amending the regulations applicable to the C-3 Service Commercial Zone by permitting uses allowed in the C-1 Neighborhood Commercial or the C-2 Central Commercial Zones to be located in the C-3 Service Commercial Zone.

Zoning Ordinance - Residential Uses
On April 16, 2007, the City Council approved Ordinance 07-04 amending the regulations applicable to permit any use permitted in the R-1 zoning district to be placed in the R-3 and R-4 districts.

Subdivision Ordinance
On June 4, 2007, the City Council approved Ordinance 07-05 replacing the Land Subdivision Regulations of 2004 in its entirety.

Municipal Fees
On June 18, 2007, the City Council approved Ordinance 07-07 consolidating the City of Harrington fee charges for the various municipal services and located them in one Code section. Chapter 180, Municipal Fees was created and is used frequently for all City applications.

Zoning Ordinance - R-2 District
On September 4, 2007, the City Council approved Ordinance 07-10 by eliminating the requirement that lots on which multi-family dwellings are placed remain under single ownership for the life of the building. This amendment will permit, for example, individual ownership of each side of a duplex.

Downtown Revitalization Tax Incentive Program
On April 7, 2008, the City Council approved Ordinance 08-01 to expand the area covered by the Downtown Revitalization Tax Incentive Program to include the area along Clark Street between East Street and southbound U.S. Route 13, to clarify the tax incentives are restricted to exterior improvements made to structures in commercial zones, and to cap the cumulative total of the tax exemptions at the total cost of the improvements.
Source Water Protection Regulations
On August 4, 2008, the City Council approved Ordinance 08-03 adopting new Source Water Protection Regulations. The State of Delaware Source Water Protection Law of 2001 required the City to adopt regulations governing the use of land within wellhead protection and excellent groundwater recharge potential areas in order to protect these areas from activities and substances that may harm water quality and subtract from overall water quantity.

Code Codification
On December 15, 2008, the City Council approved Ordinance 08-07, which consolidated all approved and adopted Ordinances in the City of Harrington into “The Code of the City of Harrington” with Chapters and Sections. This allowed the entire Code to be placed in a catalog format and be made available online as a development resource and tool. The City Code is maintained and hosted by General Code.

City Zoning Map
On April 5, 2010, the City Council approved Ordinance 10-01 updating the “Zoning Map of the City of Harrington” by providing two exhibits that clearly indicate the zoning of the properties located within the City limits of Harrington. All City records were updated to reflect the correct zoning classification and are available on the City’s website.

Sidewalk and Curbing - New Construction
On November 7, 2011, the City Council approved Ordinance 11-07 requiring all new construction to include the installation of sidewalks and curbing on street frontages, on corner lots, and the side exposed to traffic. All corners will be handicap accessible. Sidewalk and curbing must be installed before a certificate of occupancy is issued. This Ordinance increases the pedestrian connectivity within the City limits.

Council District Map
On March 5, 2012, the City Council approved Ordinance 12-05 adopting a new district map that reflects the reapportioned districts that are nearly equal in population as shown by the most recent federal decennial census.

Comprehensive Land Use Plan
On December 16, 2013, the City Council approved Ordinance 13-04, adopting the new Harrington Comprehensive Land Use Plan.

Chapter 440 Zoning Rewrite
On July 20, 2015, the City Council approved Ordinance 15-06, which replaced Chapter 440 Zoning to revise the Zoning Code in its entirety. This project included the modification to the C-2 Central Commercial Zone, which is the predominant zoning classification for the Downtown.

Comprehensive Rezoning
On July 20, 2015, the City Council approved Ordinance 15-07, which is a Comprehensive Rezoning to align property zoning to the Future Land Use Map adopted as part of the Comprehensive Land Use Plan. It also amends the Zoning Map for the City of Harrington to reflect the zoning changes.

Development Toolkit
The City Planning Consultant provided the City with a finalized Development Toolkit that included user-friendly guides for developers, engineers, and surveyors to use when completing development applications. These toolkits, created for concept, preliminary, final, and administrative site plans, as well as for zoning compliance certificate applications, include information on procedures, process flowcharts, and checklists for submittal requirements. The toolkits will help to ensure that the City receives all of the information required to review an application in the first submission, as well as ensures that applicants are fully aware of the application process and timeline.

Downtown Development District Plan
On May 9, 2016, the City Council approved Ordinance 16-06, which adopted a Downtown Development District Plan. The City Planning Consultant was asked to write an application for a Neighborhood Building Blocks Fund grant, which funded this Plan. The Plan’s goals are to improve commercial vitality, stimulate job growth, build a diverse array of businesses, help build a stable community of long-term residents, increase home ownership for all income levels, and reduce the amount of vacant housing. The Plan has brought together numerous planning efforts and documents, united stakeholders with a shared vision for the Downtown, and is the key document for the Downtown to articulate common goals and strategies, coordinate economic development efforts, identify priority development and redevelopment opportunities, and assist in marketing.
and community events.

The intent behind this Plan is to ensure steps are taken to move the Downtown in the direction of being the City’s economic development engine to host several events by creating a sense of belonging and community pride. Harrington strives to become a successful place of interest for stakeholders, tourism, guests, new homebuyers relocating to the City, customers, and new businesses. For this to continue and increase additional awareness, the local Government leadership must continue to:

- always promote Harrington in a positive manner;
- educate the Public on all City initiatives;
- clarify rumors by obtaining and sharing factual information;
- lead by example;
- promote the Citywide activities;
- be actively involved in events; and
- support the administration and planning and engineering projects, initiatives, and funding applications.

City departments should participate in these events as they have two public facilities (City Hall and the Police Department) Downtown, as well. This Plan does not detract from the importance of other crucial areas within the City; however, this promotes a common event and activity location within the community while supporting local businesses within a safe walking distance. The political will and ability to implement the Plan is essential for the fate of Downtown for years to come as well as any potential funding opportunities in the future. This is a living document and should continually be looked upon frequently for implementation and guidance within the Downtown.

Downtown Branding Strategy

Branding is a tool that the City of Harrington can use to define the Downtown and develop a long-term vision for a place that is compelling to many residents and visitors. Ultimately, it can be used to influence and shape positive perceptions of a location, creating a foundation that helps make that place desirable as a destination for residents to call home, visitors to spend time, and businesses and investors to develop.

As a key implementation component of the Downtown Plan, initiating a successful Downtown branding strategy requires honest and thoughtful responses to the following questions:

- What does Downtown Harrington stand for today - what are its strengths and weaknesses?
- What can and should Downtown Harrington stand for in the future, and how do we articulate this?
- What will make Downtown Harrington unique, valued, and attractive to target businesses and consumer audiences?
- How will we make this new positioning become a reality?
- What role do key stakeholders and community groups have in bringing the Downtown Harrington brand to life?
- How will we measure the success of the branding strategy?
Although the Downtown Plan and process has provided answers and insight to some of these questions, there remains work to be done. Armed with the answers to all of these questions, the City of Harrington can work toward developing a brand for Downtown. While the process communities undertake to develop a unified brand for downtown may differ, the following steps are commonly considered:

- define clear objectives;
- understand the target audience;
- identify the current brand image;
- set the aspirational brand identity;
- develop the positioning;
- create value propositions; and
- execute the brand strategy.

Define Clear Objectives

Prior to beginning the process, the City should identify what the Downtown Harrington branding strategy is trying to achieve. What specific results is the City of Harrington seeking from the development of a brand strategy? Is the primary objective to attract and retain residents? Drive commerce? Attract visitors? Change current perceptions? The answers to these questions, and the priorities among them, help define the scope of the project, and the key activities that form the approach to the initiative.

While the Downtown Plan focuses on improvements and projects to be undertaken within the Downtown, it also provides an initial understanding of objectives the City and community share for the Downtown’s future. Reviewing community outreach and the Plan’s vision for Downtown will help provide a foundation for branding objectives that best respond to community needs and desires.

Understand the Target Users

Understanding all the Downtown users can be a difficult step in place branding, as it is tempting to put everyone into one group. Time should be taken to identify the types of people the City of Harrington wants to attract to the Downtown. These groups should be minimized in number, however, and prioritized based on importance to the objectives of the branding strategy. Focusing on a few, specific audiences can uncover more detailed and specific insights rather than gathering a variety of general insights.

Identify the Current Brand Image

What image does Downtown Harrington give people today? Is it simply Commerce Street? Is it City Hall? The train station? Has this image of Downtown Harrington changed over time? This step in the process is designed to gain insight to the benefits and associations that residents, employees, business owners, and visitors have with the Downtown and to assess the gap between the current state and the desired state.

Community outreach conducted throughout the planning process helps to establish an understanding of the current Downtown identity. Understanding that identity, or lack of identity, helps to determine the steps necessary to mend that image.

Set the Aspirational Brand Identity

What image does Downtown Harrington want to give users? How does the City want the public to describe Downtown? An aspirational brand identity should be within reach and credible for the brand. It should craft the association you want residents, employees, business owners, and visitors to make when they think of Downtown Harrington.

Sometimes area branding is not about inventing something - it can be about discovering what is already there. The City of Harrington could examine the perceived strengths of the Downtown and build on these to create the aspirational brand identity. Whatever the result, the aspirational brand identity should influence future business and community decisions and should be an identity Downtown Harrington can sustain for a long period of time.

Develop the Positioning

What are the benefits that Downtown Harrington wants to own or offer in the minds of the public? Brand positioning is the means for transitioning the Downtown’s current brand image to the aspirational brand identity it desires. It is a promise or benefit
that Downtown Harrington wants to own in the minds of the user.

The aspirational brand identity and its associated positioning typically has a long horizon. Perceptions of the Downtown will not change overnight and could require significant changes over time to see the aspirational identity become a reality.

Create Value Propositions

What does the positioning mean for each user and what are the messages that should be communicated to influence their perceptions? Once defined, it is important to make the propositions actionable. The key is to take a critical look at Downtown Harrington's characteristics and policies and to ensure that they are aligned to the aspirational brand identity.

Execute the Brand Strategy

In developing the Downtown Harrington branding and promotional plan, it is critical to identify every point at which a potential user may come into contact with the brand. Every interaction with the public is an opportunity to enhance or diminish the Downtown Harrington brand. These points of contact may vary widely in form, including the physical environment, street signage, advertising, brochures, websites, events, and interaction with residents. Much of the execution relies on improving these points of contact, to lend credibility to the new brand.

Consistency

This Downtown Development District Plan is consistent with the City of Harrington's certified Comprehensive Land Use Plan in that it furthers a number of goals and objectives related to downtown redevelopment, economic development, and housing. The Comprehensive Plan identified a number of needs and goals that have been more specifically addressed in this Plan, and which have been assigned specific strategies with associated implementation timelines in order to ensure their successful completion.

The Downtown, as depicted in Map 1. Downtown Boundary,