

Neighborhood Comprehensive Development Plan

For the

WEST SIDE ANALYSIS AREA

Census Tracts 14, 15, 22 & 23

October 2009

**DEPARTMENT OF PLANNING & DEVELOPMENT
CITY OF WILMINGTON**

This Comprehensive Development Plan supersedes the West Side Analysis Area Comprehensive Development Plan that was adopted by the Wilmington City Council on January 18, 1979.

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City Planning Commission
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I. INTRODUCTION

A. Background

Between 1957 and 1959, comprehensive development plans were adopted for the City's residential neighborhoods to address the land use and zoning issues for each of the separate neighborhood analysis areas or planning districts (Map A). The Plan covering the current West Side Analysis Area was adopted in 1959 and later rewritten and adopted in 1979. This Plan, with its specific land use, regulatory, and development controls, sets forth goals for long term growth and development over the next 10-15 years, and supersedes the last version of the West Side Plan.

A companion document to this Comprehensive Plan is the West Side Analysis Area Community Notebook (November 2008). After completing an analysis of census data along with an inventory of the West Side's social, legal, economic, environmental, and political factors (commonly referred to collectively as SEE Factors), as well as other items of general public interest, this document and a detailed land use map were developed by Department of Planning and Development staff, with assistance from the West Side Working Group. The Community Notebook, designed to be a neighborhood fact book, is not intended for adoption as part of the West Side's Comprehensive Development Plan. Instead, the Community Notebook forms the technical foundation upon which the Comprehensive Development Plan for the West Side Analysis Area is based.

The West Side Analysis Area Community Notebook was disseminated at a public meeting held on December 2, 2008 and is available through the Planning Department's link on the City's website at www.wilmingtonde.gov. Consistent with customary practice, staff from other City Departments also reviewed and provided comment on the West Side Analysis Area Community Notebook prior to its distribution.

B. Community Participation

Public participation provides the foundation for comprehensive development planning and to that end a large public meeting was convened on December 2, 2008 to notify property owners and interested parties that the Planning Department was undertaking a project to update the existing West Side Comprehensive Development Plan. Following this public meeting, an ad hoc Working Group, comprised of residents, business owners, and interested parties, was created to assist the Department of Planning in this effort.

This working group met four times to work on certain tasks associated with the Plan update, including preparing a mission statement to guide the comprehensive plan; reviewing the information related to current land uses on the West Side; examining housing data including vacant units, subsidized housing projects, and non-conforming uses; responding to Planning Department staff recommendations on areas of potential zoning changes; and other items that the Working Group felt important for consideration in the update to the comprehensive development plan.

In September 2009 a second community wide public meeting was held to notify property owners and interested parties that a draft West Side Comprehensive Development Plan was presented for review and comment. At the September 2009 meeting, a Working Group described creation of the Mission Statement early in the public participation process while another described the rationale and thinking behind the Plan's re-zoning recommendations as well as the other recommendations also. The Working Group recognized that because the West Side's densely developed urban character, large physical changes to its neighborhoods would be disruptive and counter-productive to promoting the

goals, values, aims, and purposes as described in the Mission Statement. Using a power presentation, Planning staff presented the draft West Side Comprehensive Development Plan to the meeting attendees.

C. Mission Statement

As a first step in developing the Comprehensive Plan for the West Side, the Working Group developed a Mission Statement to guide decision making.

~ Mission Statement ~

The West Side Neighborhood shares the values of the City of Wilmington, that all of our citizens, businesses and institutions deserve a safe, drug-free and beautiful community which is forward looking while respectful of our past.

The West Side Comprehensive Development Plan has been updated in a way that:

- **Recognizes the need for decreased density to be achieved in a manner consistent with our values and that maintains our diversity;**
- **Enhances property values, especially through owner-occupied single family homes;**
- **Provides safe, efficient, attractive and accessible links by car, transit, bicycle and foot within the West Side and to all the surrounding neighborhoods;**
- **Provides world-class healthcare within our area;**
- **Minimizes vacant property (with a target of <5%);**
- **Recognizes both the impact and value of our social institutions (e.g. group homes, schools, religious institutions) and assertively manages the transfer of further property to social institutions;**
- **Has a vibrant range of businesses that provide a positive impact on West Side residents and the City of Wilmington; and**
- **Provides for business corridors, livable communities and open space.**

D. Long Range Planning

The West Side Comprehensive Development Plan contains recommendations which, when implemented, will satisfactorily address the goals expressed within the Mission Statement. The recommendations have been reviewed by the appropriate City departments and Working Group members as well as interested parties whose input was considered before the Comprehensive Plan was finalized. The recommendations contained herein provide a strategy and framework to guide, direct, and influence the positive future growth and development of the West Side's communities and neighborhoods.

This Comprehensive Development Plan is not static and is meant to be amended as the need arises and as the conditions within the West Side Analysis Area change. Any resulting plan amendments or updates should be adopted only after thorough and comprehensive analysis of the changes and the impacts that they may have on the overall West Side Analysis Area. Likewise, significant public participation and opportunities for input and dialogue concerning the proposed changes and their anticipated impacts should occur such that community consensus is achieved concerning the proposed plan amendments or update. The analysis effort and community consensus should be achieved prior to

approval by the City Planning Commission and City Council.

II. GENERAL CHARACTERISTICS OF THE WEST SIDE ANALYSIS AREA

A. West Side Analysis Area Boundaries and Natural Environment

The West Side Analysis Area (West Side) stretches from the I-95 and Jackson Street corridor on the east to Union Street on the west and from Lancaster Avenue on the south to Pennsylvania Avenue on the north. Encompassing several of Wilmington's major transportation corridors and neighborhood gateways, this area includes a number of unique neighborhoods and areas of dense residential development. These boundaries encompass Census Tracts 14, 15, 22, and 23 (see Map B).

From a geographic perspective, the West Side is located within a transitional zone of the Mid-Atlantic region where the coastal plain and marsh gradually give way to the higher, drier piedmont plateau and the gently-rising foothills of the Appalachian Mountains located further to its north and west. The West Side contains the highest natural point of elevation, nearly 230 feet above sea level, within the City of Wilmington's municipal boundaries. The West Side's land area slopes generally towards either the Brandywine Creek or the Christina River. Additional details concerning the terrain in the West Side can be found in the West Side Analysis Area Community Notebook.

B. Historical Background of West Side Analysis Area

1. Early History

In general, the growth and development of the residential character of the West Side followed several major social, economic, and environmental growth trends that were also evident throughout Wilmington's history. During the late 1700s and early 1800s, the West Side began its development as a site for scattered temporary residential development. For many years following Wilmington's 17th century founding by Europeans, transportation access and energy found locally in the form of the Christina River and Brandywine Creek, the site of numerous water-powered mills, was the primary focus of Wilmington's economic and industrial development. The later development and use of cheaper, less labor-intensive forms of transportation helped transition Wilmington from a walking or pedestrian city. This transition from one single predominant transport mode to other transport modes (i.e., pedestrians to horses and other animal powered and drawn wagons) helped to expand the reach of commerce to beyond the waterway's edge. The advent of public roadways, trolleys, and railroads accelerated residential development within the West Side Analysis Area.

While numerous roadways, trails, and paths traversed the West Side linking Wilmington's commercial and residential core with the largely rural areas to the west of the Christina River and the Brandywine Creek, historic settlement and residential development within the West Side largely began along its main travel arteries, i.e., Lancaster Avenue from Jackson Street to Harrison Street and along Pennsylvania and Delaware Avenues.

Although historical review reveals that early pockets of development did occur along the Analysis Area's boundaries, most of its interior development occurred during the 1880-1930 period. Additional archival research reveals that the earliest permanent residence was built in 1802 and occupied by Dr. James Tilton, Surgeon General of the United States Army during the War of 1812 and a former delegate to the Continental Congress of 1783 and 1784. Similarly, the earliest development along the

northern boundary of the West Side can be traced to around 1836 when Phillip McDowell moved his two-year old cooper business to what is now West 11th and DuPont Streets.

Archival research also reveals that limited large-scale row house construction in the West Side neighborhoods began around 1872 in the area between West 7th and West 9th Street and between DuPont and Union Streets. Despite the early row house construction in 1872, the preponderance of the residential development within the West Side Analysis Area began as single family detached dwellings in the 1880s and continued uninterrupted until World War I and shortly thereafter. The earliest residential development occurred along Lancaster Avenue and consisted of housing for workers of nearby industries in Wilmington's Riverfront. During this period there was sporadic commercial development along streets such as Pennsylvania Avenue and Union Street, along with some industrial development in the area south of 6th Street as the area accommodated residential development. Also, while there was much early land speculation by a few individual owners, many local historians credit the extension of trolley lines into the Analysis Area's interior with spurring development therein.

While virtually all of Wilmington's neighborhoods were impacted by these changes, the focus of this report is on the West Side Analysis Area. As the pace of change and development quickened dramatically in response to the emerging technological, scientific, and environmental influences during the latter half of the nineteenth and early part of the twentieth centuries, Wilmington's social, economic, and environmental fabric experienced many changes, some quite dramatic, with far reaching consequences. Many of Wilmington's changes were responses to and had their beginnings in national and international events. The localized social, industrial and economic responses to war, economic upheavals and downturns, and technologic innovations had their greatest impacts within neighborhoods as certain major development trends initiated activities which most directly impacted them.

During the 1950s and 1960s, the West Side Analysis Area experienced major changes along its Jackson Street boundary because of interstate highway construction and urban renewal that spilled over from the directly targeted West Center City area. Additionally, the West Side Analysis Area experienced many changes within its social and economic fabric as its residents increased their urban-to-suburban exodus. The changes in the Analysis Area's social and economic fabric resulted from several things, including an increase in automobile ownership, an increase in new home construction in those areas outside of Wilmington's municipal boundaries, and dramatic changes in other demographic characteristics (i.e., the baby boom years immediately following the end of World War II). As a consequence, during the 1950 to 1970 period, the West Side Analysis Area experienced population losses and a substantial change in racial composition among its residents. The population decline, while slowing, continued at a decreasing rate for the period 1990 to 2000.

As the West Side Analysis Area ventures further into the twenty-first century, many of its neighborhoods are endeavoring to reinvent themselves. There are many neighborhoods within the West Side Analysis Area that have persevered and emerged as stronger, more viable communities. Within the West Side Analysis Area, the growth of many collaborative partnerships involving local residents, non-profit agencies, and private corporations have found success by working together to redevelop existing neighborhoods, house-by-house and block-by-block. Likewise, many individual residents are working by themselves to make their homes and blocks more desirable places to live. While redevelopment is occurring in many sections of this analysis area, overall the West Side Analysis Area still contains some blighted areas that may ultimately yield to wholesale reconstruction to facilitate construction of new communities tailored to modern needs and lifestyles.

2. National Register of Historic Places, City Historic Districts & Selected Buildings

In 1966, the National Historic Preservation Act called for, among other things, a program to preserve historic and cultural properties throughout the nation. Towards this end, the National Register of Historic Places was created and it lists districts, sites, structures, and objects that are significant and/or contribute to American history and culture. The National Register plays an important role in restoring and maintaining the historic and cultural environment of the nation.

Wilmington, an old East Coast city whose 1638 founding occurred years before America became a nation, is rich in architectural history and is well represented on the National Register of Historic Places. As of 2009, some 16 districts and 48 sites, structures, and objects located within the city have been designated historically significant by the City of Wilmington as well as in accordance with state and federal standards. Others have been placed on the National Register of Historic Places for their importance in national as well as regional, state, and local historic events.

The West Side Analysis Area contains numerous places and properties that played a major role in its early development and that are listed on the National Register of Historic Places. Given their historic and cultural significance, many of the properties and sites within the West Side Analysis Area have been designated as historically significant. Those districts, sites, structures, and objects listed in the National Register of Historic Places (last updated in 2009) and located within the West Side Analysis Area are listed herein. A full review of the West Side's historic resources can be found in the white paper report by Patricia A. Maley, et al., *Cultural Resources Survey of Wilmington, Delaware - Evaluation of Cultural Resources in the West Side*, Office of Planning – City of Wilmington 1983-February 1984 and in the brochure entitled, *Historic Wilmington: A Guide to Districts and Buildings on the National Register of Historic Places*, Department of Planning, City of Wilmington, March 2009.

3. West Side Analysis Area's Historic Register Listed Districts (See Map C)

This specific historic district contains two “firsts” for the City of Wilmington. Tilton Park, created in 1865, was the first city park. Likewise, the first public hospital was instituted in 1871 by the City purchase of the properties located at 708-710 North Franklin Street. This hospital specialized in treating victims of industrial accidents.

In August 2007, the Cool Spring amendment area was officially listed in the National Register of Historic Places. This amendment included the H. Fletcher Brown Mansion and the nearby historic homes.

a. Cool Spring Historic District – Caesar A. Rodney, nephew of the signer of the Declaration of Independence, owned a large estate called Cool Spring. While the estate no longer exists, Cool Spring became the name of one of Wilmington's oldest public parks. As Wilmington transitioned from an industrial city to a more corporate or “white collar professional” city, a residential area formed around the park. Between 1873 and 1877, the Cool Spring Pumping Station and Reservoir were built to meet the potable water needs of the growing population on the City's west side. Architecturally, the Cool Spring area includes Second Empire and Queen Anne as predominant architectural styles.

b. West Eighth Street/Tilton Park Historic District – This area experienced two waves of settlement. The first occurred in the early 1800s. Most notably Dr. James Tilton, the U.S. Army Surgeon General during the War of 1812 and delegate for Delaware in the Continental Congress of 1783 and 1784, is said to have built the earliest residence in 1802. Subsequently, other early residential dwellings were built by wealthy professionals in a scattered development pattern. Later a

few more, yet still limited scattered residential developments, occurred in the 1860s under the auspices of middle class residents. Many of these residents were more senior employees of Wilmington's burgeoning waterfront industries - which included shipbuilding, railcar construction, foundries, tanneries, and related industries. Because Wilmington began as a walking city, most people lived within walking distance of their places of employment. Therefore, only those workers who could afford another mode of transport lived beyond walking distance from their job sites.

C. Transportation & Public Transit

1. Local Street Network

Typically, streets are organized in a hierarchical fashion based on a number of factors including traffic handling capacity, design characteristics (e.g. number of lanes, lane width, weight bearing capacity, expected operating speed, etc.), anticipated traffic volume, access to adjacent land uses, terrain traversed (urban, suburban, rural, and undeveloped), and the funding sources for construction and maintenance activities. Moreover, within the United States virtually all public rights-of-way are designed in accordance with commonly accepted highway design standards to provide fast, safe, and efficient movement of vehicular traffic.

A review of the West Side's existing street circulation network reveals that it is comprised almost exclusively of one-way streets which operate as pairs. Only 4th Street, Pennsylvania Avenue, and short segments of other streets handle two-way traffic. In addition, the West Side's overall street pattern, with a couple of exceptions, retains vestiges of the community's historic past as a pedestrian-oriented community. There have been some street removals in the West Side, some in response to changes in travel patterns; others in response to new highway construction which made the original rights-of-way obsolete; and still others in response to development projects which demolished blocks of row houses, thus creating a super block.

Within the West Side, the mix of public rights-of-way for vehicular traffic includes local streets, collectors, arterials, and a limited access interstate highway which includes state-maintained roadways. The state maintained roadways located within the West Side Analysis Area include:

- Union Street (SR 2)
- Broom Street
- West 4th Street (SR9)
- Lancaster Avenue (SR48)
- Interstate 95
- Lincoln Street (SR 2)
- Jackson Street
- West 2nd Street
- Pennsylvania Avenue (SR52)

2. Parking

The automobile ownership characteristics of West Side residents mirror those for rest of Wilmington. Although the West Side contains densely developed neighborhoods, virtually none of the older row houses have garages either attached to them, within the property lines located adjacent to the row houses, or in nearby areas which are available to them. Existing surface parking lots are most often associated with nearby commercial or institutional uses. Many recently constructed residential dwellings have off-street parking areas or attached garages.

On-street parking within the West Side, varies from block to block and availability is affected by seasonal festivals and neighborhood events which can create temporary parking shortages. Input at the public meetings along with field observation reveals that on-street parking congestion is increasingly

becoming more than a temporary annoyance in certain areas near popular commercial establishments, e. g., restaurants.

3. Public Transportation and Taxi Service

Taxi companies and other private transportation service companies provide limousine and other types of pre-scheduled or on-demand, for-hire transportation service to West Side residents.

Within the West Side, publicly funded and operated fixed route, fixed schedule bus service and publicly operated demand-response paratransit (i.e., door-to-door dial-a-ride) service are provided by the Delaware Transit Corporation, also known as DART 1st State. Operating as a radial system with Rodney Square serving as the hub within Wilmington, twelve DART 1st State bus routes (4, 5, 6, 7, 8, 9, 10, 19, 20, 24, 28, and 36) serve the West Side, providing excellent public transit service access, since a significant number of bus routes operate on West Side streets which provides access to and from the CBD. More detail about the characteristics of public transportation operations within the West Side Analysis Area can be found within the West Side Analysis Area Community Notebook.

D. Land Use Descriptions

On the West Side there are essentially four land use types including residential; commercial; open space (parks, playgrounds, public plazas, etc.); and institutional/public/quasi-public. Among these, residential remains the primary land use category since the land uses in this category constitute the majority of the West Side's land area (see Map D – Current Land Use).

1. Residential

Within its interior, the West Side neighborhoods include an eclectic mix of housing types including single family detached dwellings, semi-attached dwellings, row houses, garden apartments, and condominiums as well as low rise, mid-rise, and high rise apartment buildings and converted houses. Virtually none of the older row houses have garages.

While there is no single area that contains only one type of residential land use, there are certain types of residential land uses that are predominate in certain parts of neighborhoods. For example, in the area bounded by Pennsylvania Avenue, West 8th, North Clayton and Jackson Streets, many of the residential dwellings are single family detached or semi-detached dwellings. For many West Side residential communities and neighborhoods, the row house residential unit is the primary dwelling. It is almost exclusive in neighborhoods between Lancaster Avenue and West 3rd Street, and between Jackson and Union Streets.

2. Commercial

The commercial land uses on the West Side include corner commercial sites within neighborhoods; professional office buildings for lawyers, financial services and health care professionals; automobile sales and service facilities; restaurants and small fast food establishments (primarily located at neighborhood corners); and personal services such as beauty salons and barbershops. Other commercial land uses include accessory surface parking lots and small commercial offices, as well as neighborhood level corner retail activities. The existing surface parking lots, consistent with City Code requirements, are most often associated with a nearby commercial or institutional use.

Over the years, commercial corridors have evolved and emerged within the West Side. Short stretches of commercial corridors can be found along Union, Lincoln and West 4th Streets as well as along,

Lancaster and Pennsylvania Avenues. Broader expansions of commercial corridors are located along Union and Lincoln Streets, where a “restaurant row” type of commercial corridor has developed and along Pennsylvania Avenue between DuPont and Union Streets, where automobile sales and service facilities dominate. In some instances the commercial corridors resulted from corner commercial locations that expanded along the block to encompass broad areas. While in other places, small mid-block sites have been expanded in either direction. Because many of these grew as a result of traffic accessibility and visibility, the commercial corridors grew along many of the West Side’s major thoroughfares which serve as gateways into Wilmington’s adjacent neighborhoods and communities.

3. Institutional

The West Side’s broad range of institutional, public, and quasi-public land uses include a hospital with emergency health care facilities, parochial and private schools and their supporting campus areas, churches, and non-profit social service agencies. In addition to being the location of St. Francis Hospital, the West Side has several of the City’s largest parochial and private schools, namely Ursuline Academy and Padua Academy as well as St. Anthony’s School. The West Side also includes a long term care facility and a housing complex for senior citizens. These institutional land uses are located closest to Pennsylvania Avenue in the northern third of the analysis area.

4. Parks, Recreation, & Open Space Land Use Descriptions

An inventory of the recreational facilities within the West Side reveals that they are widely scattered among its neighborhoods. The West Side contains Cool Spring Park, Cool Spring Reservoir Plaza, Rodney Street Reservoir Park, Judy Johnson Park, Tilton Park, James R. McCoy Park, Father Tucker Park, and several tot lots located at 222 N. Connell Street, 217 N. Fulton Street, 1405 W. 5th Street, and at 237 and 314 N. Rodney Street. Tot lots and pocket parks are play areas that are sometimes created when buildings are razed and their footprints made into small public parks. Map E depicts the locations of open space and public recreational facilities within the West Side.

E. Demographics & Housing Statistics

The West Side Analysis Area includes some of Wilmington’s older residential areas and is comprised of Census Tracts 14, 15, 22, and 23. For the purpose of analysis, the demographic and housing statistical data is summarized for each census tract. In addition, the summarized data from each of the census tracts has been presented and then compared against the overall City data. Contained within the West Side Analysis Area Community Notebook - November 2008 are tables that delineate the aforementioned analysis for each census tract and for the overall West Side Analysis Area as well as contrasting this analysis against the overall City. Consequently, the demographic and housing data presented here summarizes the detailed information that is available in the West Side Analysis Area Community Notebook - November 2008.

1. Current Population

Based on the 2000 U.S. Census Bureau figures, the City of Wilmington’s population of 72, 664 increased 1.6% from 1990 (71,529). A racial breakdown reveals that the 2000 population was comprised of 25,811 white (35.5%); 41,001 black (56.4%); 473 Asian (0.6%); and 5,379 Other (7.4%). By ethnicity, the Hispanic population was 7,148 for 2000 accounting for 9.8% of the City’s overall population yet this figure represented nearly a 41% increase from 1990.

From 1980 to 2000, the West Side’s overall population increased between 1980 and 1990 followed by

a slight drop between 1990 and 2000. A closer inspection reveals that each of the West Side’s individual census tracts 14, 15, 22, and 23 also experienced different population movements.

Table 1 – West Side Analysis Area Demographics & Housing Statistics Summary

	<u>1990</u>	<u>2000</u>	<u>Percent Change</u>
Total Population	11,897	11,350	-4.6
White	4,097	3,730	-9.0
Black or African American	5,618	5,247	-6.6
Asian*	67	67	0.0
Other**	2,115	2,306	9.0
Ethnicity: Hispanic or Latino***	2,886	3,272	13.4
Population 65 years and Over	1,628	1,424	-12.5
Population Below Poverty Level	2,376	3,258	37.1
Labor Force Unemployed	451	653	44.8
Total Households	4,122	3,994	-3.1
Family Households****	2,494	2,356	-5.5
Total Housing Units	4,480	4,628	3.3
Occupied Housing Units	4,122	3,994	-3.1
Vacant Housing Units	358	634	77.1

* In 1990, Asian included Asian or Pacific Islander. In 2000, Asian no longer includes Native Hawaiian and Pacific Islanders.

** In 1990, Other Included American Indian, Eskimo or Aleut and Other Races. In 2000, Other includes Native Hawaiian/other Pacific Islanders, American Indian/Alaska Native, Some Other Race Alone and Others of Two or More Races. For a complete list of census racial categories, go to www.census.gov.

*** This classification for ethnicity has two categories Hispanic/Latino or Not Hispanic/Latino.

**** A family household includes a householder and one or more people living together who are related by birth, marriage, or adoption.

According to the 2000 Census, Census Tract 14 had a population of 2,121; Census Tract 15 had a population of 2,329; Census Tract 22 had a population of 3,468; and Census Tract 23 had a population of 3,432. Of these, Census Tract 22 had the largest population while Census Tract 14 had the smallest population. Based on the 2000 Census, the bulk of the West Side’s population was located south of West 6th Street within Census Tracts 22 and 23. In contrast, Census Tract 14 had the smallest population with 2,121 followed by Census Tract 15 with a population of 2,329.

Each of the West Side’s census tracts experienced either overall population gains or losses during the 1980, 1990, and 2000 census years. During this time period, Census Tract 14 experienced the greatest overall population decline with a loss of slightly less than 7% followed by Census Tract 15 which had a population loss for the same period of about 6%. For the same periods, Census Tract 22 experienced a population decline of slightly more than 5%. By contrast, Census Tract 23 experienced the smallest decline over the same period with a population loss of slightly less than 2%. According to the 2000 Census, the West Side’s four census tracts accounted for nearly 16% of Wilmington’s overall population.

2. Minority Population

During the period 1990 - 2000, the City’s overall shift in racial composition that had started years

earlier continued. Its racial composition changed from about 42% white and 58% non-white in 1990 to 36% white and 64% non-white in 2000. The West Side's racial composition also shifted slightly yet overall remained fairly constant and did not exactly mirror the City's overall shift in racial composition of the population. So while the City's overall racial composition shifted, from about 42% white in 1990 to nearly 65% non-white in 2000, the West Side's overall racial composition shifted from about 66% non-white in 1990 to 67% non-white in 2000. This continued transition occurred in the face of an overall 4.6% population decline in the West Side.

According to the 2000 census, Census Tract 14's non-white and other population categories account for about 40% of the overall total while Census Tract 15's non-white and other population categories account for about 56% of the overall total. Likewise, according to the 2000 census, Census Tract 22's non-white and other population categories account for nearly 83% of the overall total and Census Tract 23's non-white and other population categories account for about 76% of the overall total.

3. Age and Gender of Population

The 2000 Census data for age distribution in the West Side revealed that nearly 30% of the residents were 17 and under, about 57% are between 18 and 64, and nearly 13% were over 65. Meanwhile, the West Side's overall gender population was about 52% female and nearly 48% male. According to the 2000 Census, the West Side's gender ratio was almost an exact mirror image of the City's gender make-up with about 52% of the population female and about 48% male.

According to the 2000 census, Census Tract 14's population was 56% female and 44% male while Census Tract 15's population was 55% female and 45% male. Similarly, according to the 2000 census, Census Tract 22's population was 49% female and 51% male while Census Tract 23's population was 52% female and 48% male.

Based on the 2000 Census, Census Tract 14's largest age group was the 25 to 49 year olds with about 35% of the total population while the smallest age group was the 18 to 24 year olds with about 7% of the total population. Likewise, Census Tract 15's largest age group was also the 25 to 49 year olds with about 39% of the total population while the smallest age group was also the 65 to 74 year olds with about 5% of the total population. Census Tract 22's largest age group was the 25 to 49 year olds with about 37% of the total population while the smallest age group was for those persons in the 75 and over age bracket with about 2% of the total population. Likewise, Census Tract 23's largest age group was the age group for persons 17 years of age and younger with about 36% of the total population while the smallest age group was for those persons in the 75 and over age bracket with about 3% of the total population.

4. Housing & Household Characteristics

A review of West Side Analysis Area housing & household characteristic data for the 2000 Census data revealed that the West Side contained 4,628 housing units, representing about 14% of the City's total housing units. Similarly, the West Side's occupied housing units represented nearly 14% of the City's total number of occupied housing units. Approximately 86% of the housing units located on the West Side were occupied, while in comparison approximately 89% of the housing units located citywide were occupied. Of the total number of occupied housing units located within the West Side Analysis Area, only about 43% were owner-occupied in 2000 while citywide, nearly 45% of the occupied dwelling units were owner-occupied. For the City of Wilmington overall, 1945 was the median year that dwelling units were built contrasted against 1940 for the West Side census tracts.

Table 2. West Side Housing Characteristics by Census Tract

	Census Tract 14	Census Tract 15	Census Tract 22	Census Tract 23
Total Housing Units	1,063	1,217	1,082	1,266
Occupied Units	930	1,067	903	1,094
Owner Occupied Units	483	351	428	466
Total Rental Units	447	716	475	628
Vacant Housing Units	133	150	179	172
Median Year Structure Built	1940	1940	1940	1940
Total Households	930	1,067	903	1,094

2000 Census – Summary File 1

5. Income

For many years the West Side has had an overall median household income level that compared favorably with that of the Citywide total. For example, the 2000 Census income data revealed that the City had a mean household income of \$35,116 as compared to \$36,250 for Census Tract 14; \$31,250 for Census Tract 15; \$30,330 for Census Tract 22; and \$20,510 for Census Tract 23.

III. RECOMMENDATIONS PROPOSED FOR THE WEST SIDE ANALYSIS AREA

Dating back to its earliest settlements, the West Side retains its special charm as one of Wilmington’s oldest communities with mixed use development along with socio-economic patterns reflecting the legacy of former residents while lending support to Wilmington’s ongoing importance as a regional center. Comprised of a diverse mixture of small neighborhoods that have been historically woven together in a larger urban context, the West Side includes urban corridors that historically served Wilmington’s downtown center and the riverfronts. Given the varying locations of the West Side’s neighborhoods in relation to these roadway corridors and the downtown area, each of them developed in response to certain historical initiatives or catalysts.

Because the West Side’s development pre-dates widespread use of private automobiles, the primary form of human transportation was walking since most people still lived relatively close to the job sites along with animal powered modes, then street cars, trolleys, and other forms of mass transit. The West Side’s strategic location as a western gateway into the Wilmington CBD and as one of the oldest residential areas within the City, gives it numerous social, economic, and environmental strategic advantages along with unique challenges and opportunities. The West Side’s strategic advantages include its prime location adjacent to the Wilmington Central Business District; easy access to the Christina Riverfront which is experiencing increased growth and redevelopment; and easy access to interstates I-95 and I-295 for access to New Jersey, New York, Maryland and other points north or south. In addition, the West Side contains a variety of state routes providing efficient travel to New Castle County locations along with a collection of neighborhoods with well kept homes and unique residential characteristics which makes it very attractive. By contrast, the challenges include reducing the density of development within the West Side and maintaining a human scale of neighborhood development in order to retain the West Side’s livability.

A. Land Use & Zoning Recommendations

The West Side is one of Wilmington's most densely developed older urban areas. Based on input received at the West Side Working Group and community-wide meetings, residents identified a need to reduce the residential density within the West Side. As such, its ecological footprint, within the built and natural environments, has been largely established and most likely will not experience widespread changes. Given this, the following are land use and zoning recommendations for the West Side Analysis Area. Each of the proposed re-zoning recommendations is shown on Map 1.

Public Input Based Recommendation - It is recommended that the residential density of selected areas within certain West Side neighborhoods be reduced to lessen congestion and over the long term provide relief for crowded conditions resulting from residential conversions.

Rationale - Many of the public meeting attendees stated that there was a need to reduce population density within certain areas of the West Side. They stated that the increased population density resulting from converted single family dwellings has not been attractive and caused a litany of socio-economic problems within the community where such dwellings existed. The Working Group members stated that reducing development density would help the West Side maintain a healthy vitality that would be attractive to all incomes and all types of families and households.

One of the goals for reducing the density of certain areas within the West Side is to make the area more livable and sustainable for residents by reducing the amount of traffic and parking congestion with various neighborhoods. There are a number of ways to achieve this including through proposed rezonings; vigilant attention by the community to requests for variances that go before the Zoning Board of Adjustment; and by following closely new or proposed development projects within the West Side.

Public Input Based Recommendation - At the suggestion of the Working Group, Planning staff also examined the land uses along Union Street between West 7th and 8th Streets for possible rezoning to a district more compatible with this corridor's commercial character. A land use survey revealed that area on the east curb of Union Street between the two corner commercial districts located at West 8th and at West 7th Streets includes two group homes, a hair salon, and three residential dwellings, one that includes two apartments.

Presently this area is zoned R-3, and the land uses located within the area cited by the Working Group are permitted as matter of right uses or are permitted uses with Zoning Board of Adjustment approval. Consequently, no rezoning of this area is recommended or proposed at this time.

Area 1 – Zoned R-5B (Apartment House Medium Density)

Location - This R-5B zone is located along the northern boundary of the West Side Analysis Area, extending along Pennsylvania Avenue from I-95 on the east to a point mid-block between North Rodney and North Clayton Streets. Within this area, there are three small subareas, Area 1-A (comprised of two sub-areas on either side of Area 1-B), Area 1-B, and Area 1-C, which are described individually below. Current land use descriptions for each subarea are also included.

1. Area 1-A:

Location: There are two individual sites, one is located adjacent to the southwest corner of the intersection of North Rodney Street and Pennsylvania Avenue and the other is located next to Swedenborgian Church on its south side facing North Broom Street.

Current Land Uses: The current land uses at these two locations include three single family detached dwellings which face North Rodney Street and south of Pennsylvania Avenue as well as two semi-detached single family residential buildings which face North Broom Street.

Current Zoning: R-5B Apartment House Medium Density. The R-5B district is designed to accommodate medium density elevator apartment houses. In addition, medical practitioner or professional offices or studios, or restaurants operated in conjunction with the apartment houses, are permitted on the ground floor or below. Heights of 15 stories are permitted.

Proposed Zoning: Rezone the two Area 1-A sub-areas from R-5B to R-1 (One Family Detached Dwellings) for the following reasons:

- The existing detached houses and semi-detached houses directly abut an existing R-1 district;
- The properties in question have been single-family or semi-detached detached residential uses since the neighborhood was developed and have not been converted to other uses;
- The properties are within the Cool Spring National Register District and a rezoning to R-1 would assist in ensuring the preservation of the buildings by not permitting their demolition for higher density uses;
- The three houses on Rodney Street complete a streetscape of continuous detached dwelling units between 11th Street and Pennsylvania Avenue and have not been converted to non-residential or multi-family uses;
- In a similar manner, the two semi-detached single family residential buildings which face North Broom Street also complete a streetscape of continuous detached or semi-detached residential dwelling units and have not been converted to non-residential or multi-family uses;
- The existing R-5B district would permit apartment uses of 15 stories which would not be compatible with the single family detached development along this portion of North Rodney Street; and
- The proposed rezoning does not create any nonconforming uses.

A detailed description of R-1 district matter-of-right uses is provided in the Appendix.

2. Area 1-B:

Location: This individual site is located between North Rodney and North Broom Streets adjacent to the south curb of Pennsylvania Avenue.

Current Land Use: Current land uses include the eight row houses along Pennsylvania Avenue between North Rodney and North Broom Streets.

Current Zoning: The current zoning for this site is R-5B.

Proposed Zoning: It is proposed that Area 1-B be rezoned from R-5B to R-3 (One Family Row Houses) for the following reasons:

- The properties have been developed as single family row houses for many years;
- The site directly abuts an existing R-3 zoning district;
- The R-3 district, one-family row houses, is designed to conserve for one-family use those areas developed with one-family row houses which have not been converted to use by two or more families;
- The remainder of the block adjacent to the site is developed as row houses and detached dwellings;
- The existing development and scale of the site is consistent with the remainder of the block which is R-3; and
- The proposed rezoning does not create any nonconforming uses.

A detailed description of R-3 district matter-of-right uses is provided in the Appendix.

3. Area 1-C:

Location: This individual site is located along the north curb of Park Place, between North Van Buren and Jackson Streets.

Current Land Uses: The current land uses include a collection of five large semi-detached residential dwellings on Park Place most of which have been converted into multi-family dwellings or apartments.

Current Zoning: The current zoning for this site is R-5B.

Proposed Zoning: It is proposed that Area 1-C be rezoned from R-5B to R-4 (Row Houses with Conversions) for the following reasons:

- The residential area located along Park Place already contains at least three semi-detached residential uses which have been converted to multi-family dwellings;
- The proposed rezoning expands the existing R-4 zone that is located to the east of the current Area 1-C site;
- The proposed rezoning lowers the density adjacent to Cool Spring Park which is appropriate;
- The Park Place properties are within the Cool Spring Historic District and R-4 is more likely to ensure their protection; and
- No nonconforming uses would be created.

A detailed description of R-4 district matter-of-right uses is provided in the Appendix.

Area 2 – Zoned C-1 (Neighborhood Shopping)

Location: **Area 2** is zoned C-1 and generally is situated on the north side Lancaster Avenue between Clayton and Broom Streets. While the area south of Lancaster Avenue is outside of the West Side Analysis Area, the field survey effort did include an examination of the land uses south of Lancaster Avenue. This area is located on Lancaster Avenue, a major traffic corridor for travel into Wilmington's downtown.

Current Land Use: The area to the north of Lancaster Avenue is developed largely of row houses and semi-detached dwellings. The area to the south of Lancaster Avenue between, Clayton and Broom Streets, contains the Lancaster Avenue branch of the U.S. Post Office and Bayard Square Shopping Center which is the site of many commercial uses and parking for these uses.

Current Zoning: C-1 Neighborhood Shopping. The C-1 district, neighborhood shopping, is designed to provide sites for convenient retail and personal service establishments for a small tributary area, with a minimum impact upon adjoining or surrounding residential development. Permitted uses include retail stores or shops for personal services, laundromats, offices, banks, restaurants, and public or private garages, all of which are restricted in their hours of operation from 6:00am to midnight. Detached and semi-detached single family dwellings, row houses, apartment houses with not more than 2 families per floor are also permitted. The C-1 district has a height limitation of three (3) stories or forty-seven (47) feet.

Proposed Zoning: It is recommended that the portion of the C-1 zone located along the north curb of Lancaster Avenue be rezoned from C-1 to R-3:

- The area is currently developed with solid residential uses;
- The depth of the C-1 zone (90 feet) along the north curb of Lancaster is not sufficient to adequately support commercial development with necessary parking;
- The remainder of the blocks to the north are developed residentially and are zoned R-3; and
- A rezoning to residential on the north side of Lancaster Avenue will retain R-3 residential zoning without commercial intrusion within this specific area.

As proposed, only the area located on the north side Lancaster Avenue will be rezoned. The proposed rezoning will leave the remainder of the C-1 district to the south of Lancaster Avenue unchanged (i.e., remain C-1) since it contains numerous commercial uses.

Area 3 – Zoned C-5 (Heavy Commercial)

Location: **Area 3** is bounded generally by West 3rd, Conrad, Scott and Dupont Streets and is located within a densely developed residential community. **Area 3** is zoned C-5.

Current Land Use: The portion below Conrad Street consists of twelve properties which are part of a satellite surface parking lot for the West Side Health Center located at West 4th and Scott Streets. Ten of the parcels are under single ownership and were part of an approved 1998 minor subdivision for row house development prior to their sale to the West Side Health Center. Each parcel measures 16 feet wide with a lot area of 1,403 square feet, meeting the minimum requirements for row houses under R-4 (row houses with conversions) zoning.

One parcel on the north side of Conrad Street is the location of an auto body shop, which is a permitted use within C-5 zoning districts.

Row house development remains a desirable and feasible use for this property under R-3 zoning. If rezoned to R-3, the parking lot would become a non-conforming use.

Current Zoning: C-5 Heavy Commercial. The C-5 district is designed to provide sites for large wholesale and storage establishments involving storage either in buildings and/or in storage yards. It includes areas which draw heavy trucking traffic and is therefore located within easy reach of main highways. The C-5 height limitation is four stories.

Proposed Zoning: **Area 3** is recommended to be rezoned from C-5 to R-3 the following reasons:

- The C-5 zone permits uses which are not compatible with the surrounding residential uses and are generally not recommended for locations that are adjacent to residential uses;
- Prior to its sale to West Side Health, the existing surface parking lot area had been subdivided into parcels which meet the minimum lot size requirements for row house development under R-4 zoning (this site could be re-subdivided to be compatible with R-3 standards);
- R-3 zoning would encourage land use that is compatible with Judy Johnson Park, a city-owned park zoned “O” for open space, that is located in the adjacent block to the east;
- The proposed R-3 zoning is consistent with the solid residential row house development found along 2nd and Dupont Streets and the surrounding blocks;
- R-3 is consistent with the recommendations of the current West Side Comprehensive Plan which recommends “medium-low density” land use for the area; further, the Working Group has recommended R-3 for this area because of its concerns about development density within the West Side Analysis Area; and
- The auto body and furniture stripping businesses would become nonconforming uses.

Area 4 – Zoned C-2 (Secondary Business Centers)

Location: The **Area 4** site is generally bounded by 3rd, Scott, Dupont, and Conrad Streets. It is located in an area that is essentially surrounded by residential land uses, the largest parcel of which is approximately two-thirds of an acre, comprising more than one-third of the block.

Current Land Use: There are several businesses located along North Scott Street between Conrad and West 3rd Street and along West 3rd Street adjacent to the City Industrial Court which is a commercial enclave containing a number of businesses that operate as part of an urban business park.

There are also businesses located within the City Industrial Court. These consist of numerous auto body repair and auto services including: Juan’s Auto Repair, Miguel’s Body Shop, Santos Auto Repair, and Final Touch Auto Detail. The automobile repair and service facilities are permitted uses under the existing C-2 zoning; however, auto body shops are only permitted under C-5 zoning.

Current Zoning: C-2 Secondary Business Centers. The C-2 district is designed to provide both shopping and business needs for large segments of Wilmington outside of the central business district. It is generally located on main highways and includes secondary employment centers. Where feasible, it is laid out in sufficient depth to permit and encourage designed shopping centers. The C-2 district permits heights of 15 stories.

Proposed Zoning: It is recommended that **Area 4** be rezoned from C-2 to R-3 for the following reasons:

- C-2 zones are generally recommended for locations along primary transportation routes which is not the case with this location;
- The location of this commercial district within a residential area is not recommended due to the adverse impacts resulting from the auto repair businesses and the unlimited hours of operation;
- R-3 zoning would encourage land use that is compatible with Judy Johnson Park, a city-owned park zoned “O” for open space, that is located in the adjacent block to the east;
- R-3 zoning is consistent with the solid residential row house development found along 2nd and Dupont Streets and within the surrounding blocks; and
- R-3 is consistent with the recommendations of the current West Side Comprehensive Plan which recommends “medium-low density” land use for the area.

Area 5 – Zoned R-5B (Apartment House Medium Density)

Location: **Area 5**, which is zoned R-5B, is located south of the St. Francis Hospital Complex and bordered by West 5th, West 6th, North Clayton and North DuPont Streets.

Current Land Use: This R-5B zone consists of a five building apartment complex, seven row houses which face North Clayton Street, and a single family detached dwelling which faces West 6th Street. Since the apartment complex is built on land that generally slopes from the St. Francis Hospital Complex on the north towards West 4th Street on the south, the heights of the buildings appear to be different even though they are the same. With the exception of the St. Francis Hospital Complex to the north and its related parking garages to the northwest, **Area 5** is surrounded by a residential neighborhood comprised of row houses and semi-detached dwelling units. Additionally, there are several small businesses including personal service salons, and barbershops along with a small church located immediately adjacent to **Area 5**.

Current Zoning: R-5B Apartment House Medium Density. The R-5B district is designed to accommodate medium density elevator apartment houses. In addition, medical practitioner or professional offices or studios, or restaurants operated in conjunction with the apartment houses, are permitted on the ground floor or below. Heights of 15 stories are permitted.

Proposed Zoning: It is recommended that the R-5B area be rezoned from R-5B to R-5A1 for the following reasons:

- R-5A1 prevents redevelopment of the site into high density multi-family residential up to 15 stories that would be incompatible with the character and density of the adjacent R-3 district.
- The R-5A1 zoning is designed for low to medium density apartment houses of five stories or less, which are appropriate next to one-family districts.
- The R-5A1 district can also serve to buffer one family districts from more intensive residential and commercial uses (such as St. Francis Hospital).
- The R-5A1 district also permits the seven row houses and one detached dwelling that exist on the site.
- No non-conforming uses would be created by a rezoning to R-5A1.

Zoning Designation: The R-5A1 (Low-Medium Density Apartment Houses) district is designed primarily to permit low to medium density apartment houses contiguous to one family districts and to include other residential and residentially compatible institutional uses. The district also serves as to

buffer one family neighborhood from more intensive residential and certain commercial uses. Height is limited to five stories.

B. Transportation Recommendations

The transportation recommendations for the West Side Analysis Area address streets and highways, and fixed route, fixed schedule bus service. Those recommendations which have citywide impacts have not been included in this Plan since they are more appropriately listed in the Citywide Comprehensive Plan. In addition, some of the transportation recommendations aimed at vehicular traffic movements are actually suggestions to continue existing programmatic efforts to better enhance the connectivity, safety, and efficiency of West Side's traffic flow patterns.

1. Streets & Highway Transportation Recommendations

Because transportation supports and facilitates economic development and is the key to the continued growth and development of a region, the transportation and traffic improvement recommendations have been developed to address identified problems and concerns that were noted during field observations throughout the West Side; as items documented in transportation planning studies and reports; or in response to public input.

a. Within the West Side, Better Utilize Technology As A Traffic Management Tool

Issue/Problem – Field observation along with public comment noted that during peak periods, traffic congestion occurs along the West Side's major streets including Pennsylvania Avenue, Lancaster Avenue, West 4th Street, West 2nd Street, Union Street, and Lincoln Street because of left turn movements.

Recommendation - It is recommended that the applicability and cost effectiveness of using various types of traffic management technology, including intelligent transportation system (ITS) technology, be studied for appropriateness in application to the traffic and transportation management needs of Pennsylvania Avenue, Lancaster Avenue, West 4th Street, West 2nd Street, Union Street, Lincoln Street, Broom Street, Jackson Street, and Rodney Street. The goal of such an effort will be to better manage traffic movement within and through the West Side in a cost effective manner without building additional roadways or applying extensive remedial traffic engineering construction at site specific locations.

Rationale – Traffic management technology can be used to synchronize the traffic signals, to facilitate emergency vehicle movement and to improve traffic flow consistent with peak travel periods, trip desires, turning movements, and traffic volumes. The thoughtful application of traffic management technology can increase the capability of a street network to handle traffic efficiently, safely, and expeditiously. The application of traffic management technology to the West Side's aforementioned major streets might help relieve traffic congestion and improve traffic flow not just within the West Side but also citywide.

b. Increase Enforcement of Traffic Operating Regulations

Issue/Problem – Field observation along with public comment noted that some drivers are operating vehicles at greater than the posted legal speed limits along some of the West Side's streets. The streets most often identified where this is occurring are Pennsylvania Avenue, Lancaster Avenue, West 4th Street, West 2nd Street, Union Street, and Lincoln Street.

Recommendation - It is recommended that the Wilmington Police Department and the Public Works' Division of Parking Enforcement continue to collaborate to create a two pronged approach aimed at addressing illegal vehicular parking and vehicle speeding within the West Side. The Wilmington Police Department could temporarily station the portable, self-contained speed display and monitoring unit (i.e. the Speed Monitoring Awareness Radar Trailer) at various sites within the West Side which are experiencing traffic violations of excessive speed. Once on site, this unit could be used to display the speed of passing vehicles and warn speeders to slow down.

Rationale – Vehicles operating illegally (i.e. high rates of speed, unsafe operation, double parking, excessively loud music, etc.) or vehicles illegally parked or abandoned on neighborhood streets within and throughout the West Side were perceived by Working Group members and others attending the West Side public meetings as adversely impacting the area's quality of life. Key among these were high rates of speed; impeding the flow of traffic (double parking); or illegal parking near restaurants.

The Mission Statement from the West Side Comprehensive Development Plan Working Group speaks clearly about protecting and enhancing the West Side's quality of life particularly as it relates to the pedestrian environment as well as other non-motorized transportation modes that connect the West Side's neighborhoods to Wilmington's other areas. The goals within this statement were frequently repeated by Working Group members and persons attending the public meetings.

c. Propose West Side Corridor Streetscape Enhancements

Issue/Problem – West Side Working Group members noted that they either ride buses to and from job sites or they typically walk to and from job sites that are located outside of the West Side. They stated that enhanced pedestrian environments can help to make walking to and from bus stops safer as well as walking between their homes and various locations within both the West Side and in adjacent neighborhoods.

Recommendation – It is recommended that a study of pedestrian environments between major activity centers located within the West Side and major public rights-of-way be undertaken in order to design more pedestrian friendly environments. Realization of this recommendation can be achieved via an ongoing collaborative partnership of the community, City of Wilmington, WILMAPCO, and DELDOT.

Rationale - The specifics for these projects have not been delineated as part of any single report or transportation study. As originally specified, these projects include major pedestrian and transit customer improvements that would also link the City's central business district as well as those communities adjacent to the targeted streets. The proposed projects would traverse a host of activity centers and trip generating areas.

As recommended, designing and implementing transportation projects for these streets will improve pedestrian linkages between the West Side and the activity centers adjacent to each, adding value to each. Likewise, enhancing these specific transportation corridors and streetscape environments to make them both more pedestrian friendly and transit supportive, while also successfully integrating other types of vehicular traffic, will create model inner urban gateway projects. What's more, given the multi-modal nature of these corridors, there may be creative federal financing opportunities that could be used to cover a portion of the cost of the overall projects. The City and the community groups from West Side neighborhoods should contact their elected officials and legislators in order to continue working cooperatively through WILMAPCO and DelDOT to achieve the best results.

2. Public Transportation Recommendations

a. Bus Stop Realignment for Fixed Route Bus Service

Issue/Problem – Bus stops along bus routes operating within the West Side are unevenly spaced which contributes to bus service reliability and schedule adherence issues, bus bunching, and also makes curb space unavailable for on-street parking.

Recommendation - It is recommended that the Delaware Transit Corporation, the operator of DART 1st State fixed route bus service, investigate the feasibility of realigning the bus stops (i.e., increase the distance interval between stop locations) along those regular routes whose route paths are located within the West Side. It is also recommended that public participation be included as part of the bus stop realignment planning and implementation process.

In other cities where bus stop realignment has occurred, it has resulted in increased bus route schedule adherence, improved service reliability, improved on-time performance, decreased operating costs since fewer buses will be required to maintain scheduled service intervals between buses, and in additional on-street parking opportunities. Moreover, the maintenance costs on individual buses will also be reduced since fewer stops and starts are required. An additional benefit includes decreased traffic congestion since buses won't be required to stop as often along a bus route and the traffic flow will be better.

The recommended bus stop realignment feasibility study should also include an investigation of accidents related to bus stop location. Studies have found that moving a bus stop from the near-side of intersection to the far-side of intersections has positive attributes as a traffic accident preventative measure. Likewise, the bus stop realignment should, to the greatest degree possible, avoid installation of any bus stops at mid-block locations. Coincident with the bus stop realignment investigation, it is recommended that appropriate street furniture and passenger amenities (shelters, pertinent route and schedule information) be installed at those high use bus stops to increase the customer friendliness of bus stops, increase the availability of stop specific bus route information, and thus encourage increased transit patronage. Map G indicates those streets within the West Side that are used by DART State bus routes.

Rationale - Increasing the spacing between bus stops achieves a “Win-Win” for everyone much the same as when bus stops provide accurate route and schedule information in an attractive safe area where bus service patrons can await service. Uniform bus stop spacing helps to promote increased schedule adherence which in turn leads to greater service reliability that public transit customers expect and want. Increased patronage without increased operating costs increases fare box revenues, decreases subsidy requirements, and decreases traffic related congestion. Field observation reveals that while some bus stop upgrades have occurred mainly along West 4th Street including installation of shelters and route and schedule informational displays, most bus stops do not have shelters which include displays of pertinent route and schedule information.

Before and after ridership studies of transit systems with extensive route and schedule information revealed that ridership increases do occur following installation of the information canisters. Finally, if a bus stop realignment campaign is coordinated properly through a pro-active focused marketing and public participation effort, an Adopt-A-Stop program can be established throughout the DART 1st State bus route network within Wilmington that showcases bus stops and boosts transit ridership through collaboration with local businesses and civic organizations.

C. Recommendations for Parks and Recreational Facilities

1. Community Events

Issue/Problem – Because the many neighborhoods contain fewer owner occupied residents than renters, fewer people know their neighbors or know much about their neighborhoods.

Recommendation - It is recommended that the West Side’s community groups, churches, Neighborhood Planning Councils, the City of Wilmington’s Office of Cultural Affairs, and others continue to collaborate to jointly sponsor annual community festivals and related social events such as block parties; thematic community fairs; or outdoor concerts for West Side and City residents.

The purpose of the events is to increase the sense of community and neighborly familiarity among West Side residents and those commercial organizations doing business within the West Side. Events of this type have proven successful in promoting community awareness and community livability among neighbors in other places hosting such events. The proposed events should be low cost or free and involve activities that promote the West Side as a desirable place to live with friendly people and be scheduled to occur during late spring, summer months, or early fall shortly after school begins in September so that inclement weather is not a deterrent to full West Side participation.

Rationale - Even though there are also many long time residents, the West Side contains a significant number of rental housing units. As a result, many of newer West Side residents are not acquainted with their neighbors or each other, even as familiar strangers. Similarly, it was suggested that too frequently some West Side residents are not aware of their own community’s various features or its challenges and opportunities.

Because many residents do not know their neighbors, they are disconnected from each other and their neighborhoods. Because of this disconnect, the real sense of community is lost and with it a common shared concern for its welfare. Community fairs and neighborhood block parties have proven successful in helping neighbors re-connect in their residential areas. What’s more, when people are acquainted with one another, they learn about shared common concerns and interests, which is a fundamental building block for community based crime prevention programs.

2. Reconnecting Neighborhoods

Issue/Problem – Reconnecting the neighborhoods in West Center City and the West Side which border I-95 and also to make better productive use of space over I-95.

Recommendation - It is recommended that the City, WILMAPCO and DeIDOT collaborate to investigate the feasibility of creating a plaza that covers I-95 between and which creates a land link between West Center City and the West Side.

Rationale - The idea of building a deck over a portion of I-95 between Delaware Avenue and West 8th Street has generated considerable discussion not only in terms of project feasibility and project cost. A deck over I-95 that provides a solid land link between West Center City and the West Side makes good planning sense by restoring connectivity between areas that was eliminated by the construction of the I-95 freeway.

D. Recommendations for Special Purpose Programs

Public input revealed the need for special purpose programs that are focused and directed towards increasing the number of owner-occupied residents residing within the West Side.

1. Tool Library

Issue/Problem – Low income home owners need access to tools in order to make needed home repairs.

Recommendation - It is recommended that a mobile tool library pilot program demonstration be undertaken within the West Side. A mobile tool library would make available to homeowners who are fixing up their own dwellings, tools commonly used in renovating a house. The tools would be loaned to the owner-occupants of residential dwellings at a nominal cost for the purpose of renovating their own dwellings.

Rationale - Establishing a publicly sponsored mobile tool library within the West Side as a pilot demonstration program would make certain tools that are commonly, but perhaps infrequently, used in household repair available to homeowners doing such repairs that require said tools at a low cost. Such a program was successful when established by the Columbus (Ohio) Department of Development. It helped homeowners, who could not afford to purchase, certain common household tools, obtain them found in order to complete many home repairs and other household do-it-yourself projects without excessive costs associated with buying tools that would be used only once or sparingly.

E. Recommendations from other Special Purpose Plans

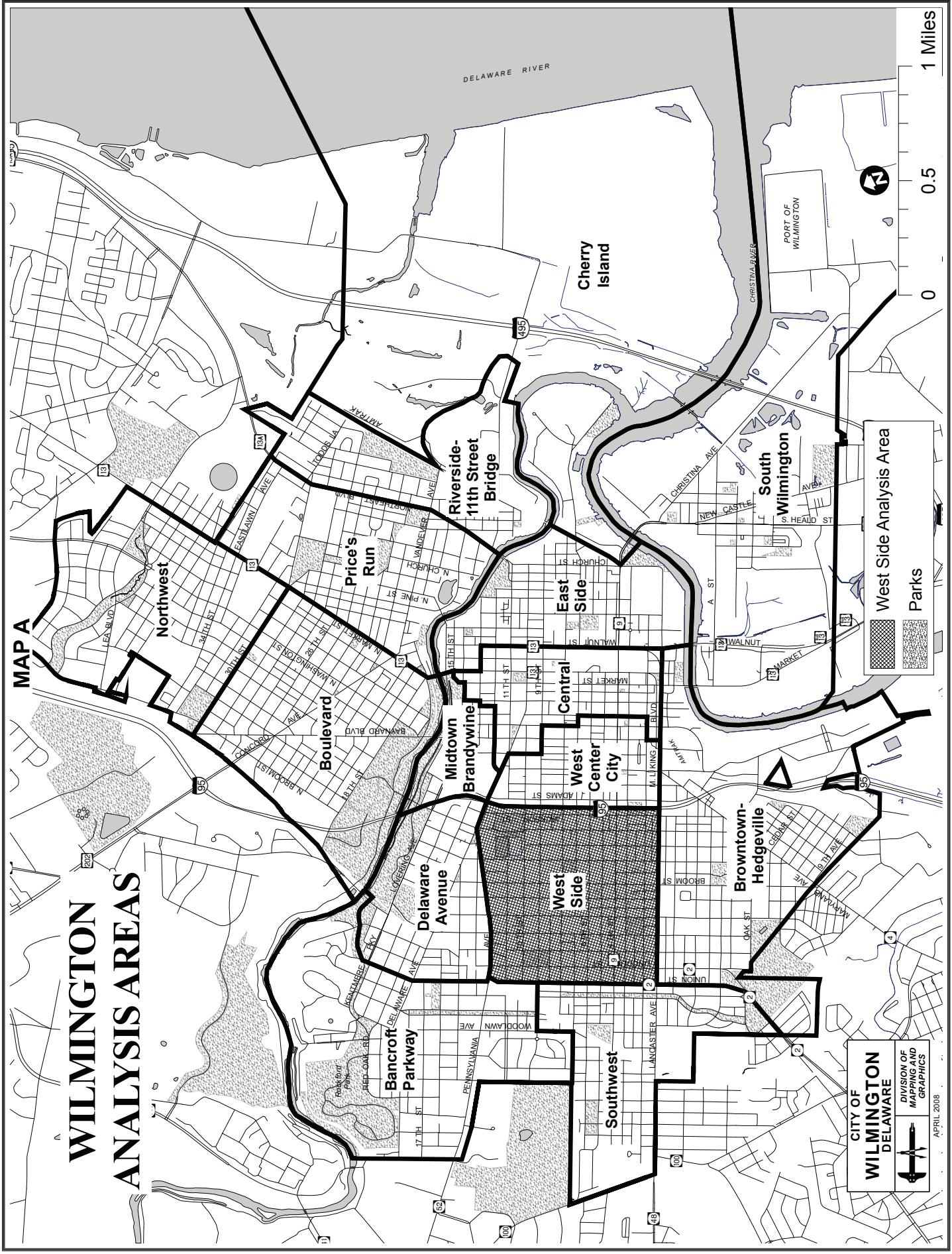
The West Side is home to several special purpose planning groups including Neighborhood Planning Councils 5, 6, 7, and 8 along with the Hilltop/Little Italy Blueprint Community. In addition to these groups, other agencies or community organizations have prepared special purpose community studies or redevelopment plans that have targeted specific neighborhoods or parts of neighborhoods, census tracts, or other unique geographic areas within the West Side Analysis Area. In general, the recommendations from these other plans can be categorized as addressing housing; transportation and infrastructure; parks, recreation and open space; public safety; community and economic development; and urban aesthetics or neighborhood beautification. Many of the plan recommendations focus on improving the quality of life for citizens residing within the specific geographic areas covered by the plans. Moreover, given the gravity of the problems targeted by the recommendations, the special purpose plans take the view that solving the identified problems must be done in a systematic manner so that the solutions, once implemented, will most likely not create new problems or result in unanticipated negative impacts.

Given the wide diversity of the special purpose plans that have been developed by these various neighborhood-based organizations, many of the proposed recommendations may not be appropriate for inclusion in the comprehensive development plan. Some of the recommendations are not land use based while others focus on regulatory enforcement by other City departments or public agencies. Many of the plans were developed to focus on capital improvements necessary to improve neighborhood conditions. The West Side Comprehensive Development Plan does provide the land use recommendations to address many of the issues discussed in the various neighborhood plans.

**West Side Neighborhood Analysis Area
Comprehensive Development Plan
Maps**

WILMINGTON ANALYSIS AREAS

MAP A



CITY OF
WILMINGTON
DELAWARE



DIVISION OF
MAPPING AND
GRAPHICS

APRIL 2008

West Side Analysis Area

Parks



1 Miles

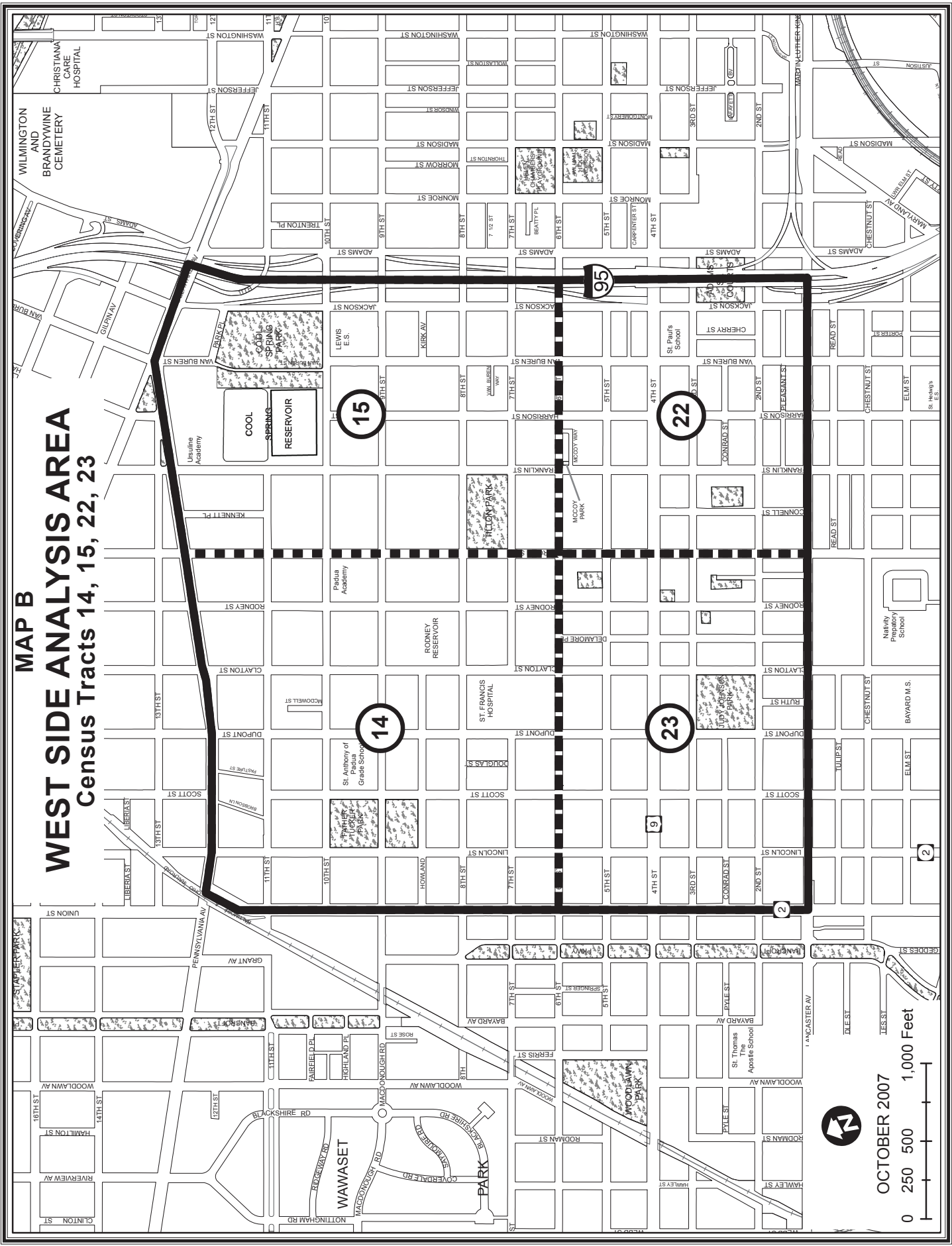
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MAP B

WEST SIDE ANALYSIS AREA

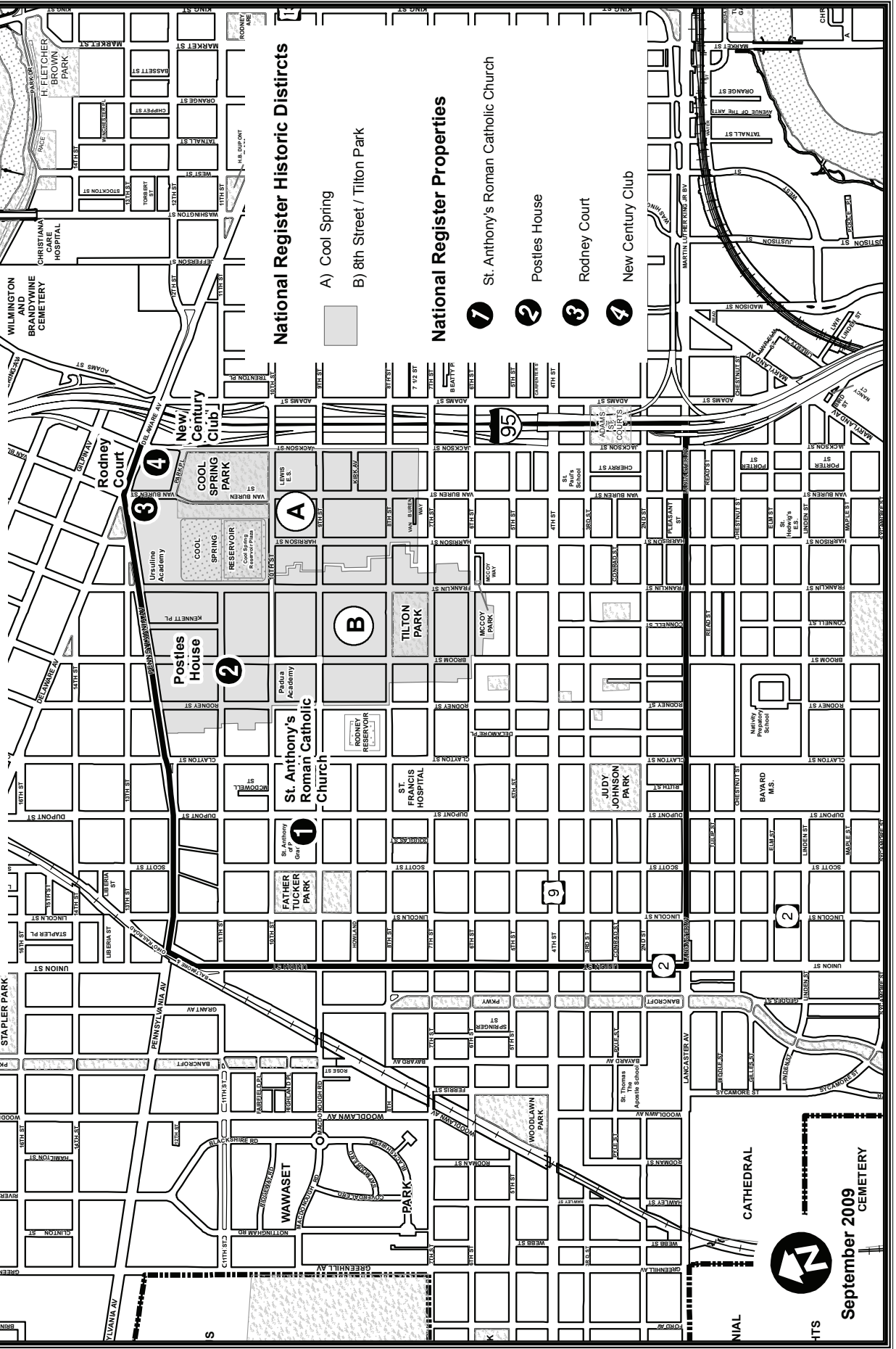
Census Tracts 14, 15, 22, 23



OCTOBER 2007
0 250 500 1,000 Feet

MAP C BRANDYWINE PARK WEST SIDE ANALYSIS AREA

Historical & Cultural Resources



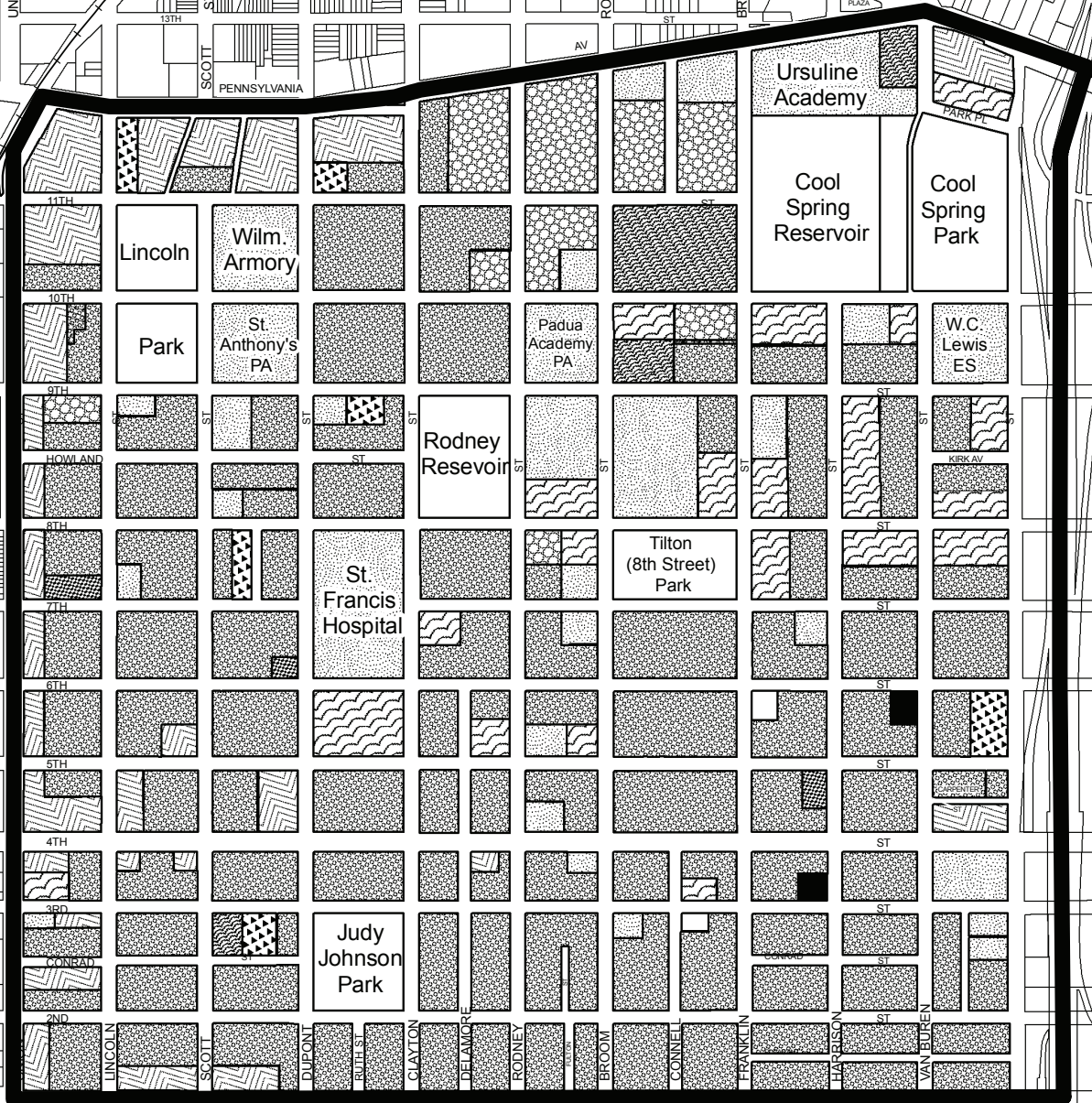
National Register Historic Districts

- A) Cool Spring
- B) 8th Street / Tilton Park

National Register Properties

- 1 St. Anthony's Roman Catholic Church
- 2 Postles House
- 3 Rodney Court
- 4 New Century Club

MAP D WEST SIDE ANALYSIS AREA Current Land Use



Land Use

	Low Density Residential		Heavy Commercial
	Med-Low Density Residential		Light Industrial
	Medium Density Residential		Public/Institutional
	High Density Residential		Open Space
	Light Commercial		Parking

February 2005

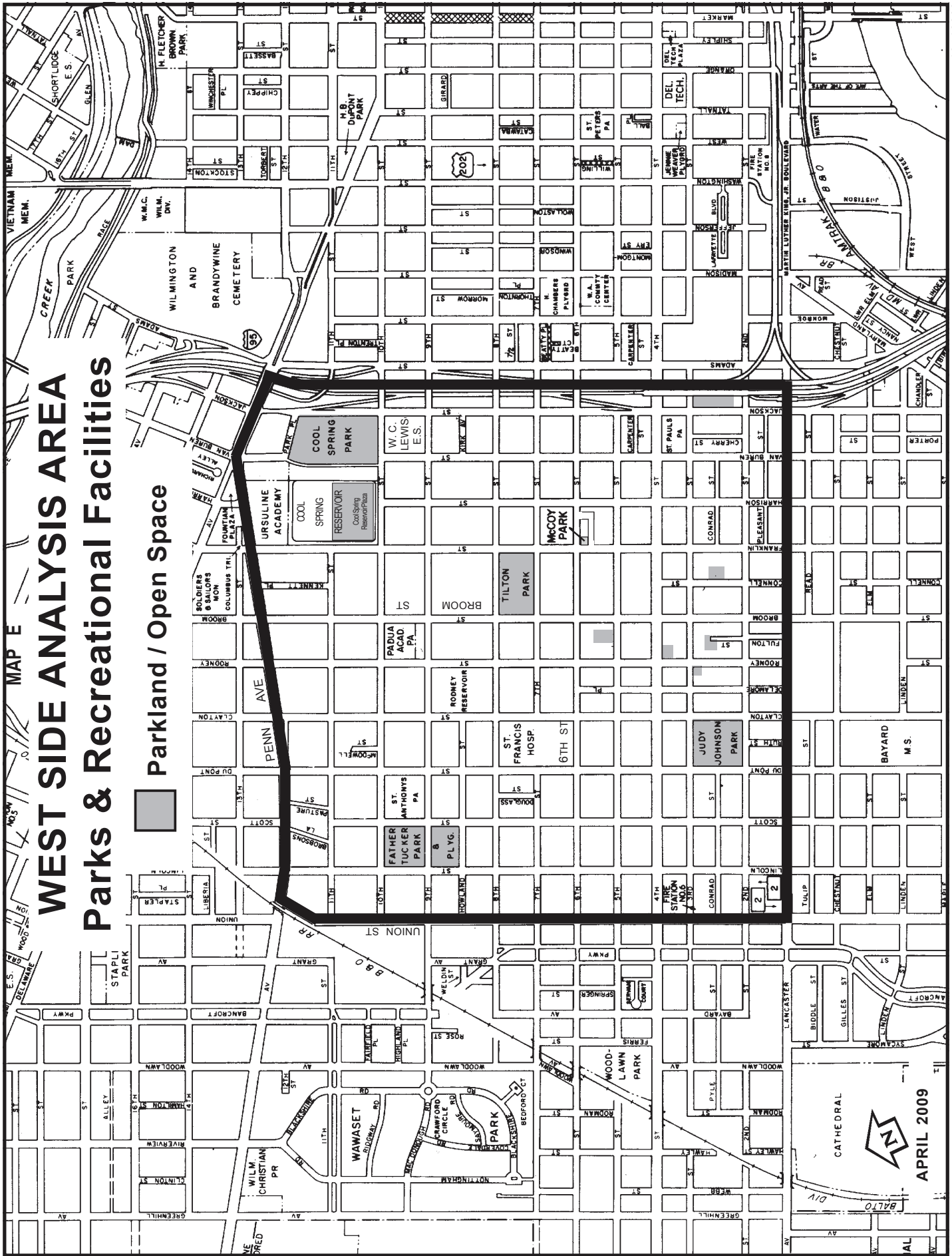
0 500 Feet

OCTOBER 2007

CITY OF
WILMINGTON
DELAWARE

DIVISION OF
MAPPING AND
GRAPHICS

Created by PJH February 9, 2005



APRIL 2009

MAP F

WEST SIDE ANALYSIS AREA

Current Zoning

CURRENT ZONING

RESIDENTIAL

- R-1 ONE FAMILY DETACHED DWELLINGS
- R-2 ONE FAMILY SEMI-DETACHED DWELLINGS
- R-2A RESIDENTIAL
- R-3 ONE FAMILY ROW HOUSES
- R-4 ROW HOUSES WITH CONVERSIONS
- R-5A APARTMENT HOUSE LOW DENSITY
- R-5B APARTMENT HOUSE LOW-MEDIUM DENSITY
- R-5C APARTMENT HOUSE HIGH DENSITY

COMMERCIAL

- C-1 NEIGHBORHOOD SHOPPING
- C-1A NEIGHBORHOOD COMMERCIAL
- C-2 SECONDARY BUSINESS CENTERS
- C-2A CENTRAL RETAIL
- C-3 CENTRAL OFFICE
- C-4 HEAVY COMMERCIAL
- C-5 SPECIAL COMMERCIAL
- C-6

MANUFACTURING & INDUSTRIAL

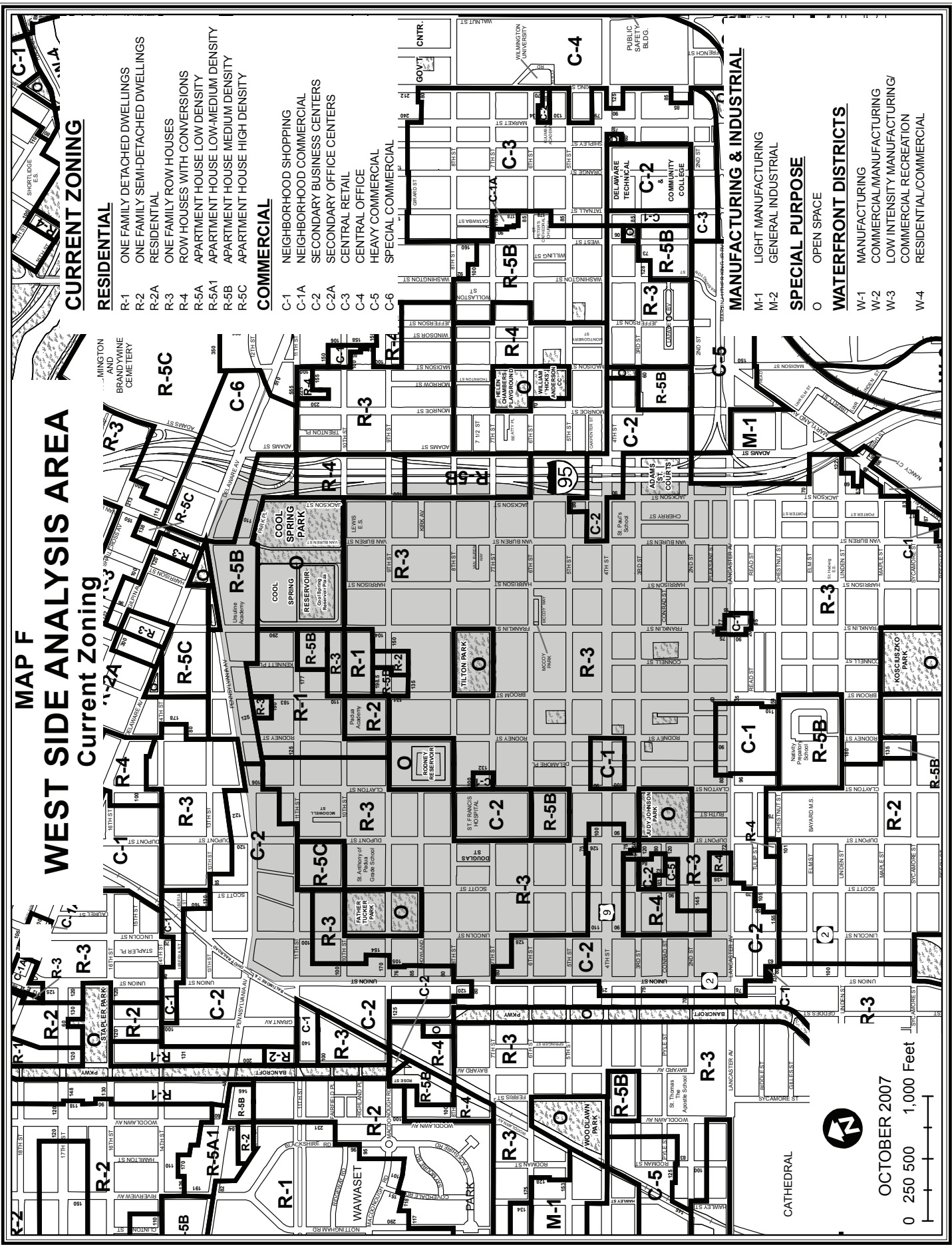
- M-1 LIGHT MANUFACTURING
- M-2 GENERAL INDUSTRIAL

SPECIAL PURPOSE


- O OPEN SPACE

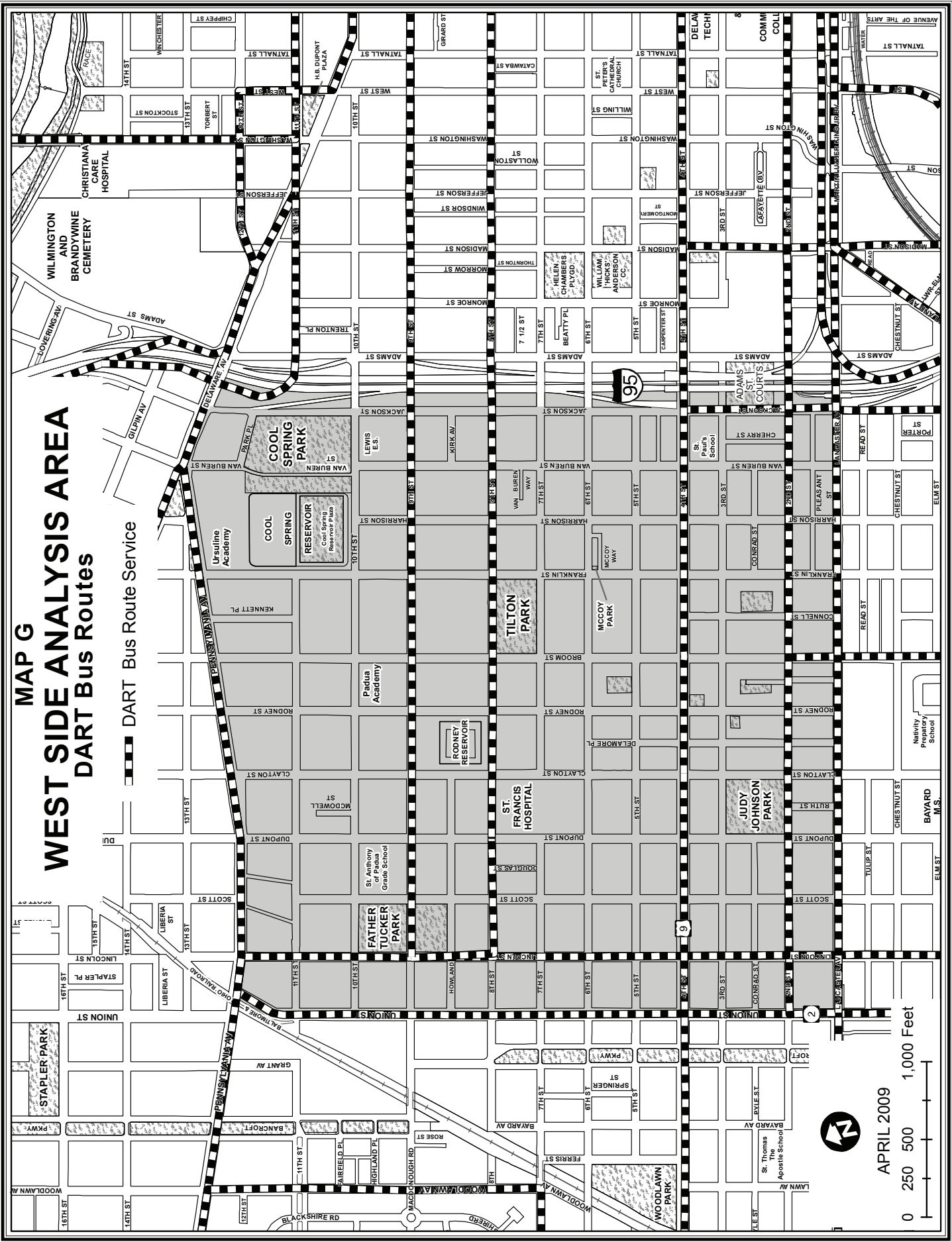
WATERFRONT DISTRICTS

- W-1 MANUFACTURING
- W-2 COMMERCIAL/MANUFACTURING
- W-3 LOW INTENSITY MANUFACTURING
- W-4 COMMERCIAL RECREATION
- RESIDENTIAL/COMMERCIAL



MAP G WEST SIDE ANALYSIS AREA DART Bus Routes

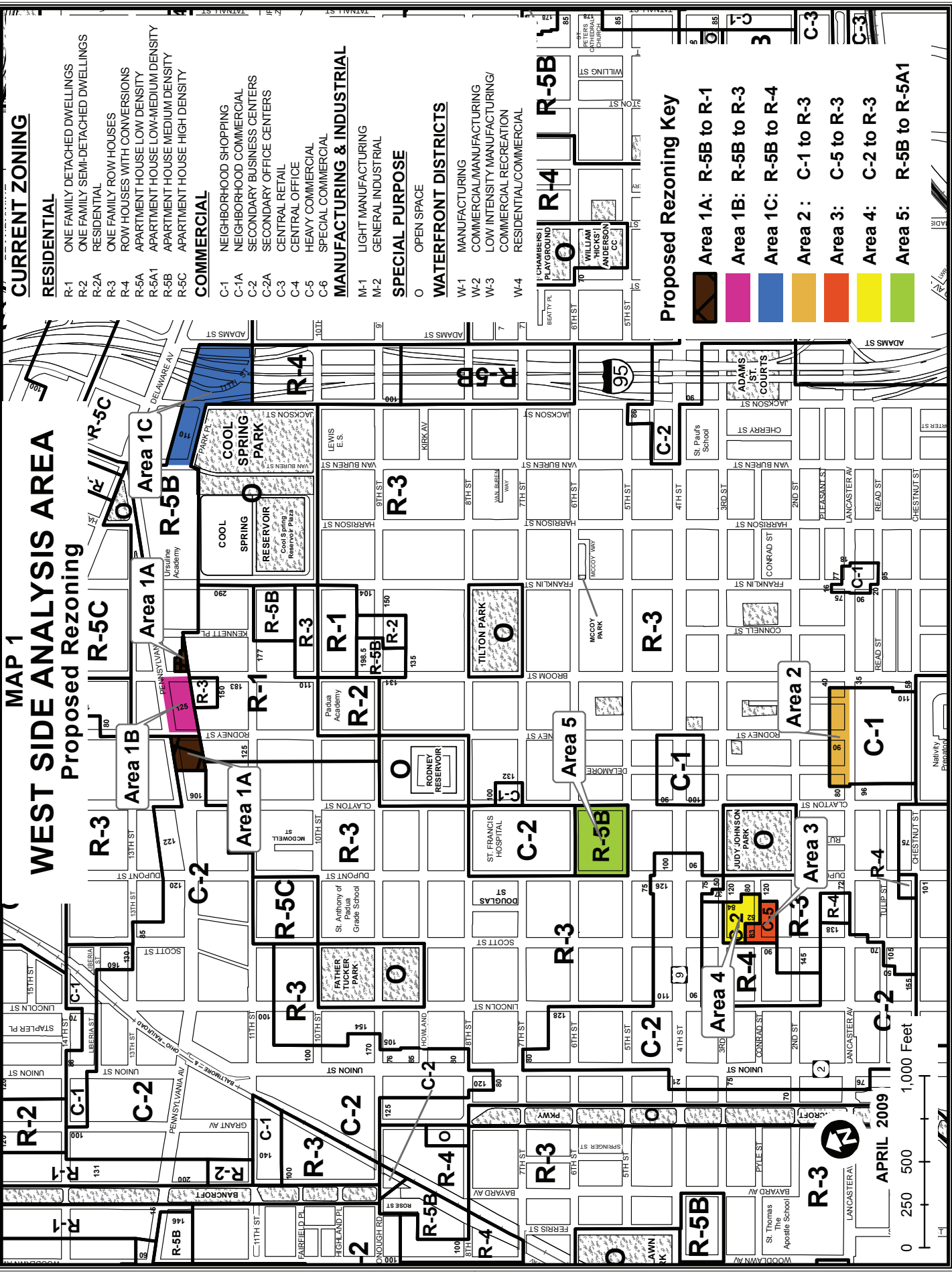
 DART Bus Route Service



APRIL 2009



MAP 1 WEST SIDE ANALYSIS AREA Proposed Rezoning



CURRENT ZONING

RESIDENTIAL

- R-1 ONE FAMILY DETACHED DWELLINGS
- R-2 ONE FAMILY SEMI-DETACHED DWELLINGS
- R-2A RESIDENTIAL
- R-3 ONE FAMILY ROW HOUSES
- R-4 ROW HOUSES WITH CONVERSIONS
- R-5A APARTMENT HOUSE LOW DENSITY
- R-5A1 APARTMENT HOUSE LOW-MEDIUM DENSITY
- R-5B APARTMENT HOUSE MEDIUM DENSITY
- R-5C APARTMENT HOUSE HIGH DENSITY

COMMERCIAL

- C-1 NEIGHBORHOOD SHOPPING
- C-1A NEIGHBORHOOD COMMERCIAL
- C-2 SECONDARY BUSINESS CENTERS
- C-2A SECONDARY OFFICE CENTERS
- C-3 CENTRAL RETAIL
- C-4 CENTRAL OFFICE
- C-5 HEAVY COMMERCIAL
- C-6 SPECIAL COMMERCIAL

MANUFACTURING & INDUSTRIAL

- M-1 LIGHT MANUFACTURING
- M-2 GENERAL INDUSTRIAL

SPECIAL PURPOSE

- O OPEN SPACE

WATERFRONT DISTRICTS

- W-1 MANUFACTURING
- W-2 COMMERCIAL/MANUFACTURING
- W-3 LOW INTENSITY MANUFACTURING/COMMERCIAL RECREATION
- W-4 RESIDENTIAL/COMMERCIAL

Proposed Rezoning Key

- Area 1A: R-5B to R-1
- Area 1B: R-5B to R-3
- Area 1C: R-5B to R-4
- Area 2: C-1 to R-3
- Area 3: C-5 to R-3
- Area 4: C-2 to R-3
- Area 5: R-5B to R-5A1

**West Side Neighborhood Analysis Area
Comprehensive Development Plan
Appendices**

APPENDIX 1

Zone District Definitions

Matter of Right Types of Uses For Various Zoning Categories:

R-1 district.

(a) *Purpose.* The R-1 district, one-family detached dwellings, is designed to protect and maintain those residential areas now developed primarily with one-family detached dwellings on relatively large lots and adjoining vacant areas likely to be developed for such purposes. It will enable the city to continue to provide a restricted type of environment which would otherwise be found only in suburban areas.

(b) *Uses etc., generally.* In any R-1 district no building or premises shall be used and no building shall be erected or altered, except as provided elsewhere in this chapter, which is arranged, intended or designed to be used except for one or more of the uses listed in the following subsections of this section.

(c) *Uses permitted as matter of right.* The following uses are permitted as a matter of right:

(1) One-family detached dwellings.

(2) Churches or other places of worship; parish houses or Sunday school buildings.

(3) Public or parochial elementary schools.

(4) Public libraries, public museums, public art galleries.

(5) Parks, playgrounds or athletic fields, either public or owned and operated by a local community association, and any recreation building therein.

(6) Cemetery.

(7) The taking of non-transient non-related children for day care by a family resident on the premises provided there is no display or advertising on the premises in connection with such use and provided there are not more than six school children. This number shall include the preschool children who are permanent members of the family.

a. The department of licenses and inspections shall issue a certificate of occupancy only after the state division of social services issues a certification of approval for the residential applicant, and shall maintain an official record of the location of such day care facilities.

b. The state division of social services shall inspect, supervise and upon written application certify its approval of the residence sought to be used for day care purposes so that the department of licenses and inspections may issue the necessary certificate of occupancy.

(8) Low-intensity home occupation, limited to one per dwelling unit and provided that it is conducted without:

a. The sale or storage of any stock-in-trade on the premises;

b. The presence of more than two customers or clients on the premises per hour;

c. Any external evidence or effect of such occupation, except that either a non-illuminated interior window sign not exceeding 144 square inches in area, or a brass or bronze plaque not exceeding 144 square inches in area mounted on the facade of the building, shall be permitted;

d. Any alteration detrimental to the residential use of the dwelling unit;

e. The creation of objectionable noise, odors, or refuse, or additional traffic volume or parking demand;

f. Any external storage of material or equipment, except for a single business motor vehicle used by the resident;

g. The assistance of off-site employees, agents, or associates; and

h. The interior storage of hazardous materials.

(9) Family day care homes.

(10) Group day care homes and day care centers that are located in a building in which there is a lawful, conforming, nonresidential use in the zoning district in which it is located and in which providing day care service is not the primary use, subject to the following conditions:

a. The parking requirements of section 48-443 for such day care facility shall be met;

b. The day care service shall be provided in a detached building only, whether or not it is the only use in such building; and

c. Any outdoor exercise or play area shall be not less than 15 feet from any residential building on an adjacent lot.

(11) Group home type I, subject to the following conditions:

a. *State licenses; city registration.* If applicable, the group home shall obtain and maintain as current such licenses or permits for such use as may be required by the state or any of its agencies. The owner or operator of the residence shall register the location and use of the subject residence with the department of licenses and inspections annually, such registration statement to be filed with the department on or before July 1 of each year and updated quarterly, as needed. Such annual registration statement shall include: The names and addresses of the owners and operators of the property; the type of group home use of the property; the number and types of professional staff serving the residents; the number of residents; and the names, business addresses and telephone numbers of persons employed by governmental or private agencies serving the residents who may be contacted by the department, particularly in the event of emergency. The department may charge a fee to cover administrative costs incurred by it in administering the aforesaid registration requirements.

b. *Structural changes.* No alteration, addition or other structural change to the interior or the exterior of any single-family building in which a group home is, or is proposed to be, located shall be permitted if such alteration, addition or other structural change would alter the essential single-family character of the building and be substantially irreversible, thus preventing any future use or sale of the property for single-family residential purposes.

R-3 districts.

(a) *Purpose.* The R-3 district, one-family row houses, is designed to conserve for one-family use those areas developed with one-family row houses which have not been converted to use by two or more families. Permitted nonresidential uses are similar to those in R-2 districts.

(b) *Uses, etc., generally.* In any R-3 district, no building or premises shall be used and no building shall be erected or altered, except as provided elsewhere in this chapter, which is arranged, intended or designed to be used except for one or more of the uses listed in the following subsections of this section.

(c) *Uses permitted as matter of right.* The following uses are permitted as a matter of right:

(1) Any use permitted in R-1 districts under section 48-131(c) and in R-2 districts under section 48-132(c).

(2) One-family row houses as one of a group of three or more attached dwellings. Except as provided under subsection (5) of subsection (d) of this section, any such group of one-family attached dwellings erected after March 8, 1962 shall not include more than ten family units and each such group shall have a paved pedestrian easement, at least four feet in width, with direct access from the rear yard to a street at not less than two points.

R-4 districts.

(a) *Purpose.* The R-4 district, row houses with conversions, is designed to include those areas which were originally developed with one-family row houses but where many such buildings have been converted for the use of two or more families. It would retain the general row house character of these areas, permitting conversions for an additional family or families only if approved by the zoning board of adjustment. To encourage assembly and rebuilding, new apartment houses with not more than two families on each story are permitted. Some institutions excluded from the one-family districts are permitted.

(b) *Uses, etc., generally.* In any R-4 district no building or premises shall be used and no building shall be erected or altered, except as provided elsewhere in this chapter, which is arranged, intended or designed to be used except for one or more of the uses listed in the following subsections of this section.

(c) *Uses permitted as matter of right.* The following uses are permitted as a matter of right:

(1) Any use permitted in R-3 districts under section 48-134(c).

(2) Apartment houses with not more than two families on each story.

(3) Private school or nursery school.

(4) Sanitarium or convalescent home not for the care of contagious diseases, excluding group homes and rooming houses, provided that any such permitted use is located in a building that shall be fully detached.

(5) Dormitory, fraternity house or sorority house.

(6) Bed and breakfast guest facility as provided in section 48-133(c).

(7) Group home type II, subject to the conditions for group home type I uses as set forth in section 48-131(c) (11) and to the applicable provisions of section 48-2.

R-5-A-1 district.

(a) *Purpose.* The R-5-A-1 district, low-medium density apartment houses, is designed primarily to permit low to medium density apartment developments contiguous to one-family districts and to include other residential and residentially compatible, institutional uses. Any R-5-A-1 district would serve to buffer one-family neighborhoods from more intensive residential and certain commercial uses. The density of uses in the district is controlled by the floor area ratio (FAR) and height of buildings is limited to five (5) stories as a matter of right.

(b) *Uses, etc., generally.* In any R-5-A-1 district, no building or premises shall be used and no building shall be erected, or altered, except as provided elsewhere in this chapter, which is arranged, intended or designed to be used except for one or more of the uses listed in the following subsections of this section.

(c) *Uses permitted as matter of right.* The following uses are permitted as a matter of right:

(1) Any use permitted in R-4 districts under section 48-135(c).

(2) Apartment houses without limit as to the number of families to be accommodated; provided, that:

a. Areas used for parking shall be landscaped, fenced, or both, so as to screen such areas effectively year-round when they are otherwise visible from access streets and adjacent properties;

b. All outdoor refuse collection areas for the temporary storage of refuse until collected by public or private refuse collectors shall be screened to the greatest extent possible from view from access streets and adjacent properties by a completely opaque screen; and

c. Apartment units shall be located in detached apartment buildings.

R-5-B districts.

(a) *Purpose.* The R-5-B district, medium-density apartment houses, is designed to accommodate medium-density elevator apartment houses with ample light and air at medium or high rentals. Density and yard controls would assure that they could adjoin one-family neighborhoods without

impairing the value of homes therein. In some cases they would serve as buffers between one-family residence districts and commercial districts.

(b) *Uses, etc., generally.* In any R-5-B district no building or premises shall be used and no building shall be erected or altered, except as provided elsewhere in this chapter, which is arranged, intended or designed to be used except for one or more of the uses listed in the following subsections of this section.

(c) *Uses permitted as matter of right.* The following uses are permitted as a matter of right:

(1) Any use permitted in R-4 districts under section 48-135(c).

(2) Two-family dwelling.

(3) Apartment house without limit as to the number of families to be accommodated.

(4) Medical practitioner's office or the professional office or studio of a sole-practitioner lawyer, architect, engineer, musician, artist, teacher, real estate broker, registered nurse or other similar professional person, or a restaurant if operated in conjunction with an apartment house, including small announcement signs relating to such uses; provided, that it shall be located on the ground floor story or below and there shall be no exposed stairways on the exterior of such buildings and no other external effects and that one parking space per 150 square feet of office space shall be provided.

(5) Hospital, other than one solely for infectious or contagious diseases, or drug or liquor addicts; charitable institutions which are not of a correctional nature or intended for the care of the mentally disabled.

(6) A community garage, subject to the relevant provisions of section 48-477; provided, that:

a. Each group of attached structures shall have a joint capacity of not more than eight motor vehicle spaces arranged in a row or surrounding a common means of access;

b. No garage space shall face directly upon a street;

c. Any street entrance or exit shall be at least 50 feet distant from the intersection of any two street lines; and

d. Before the issuance of a building permit, the application for such a use shall be referred to the department of public works for review and report.

(7) Groups of four attached houses known as quadriplex units, each having two adjoining walls on lot lines, within urban renewal project areas subject to a plan adopted under 31 Del. C. ch. 45 (31 Del. C. § 4501 et seq.), the slum clearance and redevelopment law. Such units shall be exempt from the rear yard requirement of section 48-155(a) and from one of the two side yard requirements of section 48-156(a).

(8) Public health or public community center.

(9) Municipal police station, specifically including neighborhood police station.

APPENDIX 2

I-95 Plaza

Developing Neighborhood Links Above the Interstate

Decking the open areas above interstate highways to provide links between urban areas that were bisected by earlier highways construction has been done in New York City, Philadelphia, and other U.S. cities. Conceptually, the development projects take advantage of development opportunities that are in the air development rights located above the public rights-of-way within the interstate highway corridors. Sometimes, the projects involve what amounts to the “cut and cover” construction technique to execute this type of land development. Such projects have added value to areas by increasing their accessibility and by providing additional areas for development.

The idea of building a deck over a portion of I-95 between Delaware Avenue and West 8th Street has generated considerable discussion concerning project feasibility and project cost. A deck over I-95 in that provides a solid land link between the neighborhoods of West Center City and those of the West Side makes good planning sense. A feasibility study to determine the best location, size, cost estimates, and other pertinent social, economic, and environmental considerations should be undertaken to flush out more detailed concepts concerning the development of a deck covering a portion of the I-95 expressway.