

NEIGHBORHOOD COMPREHENSIVE DEVELOPMENT PLAN
FOR
MIDTOWN BRANDYWINE
(CENSUS TRACT #10)
(FORMERLY NEIGHBORHOOD #6)

PREPARED BY THE DEPARTMENT OF PLANNING
DECEMBER 1981

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City Planning Commission
Resolution: 40-81
Date: December 15, 1981

Adopted by:
City Council
Resolution 82-038
February 4, 1982

TABLE OF CONTENTS

	<u>PAGE</u>
PREFACE	
I. - Introduction	1
II. - Comprehensive Development Plan - Background Information	3
III. - General Characteristics and Current Land Uses . . .	5
IV. - Demographic Information	10
V. - Current Land Use and Zoning	14
VI. - Proposed Land Use Plan	18
VII. - Current and Proposed Transportation and Thoroughfare Plan	23
VIII. - Parks and Recreation Plan	26
IX. - Municipal Utilities	28
X. - Educational and Public Facilities	29
XI. - Surrounding Development	30
XII. - Summary	32
 MAPS	
A. Area Location Map	2
B. Neighborhood Base Map	6
C. Current Land Uses (December 1981)	7
D. Current Land Use Plan (Composite 1957 and 1976 Plans)	15
E. Current Zoning (December 1981)	16
F. Proposed Land Use Plan (December 1981)	19
G. Proposed Thoroughfare and Transportation Plan (December 1981)	25

TABLE OF CONTENTS (cont'd.)

PAGE

TABLES

A - Residential Land Use Designations	I
B - Non-residential Land Use Designations	II
1 - Predominant Land Uses by Acreage	8
2 - 1980 Population Breakdown	10
3 - MTB Population Trends 1950-1980	10
4 - Household and Housing Unit Characteristics	12

I.

INTRODUCTION

This document sets forth the Comprehensive Development Plan recommended by the Department of Planning for the Midtown Brandywine (MTB) area. Map "A" shows the location of the MTB neighborhood and its relationship to the wider city. The Midtown Brandywine neighborhood boundary coincides with census tract 10, as currently designated by the U. S. Bureau of Census.

Substantial community participation took place in the preparation of the amendments to the Plan. The Midtown Brandywine neighborhood is represented by a well-organized civic group, the Midtown Brandywine Neighborhood Association, which has been the conduit for community input.

This plan is long-range, looking at a time-span of 20 years or more for some of the recommended changes to take place. It is not meant to be static or unalterable, as unforeseen changes may well take place in the future which would necessitate alteration of the plan. A Comprehensive Development Plan, also termed a Master or General Plan, does, however, provide a comprehensive long-range policy guide for the development of a neighborhood and the municipality as a whole.

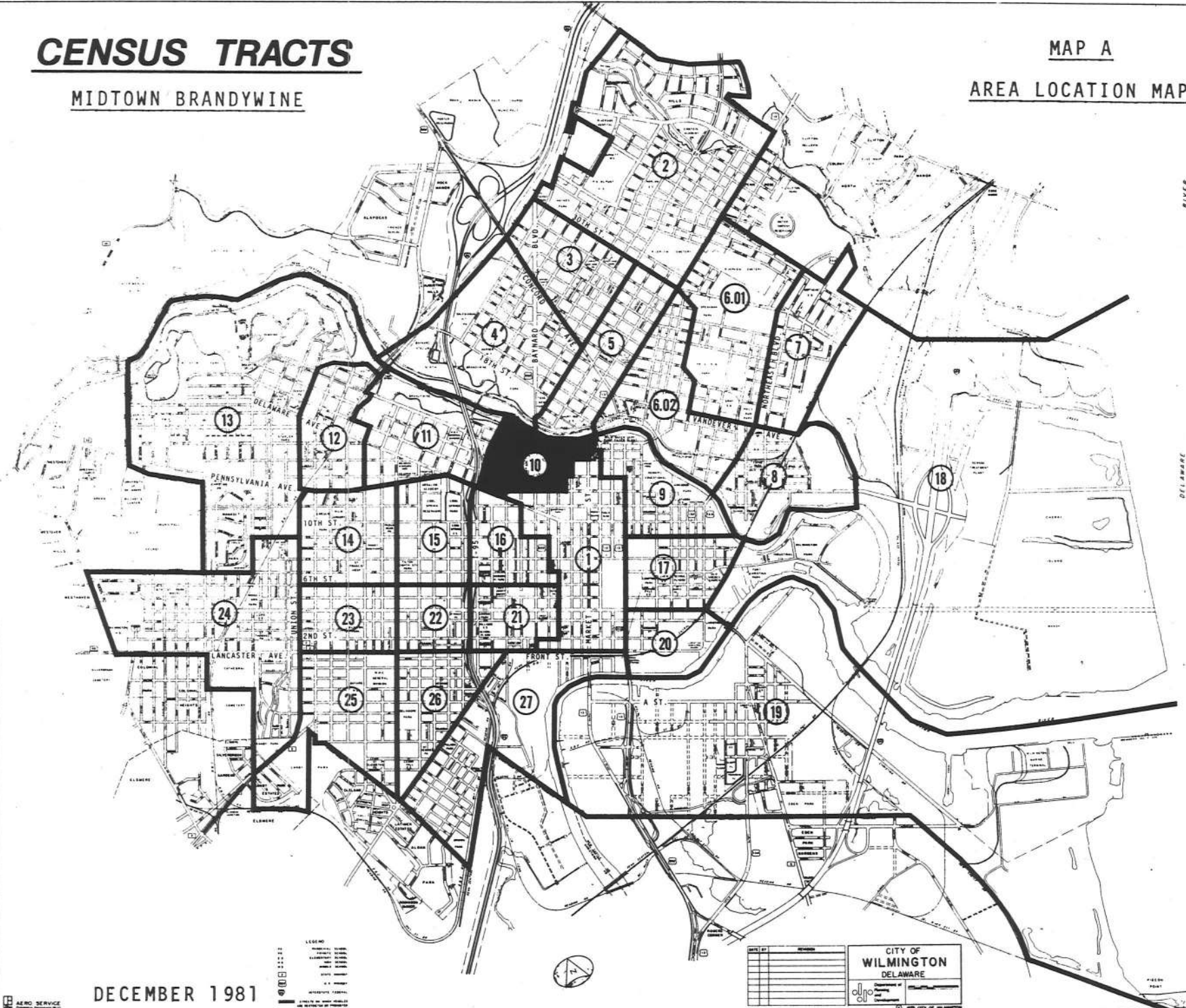
The terminology used in the Comprehensive Development Planning process can at times be confusing. When used in connection with land use and thoroughfare plans in this document, the term "proposed" denotes the amended plan that the Department is recommending for approval. Once approved by the Planning Commission and adopted by City Council, the "proposed" plan becomes the "current" plan. What is called the "current" plan in this document is, in reality, the plan that was proposed for adoption as part of the planning study that is being updated by this document.

CENSUS TRACTS

MIDTOWN BRANDYWINE

MAP A

AREA LOCATION MAP



LEGEND
CENSUS TRACT BOUNDARIES
STREET BOUNDARIES
WATER BOUNDARIES
RAILROAD BOUNDARIES
UNIMPROVED LOTS
UNIMPROVED LOTS WITH PERMITS
UNIMPROVED LOTS WITH PERMITS AND UTILITIES
UNIMPROVED LOTS WITH PERMITS AND UTILITIES AND SEWER

TRACT NO.	AREA

CITY OF WILMINGTON
DELAWARE
DATE: 12/1/81
BY: [Signature]
CITY OF WILMINGTON

II. COMPREHENSIVE DEVELOPMENT PLAN BACKGROUND INFORMATION

The City of Wilmington's Comprehensive Development Plan for the area known as Midtown Brandywine was first prepared in 1954 and 1957 as part of the Harold M. Lewis planning studies entitled "A Report on Blighted Areas in the City of Wilmington" (1954) and "A Planning Study for the Neighborhoods Surrounding the Central Business District" (1957). Both studies were subsequently adopted by the former Commission on Zoning and Planning, which then had power, now vested in City Council, to adopt the Comprehensive Plan.

The earlier study, dealing with blighted areas, did not designate any portion of MTB as being "predominately blighted." The study did, however, note an area, bounded approximately by West 12th Street, the cemetery, West 14th Street and West Street, in which there were an excessive number of aged structures. The age of existing structures was one of the three criteria on which the blighted designation was based. Due to the large scale demolition that has taken place in this area (primarily west of Washington Street), very few structures in the neighborhood could still be considered "blighted" using Lewis's criteria.

The first formal Comprehensive Development Plan for the area was the 1957 Lewis Study, which designated MTB as Residential Neighborhood No. Six. As part of this plan, the area east of Tatnall Street was planned for future central office use, based on the expectation that the CBD would continue to expand. Between Chamberlain Street (extended) and Tatnall Street, the plan designated the land for high-density apartments, with both sides of Washington Street and the north side of 12th Street to include ground-floor, commercial activities. This portion of the neighborhood was envisioned as an area that would be desirable for residential use by employees of downtown offices who would prefer to be within walking distance of their place of employment. It was also believed that high-density structures, overlooking the Brandywine Creek and Park and in close proximity to the amenities of downtown, would be particularly attractive to tenants.

The area between Jefferson and Chamberlain Street (extended) was planned for low-density apartments, which were to be developed through both conversion of existing structures and new construction. This area has since been cleared and is now used primarily for parking.

In 1966, a revision to the 1957 Lewis plan acknowledged the need to preserve the residential character of the core of the neighborhood (i.e., the area between Washington and Orange Street). This amendment was prompted by the slowing of CBD expansion and the fact that the market for high-density residential units in the neighborhoods surrounding the Central Business District had not developed. In the implementation of this plan change, the central residential core of Midtown Brandywine was rezoned from C-4 (Central Office) and R-5C (High-Density Apartment) to R-4 (One-Family Row Houses with Conversions).

The most recent plan for Midtown Brandywine was prepared and adopted in 1976, and is discussed in Section V of this document. It is important to note that the area covered in the 1976 Plan is not the same as is being discussed in this planning study. In the 1976 Plan, the eastern boundary extended to Market Street and the western boundary only to Washington Street. Thus the Plan proposed in this document is an amendment of two current plans. For the portion of the neighborhood east of Washington Street, this plan amends the 1976 Plan. For the area west of Washington Street, this plan amends the original Lewis Plan adopted in 1957. For the sake of clarity in presentation, the "Current Land Use Plan" shown on Map "D" and discussed in Section V is a composite of the two plans for each of their respective areas.

III. GENERAL CHARACTERISTICS AND CURRENT LAND USES

Land Use:

The Midtown Brandywine area generally is a compact residential neighborhood with public, institutional, commercial, and transportation uses at its edges. Commercial and transportation uses are primarily related to the central office activities located at the area's southern and eastern boundaries. Substantial areas are used for institutional, and transportation uses (parking) within the portion of the neighborhood west of Washington Street, dominated by the Delaware Division of the Wilmington Medical Center and Wilmington and Brandywine Cemetery.

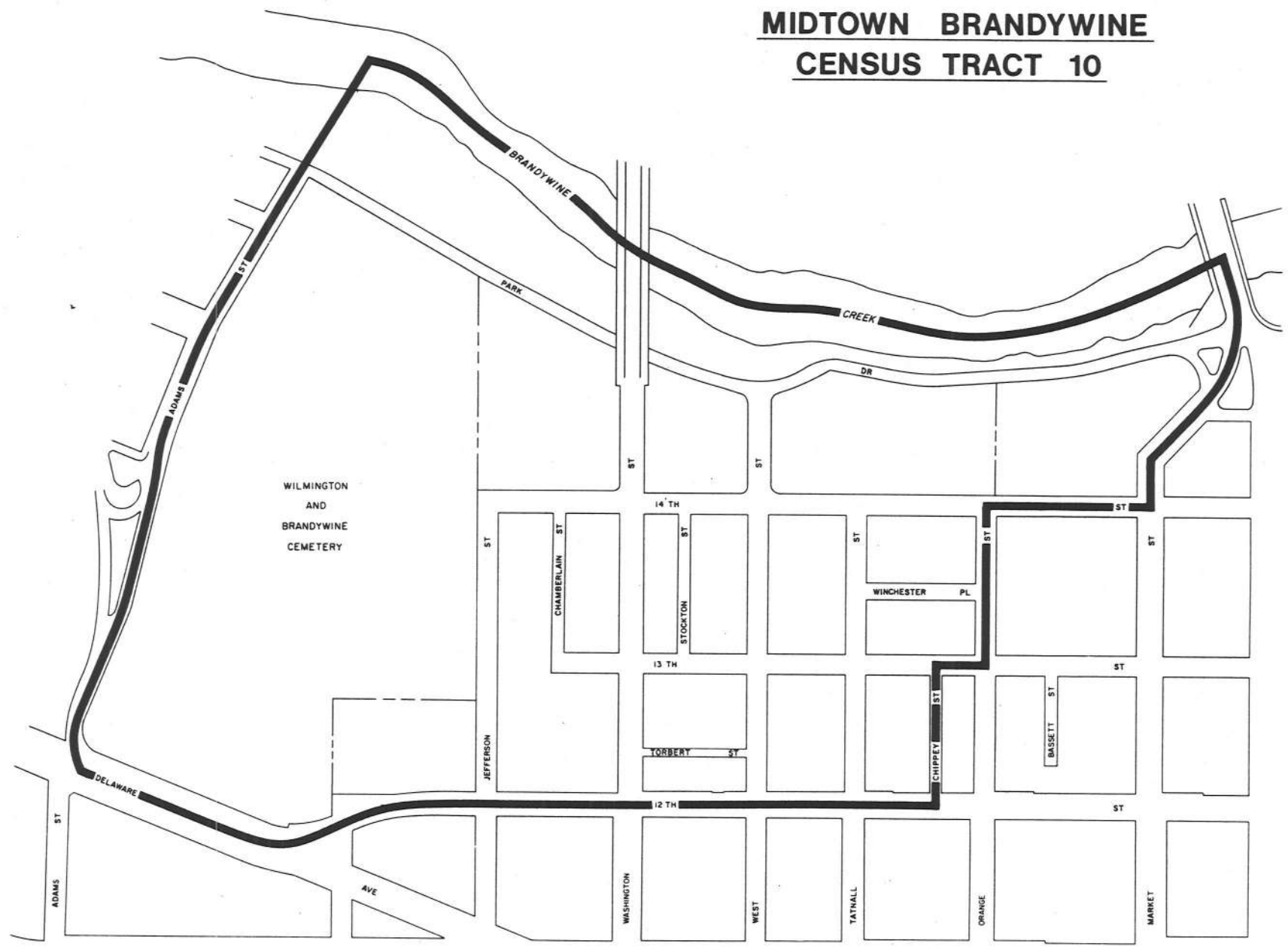
The boundaries of census tract 10 reflect a combination of natural and manmade dividing lines which serve either to separate contrasting uses or to create clearly delineated buffer zones. Map "B", which shows the neighborhood on a larger scale, can be used to identify these boundaries.

On the north, the area is bounded by Brandywine Creek and Park, a natural boundary which separates MTB from the residential areas north of the creek. The only direct link between MTB and the residential areas across the creek is via the Washington Street Bridge. On the east, the boundary of census tract 10 separates the Central Business District from the predominately residential uses found in eastern MTB. The southern boundary, a four-lane primary circulation route (12th Street between Chippey and Madison, and Delaware Avenue, from Madison to Adams) also separates Midtown Brandywine from CBD uses. Adams Street, the tract's western boundary, separates Midtown from I-95 and the residential neighborhood known as Happy Valley.

Map C shows the current land uses as of December 1981. The uses are depicted on a generalized basis, which presents land use patterns by the use which predominates on each block. To simplify the presentation, the predominate uses are represented by triangular sections, singly, or in appropriate combinations within the outline of the block. Where the differentiation between uses is more distinct or the block shape irregular, the actual boundaries have been retained.

Midtown Brandywine, excluding the parkland along the creek on the north side of South Park Drive, comprises approximately 49 net acres (excluding streets). When the 21.7 acres occupied by the Wilmington and Brandywine Cemetery is excluded, the tract contains roughly 27.3 acres of developed area. Table 1 below summarizes the acreage devoted to the predominate uses within the neighborhood.

**MIDTOWN BRANDYWINE
CENSUS TRACT 10**










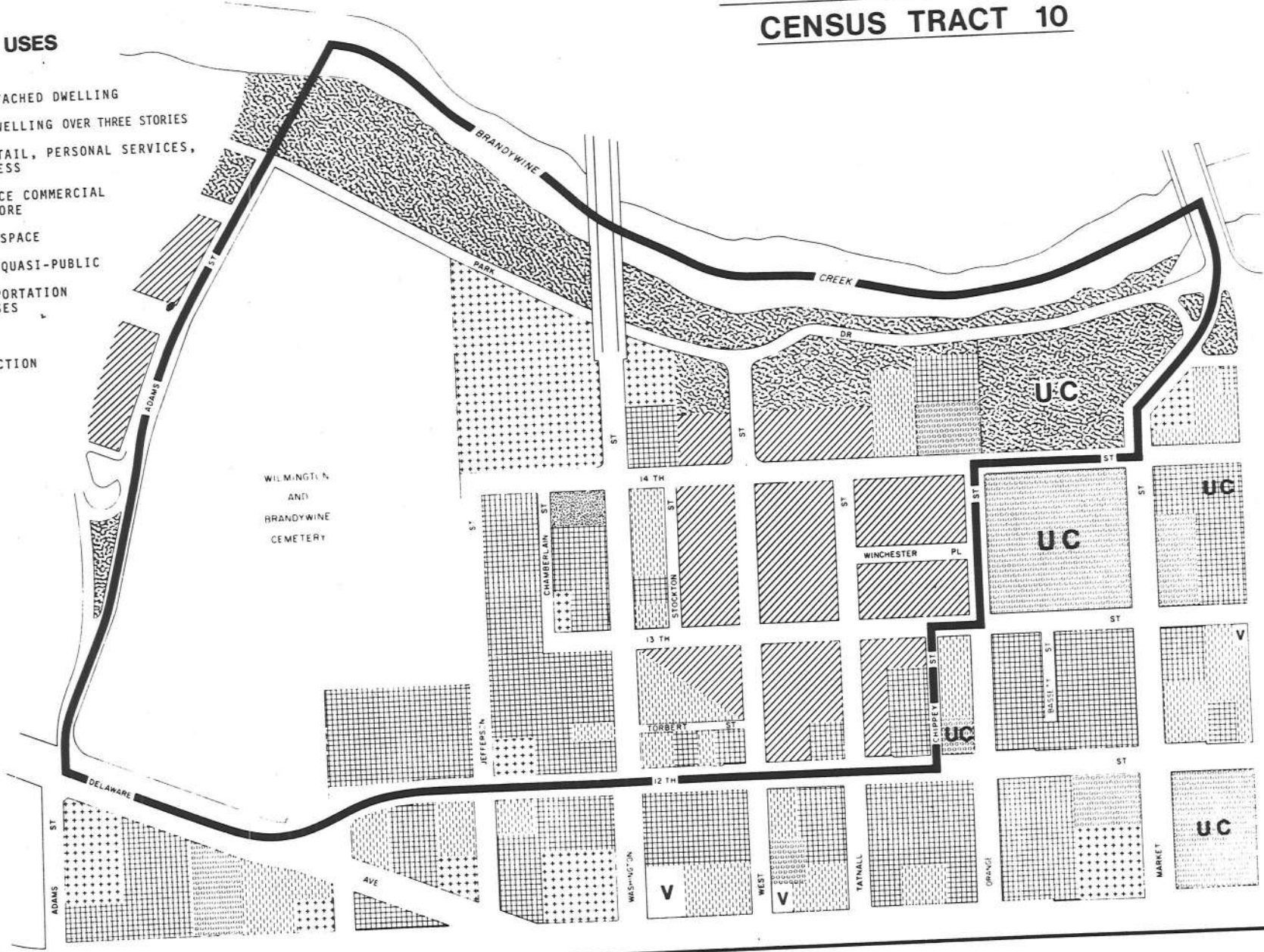
MAP B

DECEMBER 1981

MIDTOWN BRANDYWINE CENSUS TRACT 10

EXISTING LAND USES

-  ROW OR SEMI-DETACHED DWELLING
-  MULTI-FAMILY DWELLING OVER THREE STORIES
-  COMMERCIAL, RETAIL, PERSONAL SERVICES, 3 STORIES OR LESS
-  CORPORATE OFFICE COMMERCIAL 4 STORIES OR MORE
-  PARKLAND/OPEN SPACE
-  INSTITUTIONAL/QUASI-PUBLIC
-  PARKING/TRANSPORTATION AND RELATED USES
- V** VACANT
- UC** UNDER CONSTRUCTION




MAP C

The two adjoining Blue Cross and Blue Shield office buildings located at West 14th and Orange Streets, is the only high density commercial use (central office) within the neighborhood; there is on-site parking in the rear.

There are no heavy commercial or industrial uses in or adjacent to the neighborhood. Central Business District and accessory parking uses are found to the east and south of the MTB boundary. Within the neighborhood, surface parking lots are found scattered along West 12th Street. These are typically shallow lots where the former residential structures were demolished when West 12th Street was widened. Peak use of these lots is during the daytime by office workers in the CBD, though one lot is used exclusively by a car rental firm for storage of vehicles.

Public, Quasi-Public, and Institutional Uses: The major public uses located within the tract are components of the City's park system. These facilities include: the portions of Brandywine Park within the neighborhood, McKinley Monument at the foot of West Street, Old Soldiers Park, and the soon to be constructed H. Fletcher Brown Park (formerly the Wilmington Skills Center site) at 14th and Market Streets.

Quasi-public and institutional uses include the administrative offices of the Red Clay School District at 14th and Washington Streets, and the Delaware Division of the Wilmington Medical Center, located at the same intersection. The hospital's facilities include a Child Care Center and an Alcoholism Services Unit. Both are located in converted residential structures in the blocks south of the hospital. These blocks also contain substantial amounts of hospital parking space, including a six-level garage.

General Area Characteristics:

The land in Midtown Brandywine ranges in elevation from a low of 5 feet above Mean Sea Level (MSL) at the bank of the Brandywine near Market Street to a high of 113 feet (MSL) in the southwestern corner of the Wilmington and Brandywine Cemetery (near the intersection of Delaware and Adams). Generally, the land slopes at evenly-spaced intervals from the west and south towards the east and north, (i.e., towards the Brandywine Creek).

No area within the neighborhood is located within the 100-year floodplain. Street alignments in MTB are of the gridiron pattern, which is typical throughout most of the City. Average street widths range between 50 and 70 feet, with Washington and West 12th being the widest. The single-block street alignments are narrower, ranging between 30 and 40 feet.

IV.

DEMOGRAPHIC INFORMATION

Results from the 1980 US Census show that the total population of Midtown Brandywine is 548 persons. The racial composition of the neighborhood is shown below in Table 1 with comparisons to citywide figures.

TABLE 2
1980 POPULATION BREAKDOWN

	<u>Total MTB</u> <u>Population</u>	<u>% of MTB Total</u>	<u>Total City</u> <u>Population</u>	<u>% of City Total</u>
Black	309	56.4%	35,858	51%
White	209	38.1%	31,663	45%
OTHER*	30	5.5%	2,674	3.8%
TOTAL	548	100%	70,195	100%

* Other includes American Indians, Eskimos, Aleuts, Asians and Pacific Islanders.

As shown in Table 2, Black population in Midtown Brandywine is about 5.4 percentage points higher than the City average, while at the same time white population is approximately 6.9 points lower than the City average. Sixteen of the persons in the category "other" indicated that they were of Asian or Pacific Islands origin. The percentage of residents in the "other" category is almost double the City average. In response to a specific census question asking about persons of Spanish origin, 30 residents (4.9%) indicated that they were of Spanish ancestry.

The population of Midtown Brandywine, like that of the City as a whole, has declined significantly over the past 30 years. Census figures for 1950 through 1980 which demonstrate the extent of this decline are shown in Table 2.

TABLE 3
MTB POPULATION TRENDS
1950 - 1980

<u>Census Year</u>	<u>Midtown Brandywine</u> <u>Total Population</u>	<u>% Decrease from 1950</u>
1950*	1,600	----
1960	1,352	15.5%
1970	787	51%
1980	548	66%

*Taken from secondary source, "A Planning Study for the Neighborhoods Surrounding the Central Business District" Harold M. Lewis, 1957

As shown in Table 3, the 1980 population is approximately 1/3 of what it was in 1950, the largest decrease taking place during the 1960's when population fell by 42% between 1960 and 1970.

The Department of Planning believes that the period of significantly declining population has ended; further changes through the decade of the 1980's will result principally from increases or decreases in the number of persons in each household. This stabilization can be attributed primarily to two factors. First, the residential core of MTB is seen as an attractive area in an era when urban living is becoming more popular. Second, City policies designed to forestall further intrusion of Central Business District and accessory uses into the neighborhood have been firmly established.

The stabilization of Midtown Brandywine's population at approximately the same or slightly higher levels may, however, affect the racial composition of the neighborhood. Census figures indicate that a trend in this direction may already be underway. In 1970, 65% of MTB was Black (512 persons). 1980 figures show that this percentage has fallen to 56.4% (309 persons). This reflects an actual loss of 203 Black residents over the decade of the 1970's. White and other population accounts for 43.6% of the 1980 population (239 persons), an increase of approximately 65 since the 1970 census, even though total population decreased by 30%.

The decline in population over the past three decades has not resulted in the neighborhood being blighted by a high number of vacant or abandoned properties as has been the case in other neighborhoods surrounding the Central Business District. On the contrary, the number of housing units has declined simultaneously with the losses in population. The 1960 census counted 540 housing units in MTB, of which 474 were occupied (87.7% occupancy rate). The most recent data available, the "Polk Profiles of Changes 1978 - 1979," counted a total of 291 housing units of which 227 were occupied (occupancy rate of 78%). Thus, in the 18-year period from 1960 to 1978, Midtown Brandywine lost 249 or 47% of its housing units. These losses have been concentrated in two areas, in the blocks bounded by Jefferson, 14th, Washington and 12th Streets and along the northside of 12th Street between Washington and Chippey Street. As described in the Lewis Study on blighted areas, this is the portion of the neighborhood where structures exhibited the greatest sign of age. Contrary to the uses foreseen in the 1957 Lewis Plan for the neighborhood, the units have been replaced in large part by parking uses, rather than new high density residential development.

Table 4 summarizes the R. L. Polk data and compares the data for the neighborhood to that of the City as a whole.

TABLE 4
HOUSEHOLD AND HOUSING UNIT CHARACTERISTICS

	Census Tract 10/ Midtown Brandywine	Citywide
Total # of Housing Units	291	28,485
Total # Occupied Households	227	25,138
Total # Vacant Housing Units	64	3,347
Total Vacant Housing Units as a Percent of all Housing Units	21.9%	11.75%
% Owner Occupied Households	28.6%	50.1%
Total # of Owner Occupied Households	65	12,594
% Renter Occupied Households	71.4%	49.9%
Total # of Renter Occupied Households	162	12,544
% Households at Multi-Unit Street Addresses	48%	29.25%
Average Number of Persons Per Household (All Households)	2.30	2.54
Average # of Persons Per Household (Renters)	2.35	2.18
Average # of Persons Per Household (Owners)	2.19	2.89
Average Total Household Money Income	\$12,770	\$16,540
% of Citywide Average	77.2%	100%
% of Retired Persons Who Are Heads of Households	29%	32%
% One Person Household	40%	31.5%
% of Households With Children	27.3%	36.7%
% of Female Heads of Households With Children	.9%	4.5%
% of Households With Five or More Children	10%	12.2%
% Household Heads in Low- Income Occupation	57.7%	57.8%
% Household Heads in Professional and Managerial Occupations	11%	9.7%

Source: Profiles of Change/Dynamics of Households
R. L. Polk and Company

Most notable among the contrasts shown above are the following:

- The percentage of owner occupied households is approximately half the Citywide average.
- The number of one person households is nine percent higher than the City average.
- The average income in Midtown Brandywine is \$3,770 less than the Citywide average income.

- The number of households headed by female persons is significantly lower than the Citywide average.
- The number of persons in low-income occupations and the number in professional or managerial occupations are very close to Citywide totals.
- The number of retired persons and the number of households with children are slightly lower than the Citywide average.

V.

CURRENT LAND USE PLAN AND ZONING

Land use designations as applied in the Comprehensive Development Plans are intended to reflect both City policy and the general community consensus. Where conditions have changed, the plans for an area must be updated in order to continue to reflect consensus and serve as a guide for public and private decision-making. The Current Land Use Plan for MTB (also known as the land use element of the Comprehensive Development Plan) is shown on Map D. As already noted, the Current Land Use Plan is a composite of the 1976 plan for the area east of Washington Street, and the 1957 plan for the area west of Washington Street. The current zoning for Midtown Brandywine and the adjoining areas is shown on Map E. Both the Current Land Use Plan and the current zoning are discussed in this section.

The Current Land Use Plan for Midtown Brandywine uses only the three highest density residential designations, (Medium, Medium-High, and High Density). This is typical of the neighborhoods surrounding the CBD. Three non-residential designations are also employed: Commercial/Local Shopping, Public/Quasi-Public, and Parkland/open space.









Medium Density Residential: 50-70 persons per net acre.
20-35 dwelling unit per net acre.

Map D shows a "Medium Density Residential" core which is currently zoned R-4 (Row Houses with Conversions). Under normal circumstances, this is an appropriate zoning classification for the development and maintenance of a "Medium Density Residential" neighborhood. The R-4 zoning classification, which has been in effect since 1966, permits conversion of single-family structures to multi-family uses. Such a conversion must, however, meet specified lot and area requirements and be approved by the Zoning Board of Adjustment. R-4 zoning also permits, as a matter-of-right and, therefore, not subject to ZBA review, the construction of new apartments provided that they contain no more than two units per floor, and do not exceed three stories in height.

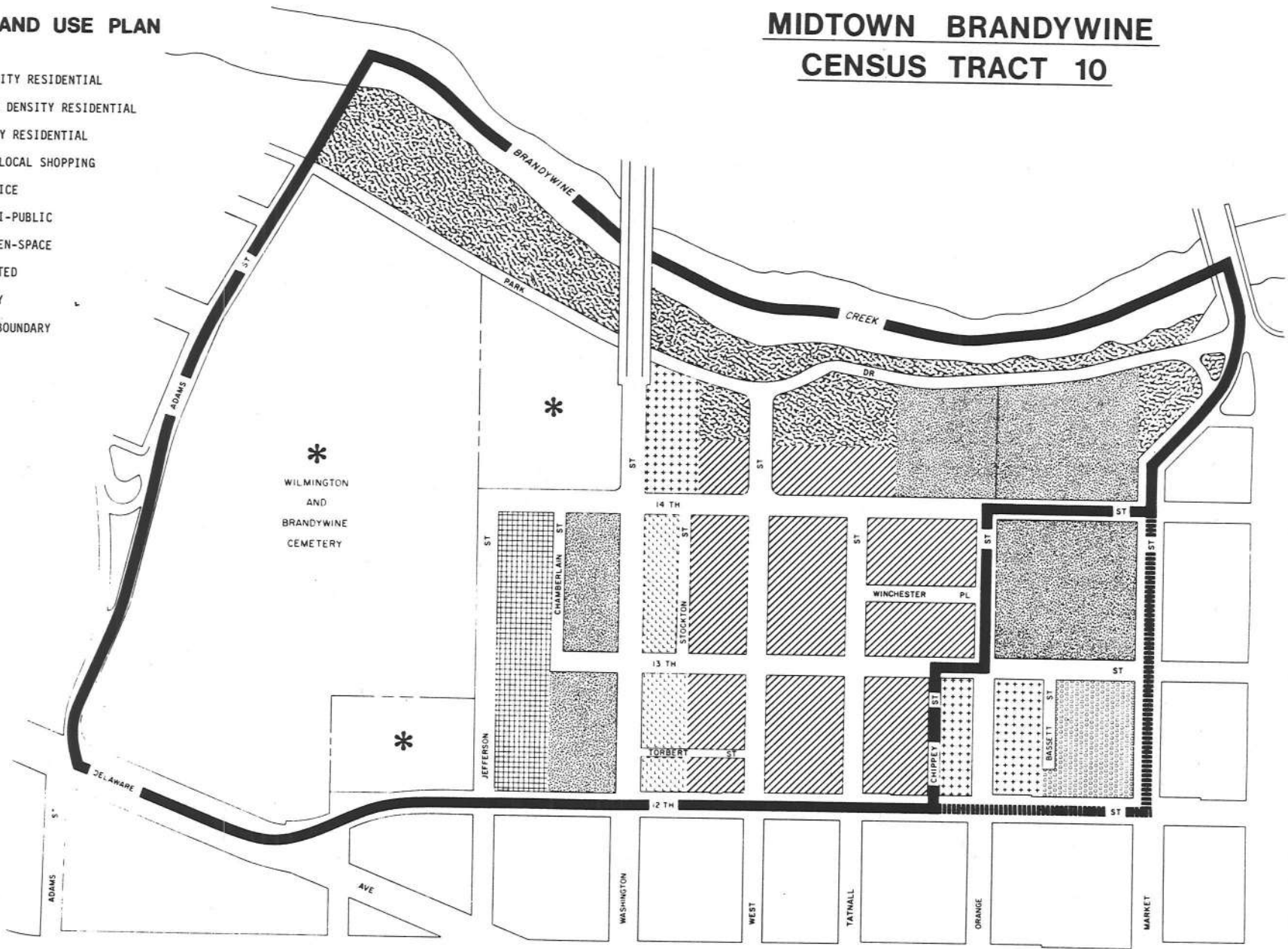
Prior to the 1966 rezoning, many of the structures within the area designated as "Medium Density Residential" had been converted to multi-family use. The majority of these would not have been permitted under the current zoning requirements due to insufficient lot sizes, but may be continued as registered nonconforming uses.

The Department of Licenses and Inspection's records indicate that since 1966 no petitions for conversion have been submitted to the Board of Adjustment. There is some evidence, however, that illegal conversions have occurred throughout the neighborhood during that time, (i.e., conversions undertaken without ZBA approval).

CURRENT LAND USE PLAN

-  MEDIUM DENSITY RESIDENTIAL
-  MEDIUM HIGH DENSITY RESIDENTIAL
-  HIGH DENSITY RESIDENTIAL
-  COMMERCIAL/LOCAL SHOPPING
-  CENTRAL OFFICE
-  PUBLIC/QUASI-PUBLIC
-  PARKLAND/OPEN-SPACE
-  * NOT DESIGNATED
-  MTB BOUNDARY
-  FORMER MTB BOUNDARY

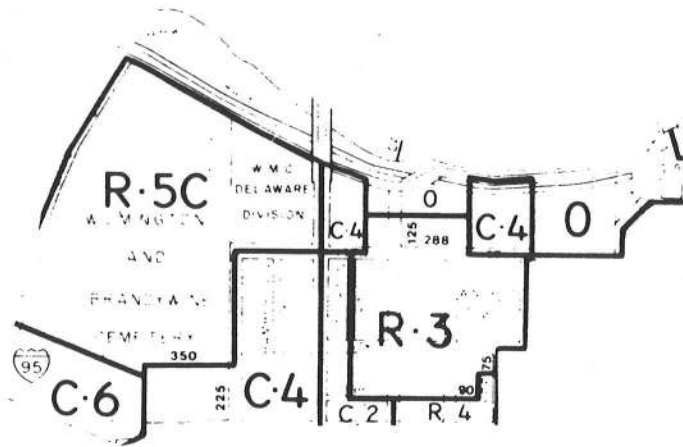
MIDTOWN BRANDYWINE CENSUS TRACT 10



MAP D

DECEMBER 1981

CURRENT ZONING MIDTOWN/BRANDYWINE ANALYSIS AREA
6/22/87



CURRENT ZONING

- R-3 ONE-FAMILY ROW HOUSES
- R-4 ROW HOUSES WITH CONVERSIONS
- R-5C APARTMENT HOUSE - HIGH DENSITY
- C-2 SECONDARY BUSINESS CENTERS
- C-4 CENTRAL OFFICE
- C-6 SPECIAL COMMERCIAL
- O OPEN SPACE

Medium-High Density Residential: 70-90 persons per net acre.
35-50 dwelling units per net acre.

One portion of MTB is designated "Medium-High Density Residential" in the current Plan. This area, extending along the blocks on the east side of Jefferson Street from 12th to 14th, is within the original 1957 Lewis Plan. Planned development for this area, which included conversion of existing structures to multi-family use and new construction apartments has not occurred, since most of the area has been acquired by the Medical Center for parking.

High-Density Residential: 90 to 200 persons per acre.
60+ dwellings units per acre.

Two areas in Midtown Brandywine are designated "High-Density Residential" in the 1957/1976 composite Current Land Use Plan. In the 1957 Plan, the block frontage on the west side of Washington Street between 12th and 14th was designated for high density development. In the 1976 plan, the Blue Cross/Blue Shield and Skills Center sites on West 14th Street were so designated. Both of these locations are zoned C-4. New residential development has not occurred at either site.

The Blue Cross/Blue Shield site is currently occupied by a high-rise office use, generally associated with the CBD. The Planning Commission, in an addendum to the 1976 Midtown Brandywine Plan, noted its reluctance to consider a rezoning of this property to a residential use during the remaining economic life of the buildings. The Skills Center site, to the east of Blue Cross, is now planned for parkland as part of the Brandywine Gateway improvements. The former school has been demolished and completion of the new H. Fletcher Brown Park is expected by 1983.

Commercial/Local Shopping: Commercial and Local Shopping areas in the Current Land Use Plan are limited to the east side of Washington Street between 12th and 14th. The businesses here are characteristic of a C-2 (Secondary Business Center) Zoning District, but are currently zoned C-4 (Central Office). The majority of these businesses market goods and services to visitors and employees of the Delaware Division Hospital, though some are clearly more neighborhood oriented. The businesses include: a doctor's supply store, a uniform shop, a flower shop, a "people beeper" radio paging service, a beautician, and a barber shop. Other businesses include: a liquor store, a taxidermist, a printer, a tavern, a real estate office, a delicatessen, and a jewelry and watch repair shop. No changes in the extent of the current commercially designated areas are warranted at this time.

Institutional and Quasi-Public Uses: The only site in the MTB neighborhood currently designated Institutional and Quasi-Public is the Red Clay Consolidated School District's Administrative Offices, located at 14th and Washington Streets. The Wilmington Medical Center, an institutional use, was not formerly designated as such in the current Plan.

VI.

PROPOSED LAND USE PLAN

Based on recent review of the Current Land Use Plan, including substantial community input from MTB residents, the Department of Planning proposes several Land Use Plan changes. The Proposed Land Use Plan shown on Map F provides for the residential portion of the neighborhood effective demarcation lines and buffer areas protecting lower density residential areas from conflicting land uses. For the nonresidential sections of the neighborhood, west of Washington and along 12th Street, the Plan proposes development consistent with the primary objective of conserving the "Medium Density Residential" core.

The Proposed Land Use Plan employs two of the three residential land use designations used in the Current Land Use Plan. The Department recommends that "High Density Residential" development no longer be encouraged in MTB. No significant changes in the type of nonresidential land use designations employed have been proposed, though their application to specific sites has, in some cases, been changed.

The boundaries of the Proposed Land Use Plan have been shifted to reflect census tract boundaries. This change is also consistent with land use patterns as a result of recent development in the Brandywine Gateway area. The shift in boundaries has removed from the MTB Comprehensive Development Plan planning area the following blocks and uses:






- Hercules Headquarter Site: Block bounded by 13th, Orange, 14th and Market Streets.
- Surface and garage parking area; block bounded by 12th, Orange, 13th and Market Streets.
- Elwyn Institute, commercial offices and site of the proposed One Commerce Center Building; block bounded by 12th, Chippey, 13th, and Orange Streets.

MEDIUM DENSITY RESIDENTIAL: 50-70 persons per net acre.
20-35 dwelling units per net acre.

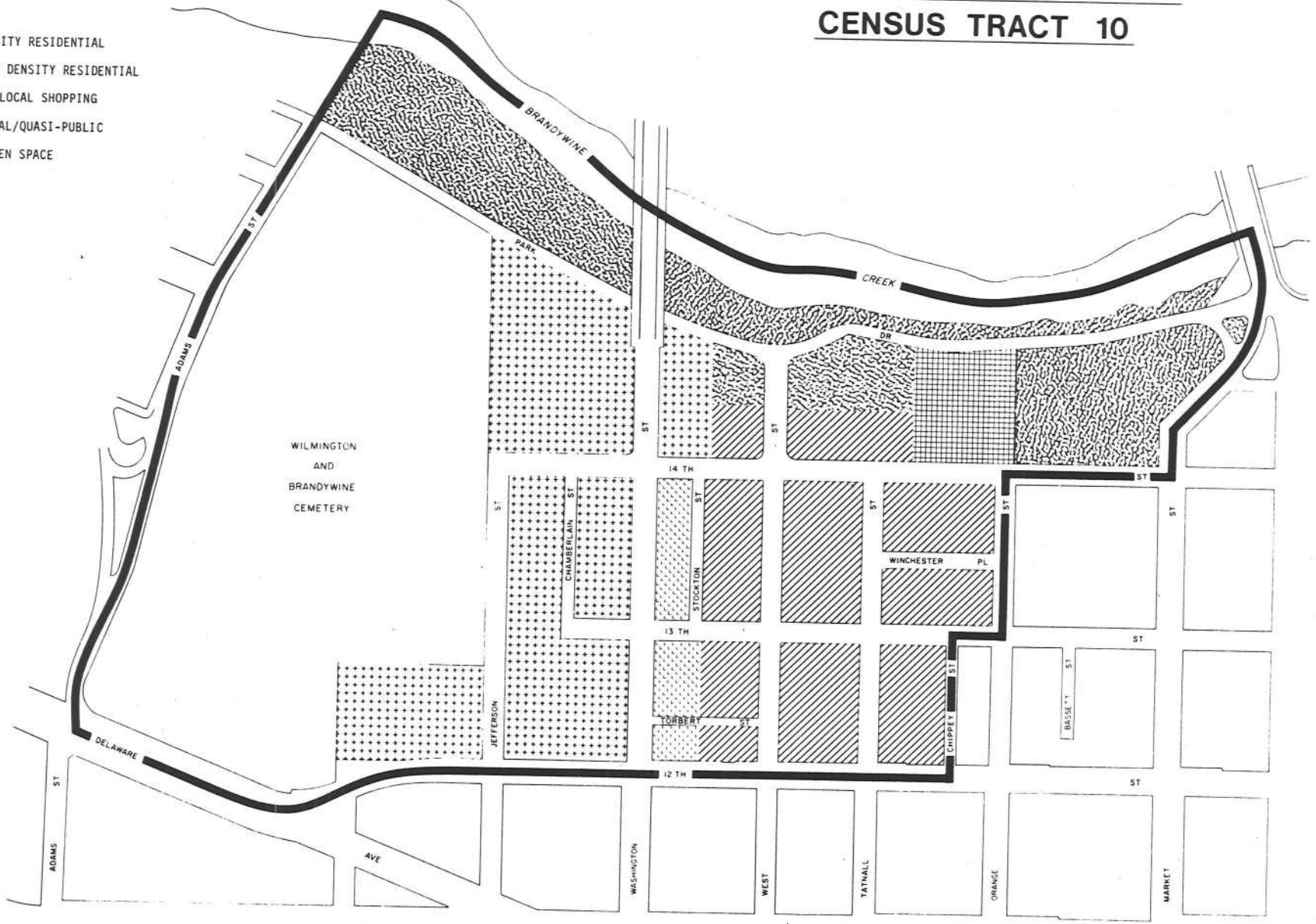
The department recommends that the central core of MTB remain designated "Medium Density Residential." Since 1966, implementation of this Land Use Designation has been promoted under R-4 zoning.

Within MTB's R-4 zone approximately 50 structures meet the minimum zoning requirements for conversion to multifamily use. Of these 1/3 or less have actually been converted. Adding these units together with all other previously converted structures (i.e., those structures that are nonconforming due to conversion prior to the 1966 rezoning to R-4 and those illegal conversions that have occurred since 1966) has created a condition under which the maintenance of the "Medium Density Residential" designation is jeopardized.

PROPOSED LAND USE PLAN

-  MEDIUM DENSITY RESIDENTIAL
-  MEDIUM HIGH DENSITY RESIDENTIAL
-  COMMERCIAL/LOCAL SHOPPING
-  INSTITUTIONAL/QUASI-PUBLIC
-  PARKLAND/OPEN SPACE

**MIDTOWN BRANDYWINE
CENSUS TRACT 10**



MAP F

DECEMBER 1981

MTB's current population density, as calculated by dividing 1980 population by net residential acreage (i.e., 548 persons divided by 8.3 acres) is approximately 66 persons per net acre. This density is very close to the upper limit of 70 persons per net acre implied by the "Medium Density Residential" designation. Rehabilitation of the currently vacant units within the neighborhood, a process which appears to be well underway, will cause existing densities to rise even closer to this upper limit.

In order to avoid pushing the residential portion of the neighborhood into the "Medium-High Density" category, it is necessary to take steps to limit further conversions of single-family units to multi-family occupancy. The department recommends, therefore, that the current R-4 zoning be changed to R-3. Although this will create a number of nonconforming uses, it is necessary in order to avoid future overcrowding which will result from further conversions under the R-4 zoning provisions.

The recommendation to rezone to R-3 applies to all the existing R-4 zone except the frontage on West 12th Street between Tatnall and Chippey Streets, most of which is currently vacant and used for surface parking. This area is not appropriate for one-family row house uses, due to shallow lots and frontage on a major thoroughfare. Retention of the R-4 zoning in this portion of the neighborhood will permit new construction apartments of not more than six units per building which is considered a viable alternative to the development of commercial uses on these underutilized sites. It would also provide for a transitional buffer between the CBD and MTB's residential core. The "Medium Density Residential" designation is consistent with the types of development recommended for these parcels and, therefore, it has been retained in Proposed Land Use Plan.

A rezoning to R-3 should also assist in curbing speculative buyers who in the past have bought single-family homes solely to resell them at a higher price as potential multi-family units. Often these units sit vacant for a long period of time and become a blighting influence on the neighborhood.

MEDIUM-HIGH DENSITY RESIDENTIAL: 70-90 persons per net acre.
35-50 dwelling units per net acre.

The Proposed Land Use Plan designates the Blue Cross/Blue Shield site as "Medium-High Density Residential." This is a change from the current plan which designated the site as "High Density Residential." Since the "High-Density Residential" use designation provides a high upper limit on densities, it has the potential of creating problems associated with parking and traffic patterns, particularly in a neighborhood as compact as MTB. A lower-density residential use would reduce these problems; and, therefore, a more appropriate land use designation for this site is "Medium-High Density Residential."

A "Medium-High Density Residential" designation, if implemented by appropriate zoning, would permit conversion of a portion of the Blue Cross/Blue Shield complex to residential use provided that sufficient open space and/or on-site parking was incorporated into the design of any such conversion.

Implementation of this land use change, by way of rezoning, is not recommended until the current occupancy terminates.

COMMERCIAL/LOCAL SHOPPING

No changes in the extent of the "Commercial/Local Shopping" district proposed in the current plan have been recommended at this time. Thus, a "Commercial/Local Shopping" district is shown for the blocks between 12th and 14th Street on the east side of Washington Street. The Planning Department recommends, however, that this area be rezoned from C-4 to C-2 as a means of preserving the character of existing businesses, buffering the residential uses to the east, and removing the potential for central office development in an area where it is not appropriate.

Institutional and Quasi-Public: In the current plan, this designation also included "public" uses. The Department of Planning has since split public uses into two separate categories. For Comprehensive Development Plan planning purposes, the term "public" applies to locations where Municipal, County, or State government services are operated or proposed such as fire stations, community centers, social service centers, etc. The "Institutional/ Quasi-Public" designation now applies only to private or public community services, including public schools, which are not directly operated by general purpose units of government--City, County, State or Federal, though they may be financially supported by public funds.

The Proposed Land Use Plan continues the designation of the site of the Red Clay Consolidated School District offices as "Institutional/Quasi-Public." In addition, the Delaware Division Hospital and the hospital's land south of West 14th Street have been so designated.

The lands south of the Delaware Division had previously been designated for high density residential uses. This change to "Institutional/Quasi-Public" results, in part, from the fact that the lands have been cleared of almost all residential use and are owned almost entirely by the Medical Center.

No recommendation to rezone these parcels from their current C-4 status is made at this time. Any future rezoning should be considered in light of a specific development proposal by the land owner. Continued use of the Delaware Division Hospital for medical service purposes, as is proposed in Plan Omega, may open up development opportunities for medical offices, private labs or clinics, etc. that serve the facility. This site would also be attractive for elderly housing or a nursing home facility. This type of development would be permitted under C-4 zoning.

PARKLAND/OPEN SPACE

The only change in the Parkland/Open Space designation involves the site of the soon to be constructed H. Fletcher Brown Park. Previously, this site had been designated "High-Density Residential." In implementing this change to Parkland/Open Space, a rezoning from C-4 to 0 is recommended.

VII. CURRENT AND PROPOSED TRANSPORTATION AND THOROUGHFARE PLAN

The Current Transportation and Thoroughfare Plan for Midtown Brandywine was adopted as part of the 1976 Department of Planning and Development Plan. That plan removed the primary circulation route designation from West Street between 12th and the Brandywine Creek. Originally assigned in the 1957 Lewis Plan, this designation implied construction of a new bridge over the Brandywine paralleling the Washington Street Bridge. Washington Street (southbound) and West Street (northbound) were to become a paired arterial system between 12th and 30th Streets. The construction of Interstate 95 during the 1960s caused this plan to become obsolete, as the Interstate was designed to handle major north/south traffic exiting and entering downtown.

The remaining primary circulation routes within MTB in the current Plan are Washington Street, two-way between the Bridge and 12th Street, and West 12th Street/Delaware Avenue (one-way westbound) which serves as the neighborhood's southern boundary. None of the neighborhood streets are designated as secondary circulation routes.

The Department of Planning recommends that no substantive changes be made in the Midtown Brandywine component of the City-wide Transportation and Thoroughfare Plan at this time.

Map F, the proposed Transportation and Thoroughfare Plan, identifies the location of the two primary circulation routes discussed above, shows North Park Drive as a designated parkway, and also shows major circulation routes immediately adjacent to the Midtown Brandywine boundary. The Current Transportation and Thoroughfare Plan has not been shown since it is substantively identical to the plan proposed in this study.

Some minor changes involving traffic flow on non-primary streets are planned for MTB and the Brandywine Gateway area, which is located to the east of the neighborhood. These changes have been prompted by neighborhood concerns regarding the high levels of commuter and downtown traffic which use neighborhood streets as shortcuts and also by the City's interest in improving circulation in the redeveloping gateway area. These changes and/or improvements include:

- Closing West 14th Street between Market and Orange Streets to vehicular traffic. (Already implemented.)
- Closing West 13th Street between Market and Bassett Streets to vehicular traffic.
- Opening the entire length of Bassett Street, so that it links 12th Street to 13th Street.

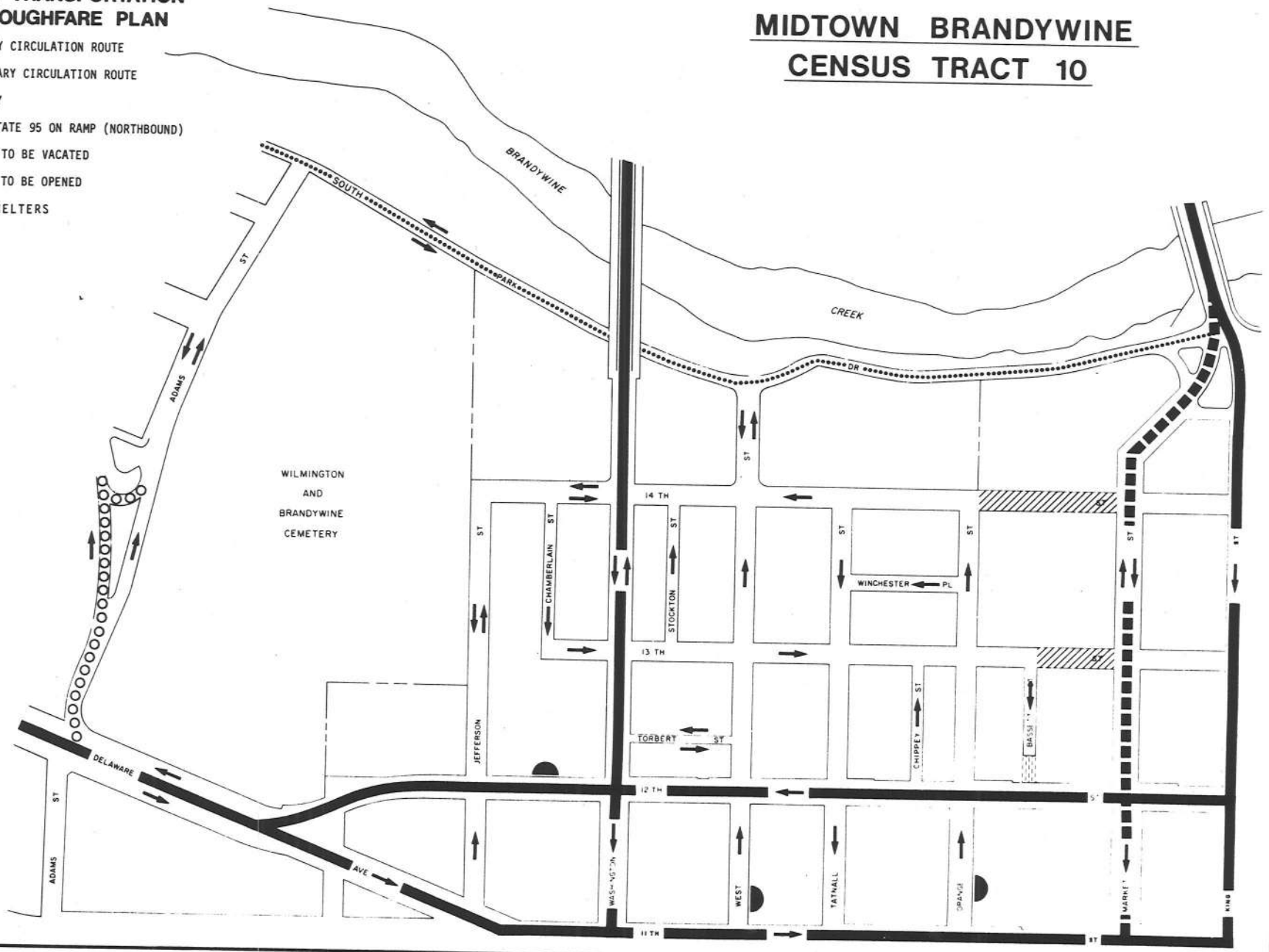
- Changing Market Street from a one-way (southbound) secondary circulation route to a two-way secondary circulation route between 12th Street and the Market Street Bridge.
- Improvements to the physical design of the intersection located at Market, South Park Drive, 16th, and King Streets.
- Adding stop signs at uncontrolled intersections as a means of reducing traffic speed, improving safety and generally discouraging non-neighborhood traffic. (Already implemented.)

The street closings and openings are depicted on Map F. Also shown are the location of the nearest bus shelters serving the MTB neighborhood.

**PROPOSED TRANSPORTATION
AND THOROUGHFARE PLAN**

- ▬ PRIMARY CIRCULATION ROUTE
- ▬▬▬ SECONDARY CIRCULATION ROUTE
- PARKWAY
- INTERSTATE 95 ON RAMP (NORTHBOUND)
- ////// STREET TO BE VACATED
- ▨▨▨▨ STREET TO BE OPENED
- ◐ BUS SHELTERS

**MIDTOWN BRANDYWINE
CENSUS TRACT 10**



MAP G

DECEMBER 1981

VIII.

PARKS AND RECREATION PLAN

As noted in Section III, several public park facilities are located within the boundary of MTB/Census Tract 10. These include, a portion of Brandywine Park, the McKinley Monument at the foot of West Street, and Old Soldier's Park at Market and North Park Drive. Semi-public open space is located on the grounds of the old First Presbyterian Church building at 14th and West Streets. This site, which is on the National Register of Historic Places is open to the public at specified times and for scheduled events. The church and grounds are maintained by the Delaware Society of Colonial Dames.

The former site of the H. Fletcher Brown Vocational School is to be redeveloped as public parkland with an expected completion date of spring 1983. Old Soldier's Park will be incorporated into this new park area. When completed, Brown Park will emphasize passive recreation activities, although a central open space has also been included in the design.

Parks and public facilities in close proximity to MTB are: Rodney Square, at 11th and Market Streets; Quadrangle Park, at 11th and West Streets; Brandywine Mills Park at 19th and Race Streets; and the YMCA, at 11th and Washington Streets. The "Y" provides a wide variety of recreational facilities with several types of membership plans. Residents quarters, meeting rooms, and a public cafeteria are also provided.

The need for a high activity recreation area within MTB has been expressed by residents. None of the park facilities, either within the neighborhood or in close proximity contain basketball or tennis courts, baseball diamonds, football fields or public pools. Brandywine Mills Park, which does include a basketball and tennis court and a tot lot, is not easily accessible to children of MTB due to the necessity to cross several heavily traveled streets and the Market Street Bridge. This problem is also true of the baseball diamonds and football fields located in North Brandywine Park along West 18th Street. The open space to be incorporated in H. Fletcher Brown Park should help to alleviate this need as it will be of sufficient size to permit unstructured individual recreational activities. Nevertheless, future opportunities to provide high activity recreation areas in or near MTB should receive thorough consideration.

Neighborhood residents have also suggested that the currently vacant land along 12th Street be improved with attractive landscaping, to the benefit of both the City and the neighborhood. Residents point to the unattractiveness of 12th Street as it appears to businessmen and commuters as they leave the downtown, and compare it to 11th Street where several privately owned lots have been embellished with plantings and well-maintained lawn areas, which improve the aesthetics of the streetscape. (NOTE: 11th and 12th Streets are a paired primary circulation route (Route 52), 11th carries traffic in to the City, and 12th Street is outbound.)

The Department of Planning believes that this is a sound concept, but does not recommend that it be undertaken with City funds since the lands in question are not owned by the City. Private funding, either by a civic organization or a private foundation, would be consistent with City efforts to improve entrances and exits to the downtown area. Any such project, however, must include provisions for maintenance.

Approval of this green space improvement concept by the City is not inconsistent with the land use designations proposed in Section VI and shown on Map "F"; landscaping improvements could be implemented either as an interim improvement or incorporated into the future development of the sites.

IX.

MUNICIPAL UTILITIES

The water system in the Midtown Brandywine area is fed through the Cool Spring Reservoir from the Porter and Brandywine Filter Plants, which draw water from the Brandywine Creek. It is adequate to serve existing development and only system maintenance is planned.

The sewer system in this area is a combined storm and sanitary drainage system which flows by gravity to the pumping station at 12th and Thatcher Streets and from there to the Cherry Island Regional Sewage Treatment Plant. No major changes to the system are now planned.

X.

EDUCATIONAL AND PUBLIC FACILITIES

Beginning with the 1981-82 academic year, the City of Wilmington was divided among four different school districts. The four districts replaced the single New Castle County District that had been created in 1978 when a U. S. District Court ordered the 11 independent northern county districts (including the former City of Wilmington School District) to consolidate for the purpose of desegregating the school system.

The Midtown Brandywine neighborhood is now part of the Red Clay Consolidated School District. Each of the school districts are subdivided into attendance zones. The boundary of Census Tract 10/MTB coincides with the Red Clay School District attendance zone, grid #106/360. Children living within MTB attend the following schools:

<u>GRADE</u>	<u>SCHOOL ASSIGNMENT</u>
K-3	Highlands Elementary 2100 Gilpin Avenue Wilmington, DE
4-8	A. I. du Pont Middle School 3130 Kennett Pike Wilmington, DE
9-12	A. I. du Pont High School 50 Hillside Road Wilmington, DE

The administrative offices of the Red Clay Consolidated School District are, coincidentally located within the neighborhood at 1400 Washington Street.

There are no City-operated community centers located within MTB or in close proximity.

Midtown Brandywine's proximity to the CBD, Brandywine Gateway, and waterfront areas, place the neighborhood in a position where development pressures, if left unchecked, could erode the medium density residential character of the neighborhood. Recognizing this possibility, the City has taken many important steps to alleviate those pressures. These have included a City imposed temporary moratorium on rezoning and efforts to seek community input regarding development in the Gateway area.

Community input is reflected in the revisions recommended in the Proposed Land Use Plan (Map F, Section VI). Similar input, which resulted from the UDAG environmental assessment process, led to site specific development standards being incorporated in the design of the new Hercules Headquarters building. These included a 30-foot wide landscaped setback, between the Headquarter's structure and Orange Street, for the purpose of buffering the neighborhood from the high-rise; choice of a building design that would minimize shadows being cast upon the neighborhood; the location of service and parking entrances and exits away from the neighborhood on the Market Street side of the building; and the establishment of construction procedures designed to mitigate any adverse effects.

When completed, the Hercules Headquarters building will contain a number of commercial uses on its ground floor. These will primarily be targeted towards serving building occupants, but nevertheless will add to the services currently available to neighborhood residents.

In addition to and as a part of the Brandywine Gateway development the construction of an 1100-car parking garage with a health club facility is underway in the block bounded by 13th, Market, 14th and King Streets. Also in this area, a new restaurant has been located in the City's Water Works Pumping Station at 16th and French Streets. Plans to construct a five-story office building at 12th and Orange Streets have also been announced. The State Chamber of Commerce expects to become a major occupant of this new facility. The Wilmington Trust Tower, which combines the adaptive reuse of the former City Post Office with new office construction is also well underway, in the block bounded by 11th, Market, 12th and King Streets. The block immediately south of the Hercules site (bounded by 12th, Bassett, 13th and Market Streets) is at present used for surface parking but remains one of the most attractive potential office development sites in the northern portion of the CBD. Development of office/commercial uses on this site can be expected during the life of this plan.

To the south of MTB lies the heart of the CBD. This area is fully developed with few vacant sites that could have a direct impact upon the neighborhood. This is also true of the western and northern boundaries of the neighborhood where I-95 and Brandywine Park create buffers which serve to separate Midtown Brandywine from the neighborhoods beyond them.

Generally, as outlined above, it is apparent that land use trends are changing to the east of Midtown Brandywine and remaining stable on the other boundaries. These changes to the east of the neighborhood should create a renewed vibrancy in an area of the City that had previously been underutilized by parking uses. The development that is taking place is exciting both in terms of what it will do for the immediate area and the City as a whole. The City has demonstrated concern and willingness to work together with neighborhood residents to solve any existing and potential problems that new development might bring. These efforts should continue.

SUMMARY

Expectations regarding development trends within MTB have changed significantly over the past 30 years; City policy, too, has been altered to reflect changing conditions. The 1950s plan allowed for expansion of the CBD office uses and high density residential development. During the 1960s, however, the residential core of Midtown remained stable, while CBD expansion took place generally to the south of 12th Street. The 1970s brought a growing recognition of the desirability of the neighborhood and as private market investment increased, City policies shifted toward conservation. These policies have been refined in the process of producing this document. The measures proposed here will help to protect the residential quality of the neighborhood and reduce the potential of commercial intrusion. They should be used as a guide to future decisions affecting the neighborhood, whether they be made by the City, private businesses or neighborhood residents.

PREFACE

EXPLANATION OF LAND USE DESIGNATIONS

The purpose of the preface is to provide a guide to understanding the definitions and intent of the land use designations used in the Comprehensive Development Plan planning process.

Land use designations are generally based on the types of activities and characteristics associated with planned or existing development. These designations are not necessarily comparable to a specific zoning district. Zoning districts regulate specific uses, and also the density of development by specifying the height, bulk, lot coverage, and other building characteristics necessary to implement or maintain the planned development implied by the designation. There is not at this time a zoning district that would restrict development to the level of the medium-high density category without also permitting high density. Several other zoning districts will permit the development implied in other land use categories, but they do not provide controls to prevent exceeding the scale of development that is being recommended. Creation of new zoning districts more consistent with planned development densities may be necessary.

RESIDENTIAL LAND USE DESIGNATIONS

The Planning Department uses five residential land use designations, each defined by a range of population and dwelling units per net residential acre. Net residential acreage is the total acreage devoted to residential and accessory uses, excluding streets. The five designations are defined below and typical uses and the zoning districts associated with each level of density are also given.

TABLE A

RESIDENTIAL LAND USE DESIGNATIONS

<u>Density Designation</u>	<u># of Persons Per Net Acre</u>	<u># of Dwelling Units Per Net Acre</u>	<u>Typical Zoning</u>	<u>Typical Uses</u>
LOW	0 - 20	0 - 8	R-1, R-2	One family detached or large semi-detached dwellings
MEDIUM-LOW	20 - 50	8 - 20	R-2, R-2A, R-3	Large detached, semi-detached and large row or group dwellings, with multi-family conversions permitted

MEDIUM	50 - 70	20 - 35	R-3, R-4, R-5A	Row houses on small lots, row houses with conversions, garden apartments, and small apartment buildings.
MEDIUM-HIGH	70 - 90	30 - 50	Not directly provided for by any present zoning district but requires at least R-5B zoning.	Mid-rise apartments, three to seven stories usually located along major arter-ies as a buffer between them and lower density residential areas or between commer-cial districts and lower density residential uses.
HIGH	90+	50 - 200	R5B and R-5C	High-rise apartments, 8 stories and over

NON-RESIDENTIAL LAND USE DESIGNATIONS

Table B provides a description of the twelve non-residential land use designations currently in use in the Comprehensive Development Plan planning process. The designations are based primarily on use characteristics. The density of the use is controlled principally by the extent of the district. The designation, a brief description of the typical uses and the zoning districts usually associated with the activity are listed below:

TABLE B

NON-RESIDENTIAL LAND USE DESIGNATIONS

<u>Non-Residential Density Designation</u>	<u>Typical Zoning</u>	<u>Typical Uses</u>
Local Shopping	C-1	Neighborhood-oriented retail areas, typically ground floor commercial with residential above

General Commercial	C-2	Secondary business centers located along major thoroughfares.
Central Retail	C-3	Primary business center retail and personal services, professional offices, etc. (within CBD)
Central Office	C-4	Central Business District uses: corporate offices, banks, hotels, government offices, accessory parking, etc.
Special Commercial	C-6	High quality commercial and/or residential, located along major thoroughfares
Office Park	Not comparable to any current districts; potential applicability to obsolete manufacturing former school or institutional sites located in or near residential areas or on the fringe of CBD.	Low Density office uses with on-site parking and services to be located on non-CBD sites.
Heavy Commercial	C-5	Warehouse and storage yards.
Light Industrial	M-1	Assembly and fabrication.
General Industrial	M-2	Heavy manufacturing.
Parkland/Open Space	O	City parks, parkways dedicated open space outdoor recreation facilities, pedestrian ways, etc.

Institutional,
and Quasi-Public

Generally permitted
in appropriate resi-
dential and commer-
cial districts either
by right or as
special exceptions
under specified
conditions.

Hospitals, schools,
social and health
service clinics,
churches, utility
facilities.

Public

(Same as Above)

Fire stations,
community centers,
public parking, etc.,
which are directly
operated by general
purpose units of
government (City,
County, State or
Federal).

The number of land use designations used in a specific
Comprehensive Development Plan varies from neighborhood to
neighborhood. Plans for some areas may use as few as five or six
while other plans may employ all of the categories discussed above.