

NEIGHBORHOOD COMPREHENSIVE DEVELOPMENT PLAN
FOR
BAYNARD BOULEVARD
(CENSUS TRACTS 3, 4, & 5)
(FORMERLY NEIGHBORHOOD #9)

PREPARED BY THE OFFICE OF PLANNING
CITY OF WILMINGTON, DELAWARE
WILLIAM T. MCLAUGHLIN, MAYOR
NOVEMBER 1983

The preparation of this report was funded in part by the United States Department of Housing and Urban Development, which provides assistance for the development of a comprehensive Community Development Plan through the Community Development Block Grant Program.

Approved by the City
Planning Commission,
Resolution: 44-83
Date: December 1, 1983

Adopted by City Council
Resolution: 84-019
Date: January 12, 1984

(Revised to reflect the changing land use and character of the block bounded by Concord Avenue, Tatnall, West and 20th Streets by amending the Proposed Land Use Plan (Map E).

Recommended by: City Planning Commission
Resolution 5-93
Date: March 16, 1993

Adopted by: City Council
Resolution 93-022
Date: April 15, 1993

TABLE OF CONTENTS

SECTION	PAGE
I. INTRODUCTION	<u>1</u>
II. 1959 BAYNARD BOULEVARD NEIGHBORHOOD COMPREHENSIVE DEVELOPMENT PLAN.	<u>2</u>
A. 1959 LAND USE ELEMENT	<u>2</u>
B. 1959 TRANSPORTATION AND THOROUGHFARE ELEMENT.	<u>5</u>
III. EXISTING LAND USE AND CURRENT ZONING	<u>6</u>
IV. 1983 REVISED BAYNARD BOULEVARD NEIGHBORHOOD COMPREHENSIVE DEVELOPMENT PLAN	<u>7</u>
A. 1983 REVISED LAND USE ELEMENT	<u>7</u>
B. 1983 REVISED TRANSPORTATION AND THOROUGHFARE ELEMENT.	<u>12</u>
V. SURROUNDING DEVELOPMENT.	<u>13</u>

TABLES

I. RELATION OF ZONING DISTRICTS TO RESIDENTIAL DENSITY. . .	<u>15</u>
MAP SUPPLEMENT	<u>16</u>

MAP

- A 1959 BAYNARD BOULEVARD LAND USE PLAN
- B 1959 BAYNARD BOULEVARD TRANSPORTATION AND THOROUGHFARE PLAN
- C EXISTING LAND USES (NOVEMBER 1983)
- D CURRENT ZONING (NOVEMBER 1983)
- E 1983 REVISED BAYNARD BOULEVARD LAND USE PLAN
- F 1983 REVISED BAYNARD BOULEVARD TRANSPORTATION AND THOROUGHFARE PLAN
- G NATIONAL REGISTER HISTORIC DISTRICTS

I. INTRODUCTION

This document sets forth the revised Comprehensive Development Plan (CDP) for the Baynard Boulevard neighborhood. It updates the plan prepared and adopted in 1959. The Boulevard neighborhood includes Wilmington census tracts 3, 4, and 5, and is bounded by Market Street, 30th Street, the City line, and Brandywine Creek.

A companion document, the Baynard Boulevard Community Notebook, provides specific details on the neighborhood's demographics, housing, historical development, street systems, and other issues of general interest. The notebook is designed to be a statement of facts which contains no consideration of City policy and is not intended to be part of the adopted plan. Its purpose is twofold: first, to provide a background context in which the plan can be examined and understood, and second, to serve as a data base for neighborhood residents, business persons, and City staff.

This document, which will become the plan for the neighborhood after approval by City Planning Commission and adoption by City Council, contains specific recommendations on land use and transportation issues. It has been prepared with extensive community input through a planning process that has extended over several years. As was the case with the 1959 Plan, the revised plan will remain valid as long as it reflects a community consensus, and there is no significant change in the conditions and assumptions on which it is based.

The March 1959 plan, entitled "A Planning Study for Neighborhoods Nos. 9 and 10," was one of a series of Neighborhood Comprehensive Development plans prepared during the late 1950s. These plans, which were prepared by nationally recognized planning consultant, Harold M. Lewis, represented the first coordinated and comprehensive attempt to plan for the future development and stability of Wilmington and its individual neighborhoods. The initial series of planning reports were prepared for and adopted by the Wilmington Planning Commission, and together comprised the City's Comprehensive Development Plan; with few exceptions, they have withstood the test of time in an admirable fashion.

The preparation of the original comprehensive plan was followed by adoption of a Revised Building Zone Ordinance and Map in January, 1962. The same consultant was employed to develop the revised code and map. As a result, the new code implemented many of the major land use policies that were recommended in the planning studies.

II. 1959 BAYNARD BOULEVARD NEIGHBORHOOD COMPREHENSIVE DEVELOPMENT PLAN

Maps A and B illustrate the land use and transportation elements of the 1959 Baynard Boulevard Neighborhood CDP. Both elements are reviewed below in terms of their original recommendations and subsequent implementation actions.

A. 1959 LAND USE ELEMENT

RESIDENTIAL USE: The 1959 land use element had as its primary objective the preservation of the neighborhood's single-family character. Almost three-fourths of the blocks in the planning area were designated to remain at the same medium-low or medium density at which they were initially developed during the late nineteenth and early twentieth centuries. In Wilmington, these densities are typified by detached, semi-detached and row house dwellings located on average-sized lots. As shown on Map A, medium-low density uses (detached and semi-detached dwellings) were the predominant designation between Broom and Monroe Streets, while medium density uses (row houses) were the primary proposed use between Monroe and Tatnall Streets.

The 1962 Revised Zoning Ordinance and Map implemented these recommendations by zoning the land between Broom and Monroe Streets, exclusive of the Boulevard District (see discussion below), R-2. The R-2 district provides well for the recommended medium-low densities. It permits detached and semi-detached residential uses, but does not permit the conversion of single family dwellings to apartments. The area generally bounded by Monroe Street on the west and West Street on the east, which had been designated for medium density uses, was zoned R-3 and R-4. The R-3 district was designed exclusively for one-family row houses, while the R-4 district was designed to allow further conversions of houses that were large enough for two- and three-family apartment buildings, in areas where large number of conversions had already occurred. At present, the original R-2, R-3, and R-4 zoning districts established in 1962 have remained virtually unchanged (see also Map D).

What is commonly recognized as the most important aspect of the 1959 plan dealt with the blocks that lined Baynard Boulevard itself (referred to above as the Boulevard District). It had become apparent at that time that these graceful, large homes were becoming problems to the neighborhood due to the higher maintenance costs, smaller family sizes, and upper class flight to the suburbs. In order to preserve the rich architectural heritage of the Boulevard District, the plan designated the area for low density apartment uses, a use which was to be implemented through the conversion of these stately homes to apartments. In terms of persons and/or dwelling units per acre, the low density apartment designation used by Lewis is equivalent to the medium-high density designation used in more recent planning documents.

When the revised zoning ordinance was adopted, the Boulevard District was zoned R-5B (Apartment House Medium Density) as a means of implementing the plan's recommendation. Although this zoning permitted the conversion of the area's large homes, it also permitted new construction of much higher density apartments. After a period of a ten years and the development of one apartment complex, neighborhood residents became concerned that the plan's recommendations were not adequately implemented by R-5B zoning. After much community discussion, the R-2A zoning district (Boulevard Residential) was proposed. This district applies much more stringent controls to new development, thereby encouraging the conversion of these large homes. The R-2A amendment was adopted in 1972.

The decline in population that the City has experienced over the last 20 to 30 years was not anticipated when the first series of neighborhood land use plans were prepared. To the contrary, the logic of the time suggested that the City's population would continue to increase, and, therefore, demands for high density housing sites would need to be addressed. Given this perspective, the 1959 plan designated three separate areas for high density redevelopment. The areas so designated were selected on the basis of sound planning principles which considered their proximity to major arteries, public transportation corridors, the central business district, secondary commercial areas, and City parks and schools. As shown on map A, the proposed high density sites included all of the blocks south of 19th Street between Broom and Tatnall Streets (excluding the existing institutional uses); the majority of the blocks north of 22nd Street extending to 30th Street between Market and both frontages of Tatnall Street; and the area bounded by Jefferson, West, Concord Avenue, and both sides of 22nd Street.

COMMERCIAL USES: The 1959 plan designated two types of commercial uses for the Baynard Boulevard area; they were commercial/local shopping, and heavy commercial/wholesale and storage. Four individual areas, each located along the neighborhoods' major thoroughfares, were designated for commercial/local shopping uses; they included substantial sections of the Market Street corridor, Concord Avenue between Monroe and Van Buren Streets, Concord Avenue at Broom Street, and the intersection of 30th and Washington Streets. Compared to the zoning that was in effect at the time that the plan was adopted, the plan's recommendations represented a significant reduction in the total amount of commercially designated land. Under the old zoning, commercially zoned land extended the entire length of Market Street and west from Market to Jefferson Streets along Concord Avenue, 27th, and 29th Streets. The revised Zoning Code brought the commercially designated land (C-2, Secondary Business Centers, and C-1, Neighborhood Commercial) more in line with what had been proposed in 1959.

The area west of Broom Street between 23rd and 30th was designated for wholesale and storage uses based largely on existing uses and the area's proximity to rail service and thoroughfares. The revised zoning map zoned the land C-5 (Heavy Commercial District). This district remains unchanged, although current uses and neighborhood expectations have shifted.

MANUFACTURING AND INDUSTRIAL USES: No heavy industrial or manufacturing uses were planned in the 1959 plan, since none existed at the time and no undeveloped sites were deemed suitable.

INSTITUTIONAL USES: Map A shows several institutional uses which, for the most part, were already in place when the 1959 plan was prepared. The only new proposed institutional use shown on that plan was a proposed site for what is now the Evan Shortlidge Elementary School. It had become apparent during the plan preparation stage that the old Shortlidge School--Public School #30, located in the triangle bounded by Baynard, Concord, and 25th Street, was too small for the area's needs. The #30 School site also lacked sufficient outdoor recreation space. As shown on Map A, the plan recommended that the two blocks bounded by 20th, West, Concord and Tatnall Streets be used for the new school site. Ultimately, the school board chose a site two blocks to the south, bounded by 17th, West, and Tatnall Streets, and Brandywine Park.

PARKS AND OPEN SPACES: As shown on Map A, the 1959 land use plan proposed a number of small extensions and additions to the public parkland within the Baynard Boulevard neighborhood. With few exceptions, none of the proposed extensions or additions have been developed.

Concord Avenue Triangles - Five triangular pieces of land along Concord Avenue were proposed for park development. This proposal was a by-product of a recommendation that was contained in the transportation element of the plan to widen Concord Avenue to 80 feet. If widened, the five parcels would have become too small to permit other non-public uses. As shown on map A, the proposed triangular parks were to be located at 25th and Concord Avenue, Van Buren and Concord Avenue, two sites at Madison and Concord Avenue, and the last at Washington and Concord Avenue. Only the parcel on the east side of Madison Street and a portion of the Washington Street triangle have been established for passive park uses. The widening of Concord Avenue became unnecessary because of the development of I-95.

Additions to Existing Parks - The 1959 plan proposed four additions to the area's existing parks, i.e., Brandywine, Tatnall Street, Eastlake, and Haynes. Only the Haynes Park Extension, however, has been officially added to the park system. The Tatnall Street playground was proposed to be expanded to the south towards 23rd Street, while Brandywine Park

was to be extended north to 18th Street, utilizing the bed of Tatnall Street and lands to the east. Though this site has been developed for playground purposes, it was done so as part of the improvements undertaken when the new Shortlidge School was built. The portion of the land along Glen Avenue is part of Brandywine Park, while the portion along 18th Street is part of the school property.

The final extension of park system recommended in 1959 was a bit more ambitious and, as with the Concord Avenue triangle, was related to a recommended change in the transportation element. The plan proposed that Eastlake Park be expanded to the south (towards 29th Street) and east (towards Jefferson Street). A green-space pedestrian link between Jefferson and the neighborhood commercial area planned at 30th and Washington Streets was also included. The commercial area at 30th and Washington Streets was designated for development as a result of the Washington/West Street arterial connection to downtown, which is discussed in the transportation element.

B. 1959 TRANSPORTATION AND THOROUGHFARE PLAN ELEMENT

The 1959 Transportation and Thoroughfare element (Map B) shows the primary and secondary thoroughfares as designated and/or proposed. The primary thoroughfares include Market Street, Concord Avenue, and Washington and West Streets. The secondary thoroughfares, or collector streets as they are also known, included 18th Street, Baynard Boulevard, Broom, and 29th and 30th Streets, with the latter two operating as a one-way paired system. With the exception of West Street, which was proposed to become a part of a one-way paired system with Washington Street, all of the above were functioning as designated at the time the 1959 plan was adopted. Although the character of traffic patterns and levels have fluctuated to some extent in the intervening years, these streets continue to function as originally designated in the plan, but at a considerably lower volume on the thoroughfares because of the opening of I-95.

The proposal involving West and Washington Streets was the most ambitious feature of the 1959 transportation element. Its purpose was to improve the north/south movement between the Central Business District and the northern City and suburbs. The proposal included a new bridge over the Brandywine to be located at West Street, linking Midtown Brandywine to Baynard Boulevard. It also included widening the right-of-way of both West Street (50'-ROW) and Washington Street (60'-ROW) to 70 feet between the north edge of Brandywine Park and 30th Street. West Street, which was to carry northbound traffic, was to diagonally bisect the block between 30th and 31st Street and intersect with Washington Street at 31st Street. The areas surrounding this proposed intersection were planned for commercial/local shopping development. From 31st Street north, Washington Street was planned to carry all traffic.

This project, however, was never undertaken, since the need for a new West Street bridge was eliminated by the construction of

I-95. When completed, the interstate system dramatically changed the character of traffic movements citywide. Rather than being characterized primarily by north/south movements in and out of the Central Business District, the traffic axis shifted to an east/west movement between the CBD and the interstate system.

Other features on the 1959 transportation element included recommendations regarding abandonment or widening of several existing and paper streets. In addition to widening Washington and West Street, the plan also recommended a major 20-foot widening of Concord Avenue along its north side between Market and Broom Streets, and a widening of Broom Street north of its intersection with Baynard Boulevard to 70 feet from 50 feet. None of the street widenings proposed in the plan proved necessary after the opening of I-95.

Several streets were recommended to be closed and abandoned, including:

21st Street, between Tatnall and West Streets;

Moore Street, between 26th and 29th;

Elliott Street, between Concord Avenue and 25th Street;
and

Portions of 23rd, 24th, 27th, 28th, and 29th Streets
(west of Broom Street).

Except for the unopened part of 21st Street nearest to West, none of the above streets have been closed, although most, particularly the ones west of Broom Street, are paper streets which have never been opened or paved. An additional street, 17th Street, between Tatnall and West, was closed for the construction of the Evan Shortlidge School.

Only one new street, the establishment of the paper Rodney Street linking 23rd to 25th Street west of Broom, was recommended in the 1959 plan.

III. EXISTING LAND USES AND CURRENT ZONING

Maps C and D show the existing land use and current zoning for the Boulevard neighborhood. With surprisingly few exceptions, the existing uses have not changed dramatically since 1959. The most notable additions are the Electra Arms at 18th and Broom, the Wilmington Housing Authority Baynard Apartments at 18th and Jefferson, the new Shortlidge School at 17th and Tatnall, the Baynard House Condominiums (formerly P.S.# 30), the Terry Apartments at 25th and Broom Streets, Delaware Childrens Bureau on Baynard Boulevard, and the construction of scattered medical office buildings in the C-5 and R-2 zones. New single-family housing construction in the neighborhood has been limited to the Park Place town house development at 18th and Monroe.

IV. 1983 REVISED BAYNARD BOULEVARD NEIGHBORHOOD
COMPREHENSIVE DEVELOPMENT PLAN

A. 1983 BAYNARD BOULEVARD LAND USE ELEMENT

The goal of the revised land use element remains largely the same as that of the 1959 element, that being to preserve the viability of the existing single-family neighborhood. The revised plan recognizes that the amount of land needed for future high density development is considerably less than was originally proposed in 1959. Map E shows the revised land use element as recommended for adoption in 1983. With the exception of the several areas of major substantive change discussed below, the plan retains many of the land use features incorporated in the original 1959 land use element.

LAND USE DESIGNATIONS:

The revised plan distinguishes between neighborhood shopping and general commercial areas, which was not the case in the 1959 plan where both types of uses were grouped in one category. Neighborhood shopping, which is presently implemented through the C-1 zoning district, has been designated for the two small commercial areas on Concord Avenue. General commercial or secondary retail uses, which are implemented through C-2 zoning, have been limited to the existing C-2 zones along Market Street and at the intersection of Concord Avenue and Broom Streets. With the exception of the above the land use category designations used in the revised plan are basically the same as those used in the 1959 plan.

Table I on page 16 identifies the relationship between CDP and use designations and current zoning districts.

AREAS OF SUBSTANTIVE CHANGE 1959 - 1983

Area I: Land west of Broom Street between 23rd and 30th Streets

The area adjacent to the western frontage of Broom Street, which was designated for heavy commercial use in 1959, has proved to be the primary focus of concern among residents and City policy makers since the current plan revision was first undertaken. Dissatisfaction with the prospect of additional heavy commercial development, combined with the realization that the current C-5 zoning permits high density residential as well as wholesale and storage uses, has been at the center of public concern. In addition, during the last few years, various alternative residential development proposals have been offered for what has come to be known as the B & O Railroad Tract, located south of 25th Street.

In an attempt to resolve the situation, lengthy discussions have been held with residents on the type of development most suitable for this area. Since different treatments are proposed for the lands north and south of 25th Street, each sub-area is discussed separately below.

a. LANDS NORTH OF 25TH STREET

North of 25th and west of Broom Street, only one of the current uses require the existing C-5 heavy commercial zoning--an automobile body shop. Given the residentially incompatible uses allowed by C-5 zoning, the area's close proximity to residential areas, the absence of C-5 uses at present, and the area's general unattractiveness from a residential standpoint, there is general agreement that a controlled commercial/office park type development is best suited for this area.

Such a commercial area would of necessity, however, have to exclude ground-floor retailing of foods or beverages or restaurants, as these "convenience stores" generate traffic at levels and times that are unacceptable for an adjoining residential area. Density controls would also be required to keep development in scale with the surrounding neighborhood and to insure that all parking is handled on-site.

To implement this policy, the existing C-5 zoning should be changed to a new zoning district, to be known as C-2A. This new district, which would incorporate the controls discussed above, appears to have solid support among neighborhood residents.

b. AREA BETWEEN SALESIANUM SCHOOL AND 25TH STREET

The land south of 25th Street is proposed for medium density residential use, with continuous access connecting both 23rd and 25th Streets, and with the further limitations discussed below. The current C-5 (heavy commercial) zoning should be changed at an early date to R-3 (One-Family Row Houses) which is an appropriate district for the designated density. If implemented, this change would make three existing small commercial uses nonconforming.

Designating the land south of 25th Street, particularly the tract still owned by the railroad, for medium density uses, as discussed below, provides an opportunity to develop either town houses, semi-detached units, or a mix of each on a basis acceptable to the community and consistent with the density considerations discussed below. More importantly, it will remove the threat of incompatible uses permitted by the current C-5 zoning. Neighborhood residents in the adjoining area generally appear to support a change to R-3 as an immediate cure; this would permit row housing, as well as semi-detached units.

The plan designation of medium density uses, even with the recommendations for a change in zoning from C-5 to R-3 is with the clear understanding that a row house development which meets

only the minimum standards of the R-3 zone, (16'x100' lots), and which would result in densities of 30 to 35 units per acre, in the mid to upper end of the medium density scale would not be consistent with the plan density. A mixed development of town houses and semi-detached units, or a town house project comprised of units having lot sizes substantially above the minimum prescribed for the R-3 zoning district would be consistent with the planned density.

RAILROAD-OWNED TRACT / FACTS, CONSTRAINTS AND MARKET POTENTIAL

The following discussion seeks to clarify the issues involved in the potential development of the railroad owned tract. It reflects a number of factors including community input, a check of current and future market trends, a field survey and practical judgment.

The railroad-owned tract is a roughly triangular parcel of 4.7 acres. It is the largest undeveloped parcel of land outside of the floodplain or Cherry Island with potential for residential development. Of the total area of 4.7 acres, no more than 2.5 acres are actually developable for residential purposes, because the site is constrained by several factors. Approximately one acre is undevelopable due to the steep slope along the southern edge of the parcel (boundary with Salesianum). In addition, any development must include provision for a noise attenuation buffer between the site and the adjacent railroad and I-95. This buffer could utilize between 1/3 and 1/2 acre. Likewise, the required new street right-of-way would necessitate an additional 1 to 1 1/3 acres.

The existing infrastructure--water, sewer, and street capacity--is adequate to accommodate on the 2.5 developable acres the 30 to 50 housing units per net acre characteristic of medium high density residential areas, but site constraints will limit acceptable development to the lower part of the range of 20 to 35 units per acre characteristic of medium density. Accordingly, the site is designated on the plan as medium density, with the understanding that the number of dwelling units per net acre should be at the lower end of the medium range.

In its present condition, the parcel is principally occupied by a variety of large trees and scrub vegetation. The only improvement is an abandoned rail siding located in the center of the tract. For many years the parcel has been the site of illegal dumping activities which have included the disposal of used building materials, old appliances, household furniture, and lawn clippings. No evidence that the sight is or has been used for disposal of household garbage was found on a recent site visit by the Office of Planning. There are very few effective means of prevention available either to the railroad owner or to public authorities so long as the site remains vacant and isolated from the adjacent community. Since the site is frequented by neighborhood children, it is imperative that appropriate use of the land be encouraged as soon as possible to end this neighborhood nuisance.

Much of the community feels strongly that the preferred type of development for the railroad-owned tract is single-family semi-detached dwellings characteristic of much of the nearby area. A townhouse project, provided that it is of high quality, or a mix of townhouses and semi-detached units could be acceptable to a substantial number of nearby residents, provided that the developer was sensitive to neighborhood concerns regarding parking, circulation, average lot size, and aesthetic appearance. These questions should properly be addressed during the subdivision review required for any new development on the site. Since a new public street is required by the plan, City Council approval of the subdivision plan would be required before it could proceed.

In an informal survey of local residential developers, the Office of Planning found opinions were mixed regarding the feasibility of a semi-detached project on this site. One developer expressed the opinion that a semi-detached development in the high \$70,000 range would be very marketable. In order to be successful, however, he indicated that the land would have to be available at a low price and the project would have to be undertaken by a small volume builder who could market and sell individual units as they were built.

If the price of land remains at the level in the earlier proposals for this site--in the half-million dollar range (approximately \$100,000 per gross acre)--lot cost per unit would exceed \$12,500 for semi-detached housing, which would place the land to building value ratio above a level generally considered marketable. If the land price remains unchanged, the only financially feasible project would be a row house or other medium density use. Rezoning will increase the likelihood of the land being developed only if it results in lowering the land cost per unit.

Area II: - Blocks South of 19th Street Adjoining Brandywine Park

As noted earlier, this area was one of the three that was designated in 1959 for high density development. Of the three areas, only this one has experienced any substantial redevelopment, principally the high density Electra Arms and Baynard Apartments, and the medium density Park Place row house development. Given the changed outlook on the need for additional high density sites, the blocks designated for high density use in this area have been decreased to include only those sites already developed at high densities. As a result of this policy change, the majority of the blocks south of 19th Street have been redesignated to reflect current uses. The portions of the block bounded by Washington, Eighteenth, Jefferson, and Nineteenth Streets not occupied by the Baynard Apartments has been redesignated from high density to medium density residential use. The east side of the 1800 block of Washington Street has been changed from high density to medium high density.

The west side of the 1800 block of Franklin Street has been designated for medium low density use, as has the portion of the block bounded by 18th, Monroe, 19th, and the Boulevard that is not occupied by the Temple Beth Shalom. The block bounded by Van Buren, 18th, Monroe, and 19th Streets, has been changed to a combination of medium low and medium density uses, reflecting current development. Where it will not create excessive numbers of nonconforming uses, it is recommended that appropriate areas along 18th and 19th Streets, between West and Van Buren Streets be rezoned to lower intensities--R-2A for medium high density areas, R-3 for medium density areas, and R-2 for medium low density areas.

The balance of this area, (i.e., east of West Street and south of 19th Street) which the revised plan redesignates for medium density use, should be rezoned from R-5C to R-3. Land use within this area is primarily limited to row houses, few of which have been converted to apartments. This change is consistent with the cultural resources survey which has identified portions of this area as a potential historic district.

Area III: - Blocks West of Market Street Corridor

This is the second of the three areas that was previously designated for high density residential use. Unlike Area II above, high density redevelopment has not occurred to any extent. The revised plan recommends that this area (with the exception of the existing commercial centers on Market Street) be redesignated for medium density use. As with Area II, this recommendation is consistent with the cultural resources survey which indicates potential eligibility as a National Register Historic District for the area surrounding 22nd and Tatnall Streets. In implementing this revision, it is recommended that the existing R-5B zone be changed to R-3 between 22nd and 28th Streets along Tatnall.

Area IV: - Blocks Surrounding the Intersection of 22nd and Washington

This is the third of the three areas previously designated for high density residential use and like Area III above, it has not experienced such redevelopment. It remains primarily row housing, some of which has been converted to multi-family use. The revised plan changes the designation to medium density. No implementation action is necessary, as the area is appropriately zoned R-4 (One-Family Row Houses with Conversions).

Area V: - Blocks Surrounding the Intersection of
30th and Washington Streets

This area, which is partly within the Northwest Analysis Area, was originally designated for commercial development. It is located at the junction of the previously proposed Washington--West Street connector. Existing commercial development is limited to corner commercial uses. The revised plan designates the area medium density residential, which is consistent with the existing land use. In implementing this revision the existing C-1 zoning district (Neighborhood Shopping) should be rezoned to R-3 (One-Family Row Houses), which would also permit continuance of the existing corner commercial uses.

Area VI: - Blocks West of the Boulevard Between 23rd and 25th

In the initial drafts of the revised plan, the medium high density district along Baynard Boulevard was shown to correspond with the existing R-2A zone. Residents of the area bounded roughly by 23rd, Broom, 25th and Harrison Streets, expressed concern about future conversions and/or new apartment construction given that the area already contains the high density Terry Apartments and the four story apartment building at 24th and Harrison Streets. Since few of the existing houses are suitable for conversion under the R-2A standards; the medium high density designation has been changed to medium low for the portions of this area not occupied by apartment building. Consideration should be given to changing the zoning of the area from R-2A to R-2.

B. 1983 BAYNARD BOULEVARD TRANSPORTATION AND THOROUGHFARE ELEMENT

The 1983 revised Transportation and Thoroughfare Element for Baynard Boulevard differs in four areas from the 1959 element. Each change is discussed below under its own heading.

Deletion of West Street as a Primary Circulation Route.

This change is primarily a housekeeping item, as plans for the Washington and West Street connector were discarded long ago. The revised element calls for no change from the existing network. It shows Washington Street functioning as a primary circulation route in both directions and leaves West Street as an undesignated minor street.

Deletion of Proposed Right-of-Way Widening.

The 1959 plan had proposed the widening of several major streets, among them Washington, West, Concord, and portions of Broom Street. Construction of Interstate 95 in the mid-sixties rendered the proposed widenings unnecessary, and therefore, they have been deleted from the revised element. Likewise, no new widenings have been proposed.

Deletion of Proposed Street Closings

The 1959 element also proposed that several minor streets, some open and others of which were only paper streets, be closed and/or removed from the City map. In the intervening years, none of the open streets, however, have been closed. In the case of paper 23rd, 24th, 27th, and 28th Streets, (west of Broom Street), the revised plan continues the 1959 recommendation, by showing these streets as having been deleted from the City map. Also deleted is the bed of 17th Street and Tatnall Street on what is now the site of Shortlidge School.

New Street Linking 23rd to 25th on the B & O Tract.

The most important aspect of the revised Transportation and Thoroughfare Element is a recommendation that 23rd and 25th Streets be linked by a public street as part of any future development on the B & O tract. The 1959 Plan had shown the paper Rodney Street linking 23rd and 25th. An exact right-of-way location, however, is not shown at this time, as this is a decision that should be made on the basis of a proposed development plan. Including this recommendation as part of the adopted plan will automatically require subdivision approval by City Council when development is proposed for this site. As a result, an opportunity for public input regarding any development plans will be provided before both City Planning Commission and City Council.

V. SURROUNDING DEVELOPMENT

The area adjoining Baynard Boulevard is for the most part already developed. In the case of Brandywine Park on the southern boundary and I-95 on the west, the neighborhood will not be affected by future development due to the distance separating the areas. In the case of the northern boundary, 30th Street, the area north of 30th Street is already developed with park, residential, and institutional uses, and no redevelopment is expected over the life of the plan.

The area's eastern boundary (Market Street) is an area in which redevelopment can be expected to occur. The revised Baynard Boulevard Plan has treated Market Street as if it was entirely within the plan's boundaries in order to treat this corridor uniformly. Minor changes that have been incorporated east of Market Street have the effect of amending the 1976 Price Run CDP. The changes that have been made have primarily been related to a reduction in the amount of commercially designated land in order to make it conform with existing uses and potential redevelopment sites. The area below Vandever Avenue and east of Market Street is likely to be the area in which redevelopment adjoining Baynard Boulevard is most active in the near term. Spurred by the mixed use redevelopment of the former Sayer Brothers' Laundry property along the Brandywine, it is anticipated that additional mixed use

redevelopment will occur in the area bounded by Market Street, Vandever Avenue, Brandywine Creek, and Jessup Street. This area is entirely within the Waterfront Pilot Plan planning areas and is designated for mixed use commercial and residential use. It is anticipated that any redevelopment in this area will have only positive effects on the Baynard Boulevard area, particularly the Market Street corridor, as additional uses will help to stimulate Market Street economic vitality.

TABLE I

RELATION OF ZONING DISTRICTS TO RESIDENTIAL DENSITY AND LAND USE INTENSITY

<u>Zoning District</u>	<u>Highest Density Housing Uses (1)</u>	<u>Maximum Units/Net Acre (basis)</u>	<u>Net Density, District Plans</u>	<u>Gross Density, City-wide Plan</u>	<u>Maximum Land Use Intensity</u>
R-1	Detached Single Family	6 (lot size)	Low (0-8)	Lower	4.0
R-2	Semi-detached Single Family	17 (lot size)	Medium Low (8-20)	Medium	5.0
R-3	Row Single Family	27 (lot size)	Medium (20-35)	Medium to Higher	5.5
R-2A	Apartment	43 (lot/family 1,000 sq.ft.)	Medium High (30-50)	Higher	5.5
R-4	2-Family Row	48 (lot/family: 900 sq.ft.)	Medium high (30-50)	Higher	5.7
	Apartment	73 (lot/family: 600 sq.ft.)	High (50-200)	Higher	6.5
R-5A	Apartment	87 (2)	High (50-200)	Higher	7.0
R-5B	Apartment	225 (2)	High (50-200)	Higher	8.0
R-5C	Apartment	390 (2)	Very high (200+)	Higher	8.5

Notes:

(1) Other types of housing permitted would result in lower density.

(2) Based on maximum permitted floor area ratio and 675 gross sq.ft. per dwelling unit.

MAP SUPPLEMENT
BAYNARD BOULEVARD
NEIGHBORHOOD COMPREHENSIVE DEVELOPMENT PLAN

INDEX:

MAP

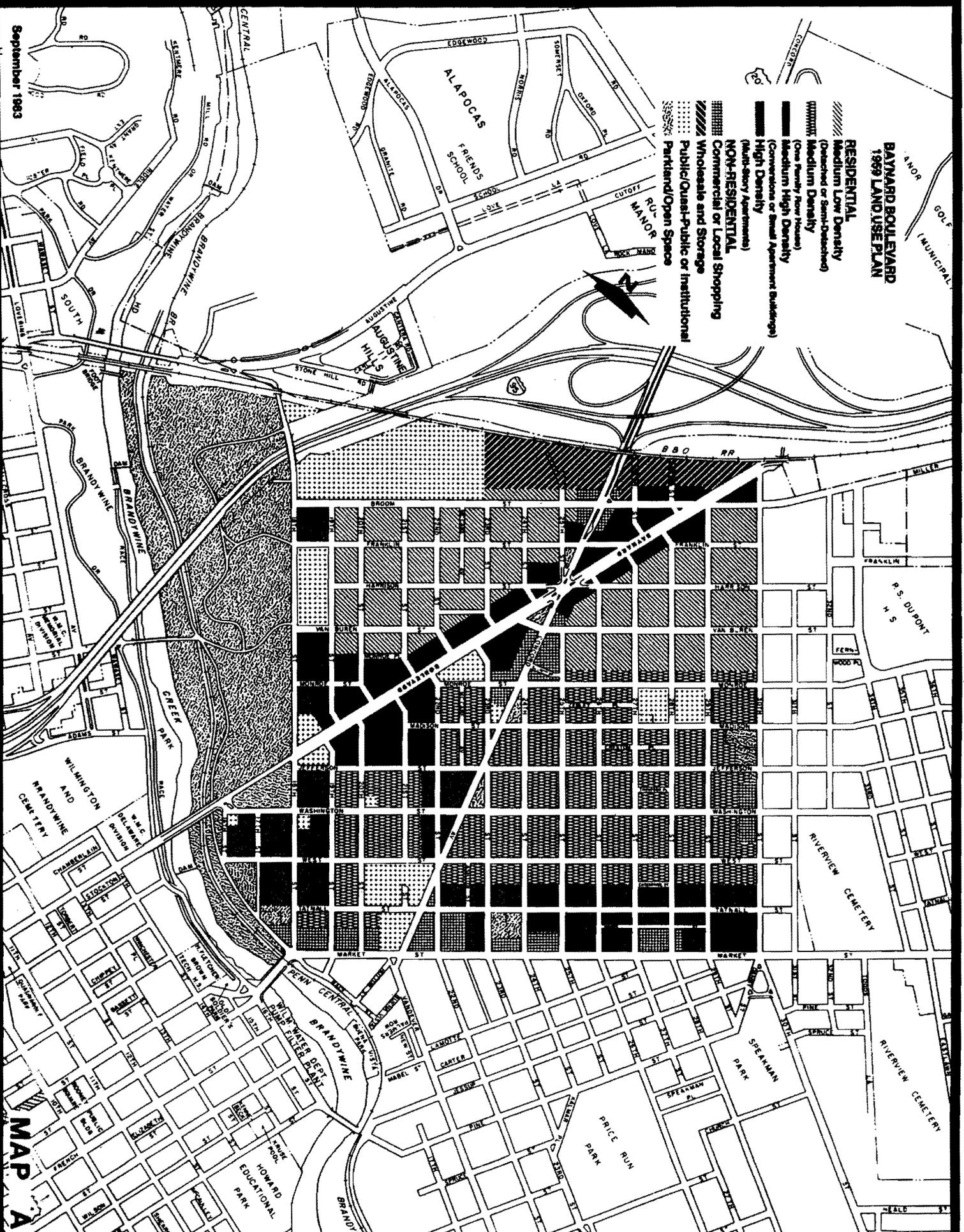
- A 1959 BAYNARD BOULEVARD LAND USE PLAN
- B 1959 BAYNARD BOULEVARD TRANSPORTATION AND THOROUGHFARE
PLAN
- C EXISTING LAND USES (SEPTEMBER 1983)
- D CURRENT ZONING (SEPTEMBER 1983)
- E 1983 REVISED BAYNARD BOULEVARD LAND USE PLAN
- F 1983 REVISED BAYNARD BOULEVARD TRANSPORTATION AND
THOROUGHFARE PLAN
- G NATIONAL REGISTER HISTORIC DISTRICTS

MF/mat

September 1963

BAYARD BOULEVARD 1959 LAND USE PLAN

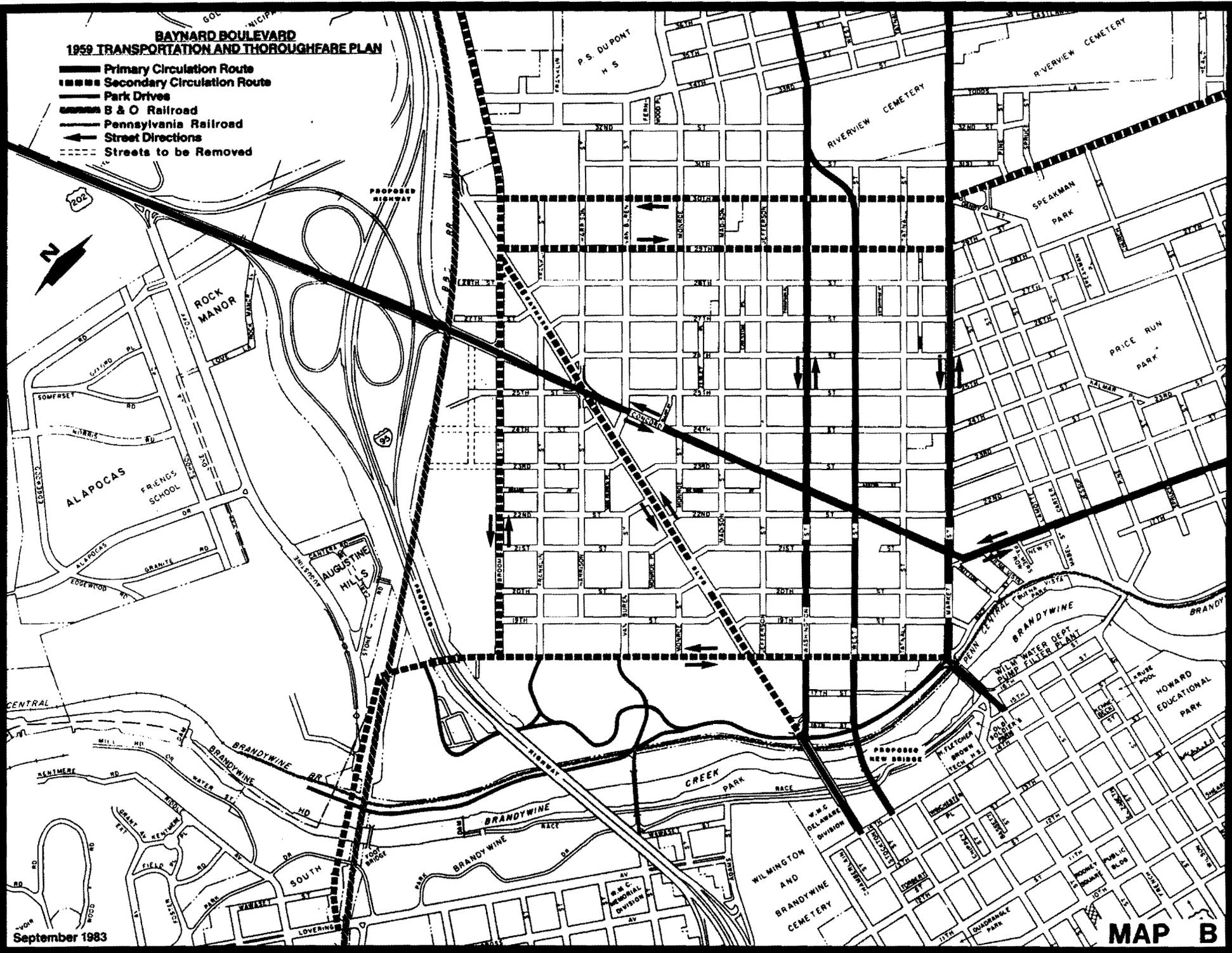
- RESIDENTIAL**
- Medium Low Density
(Detached or Semi-Detached)
- Medium Density
(One Family Row Houses)
- Medium High Density
(Conversions or Small Apartment Buildings)
- High Density
(Multi-story Apartments)
- NON-RESIDENTIAL**
- Commercial or Local Shopping
- Wholesale and Storage
- Public/Quasi-Public or Institutional
- Partland/Open Space



MAP A

**BAYNARD BOULEVARD
1959 TRANSPORTATION AND THOROUGHFARE PLAN**

-  Primary Circulation Route
-  Secondary Circulation Route
-  Park Drives
-  B & O Railroad
-  Pennsylvania Railroad
-  Street Directions
-  Streets to be Removed



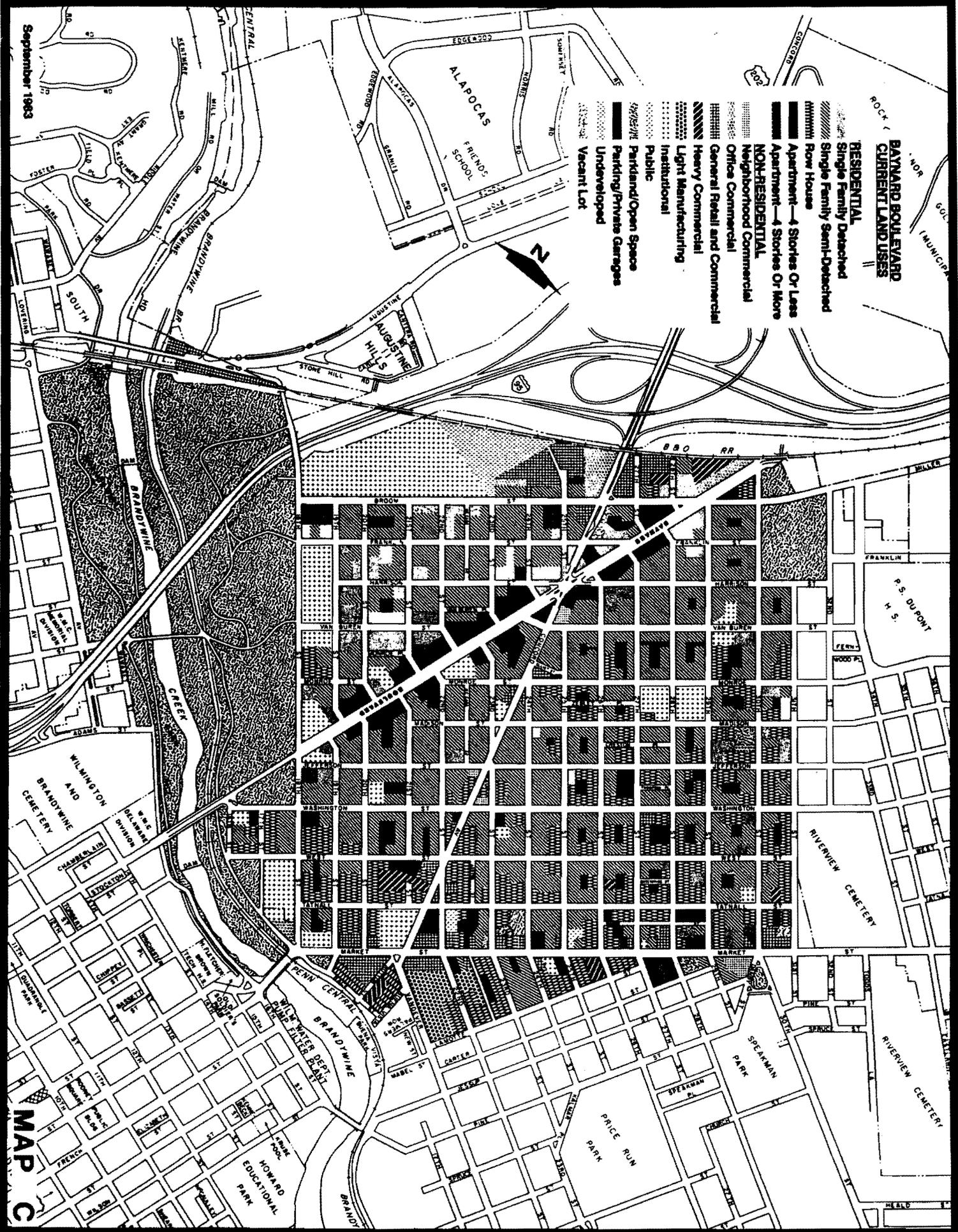
September 1953

MAP B

September 1963

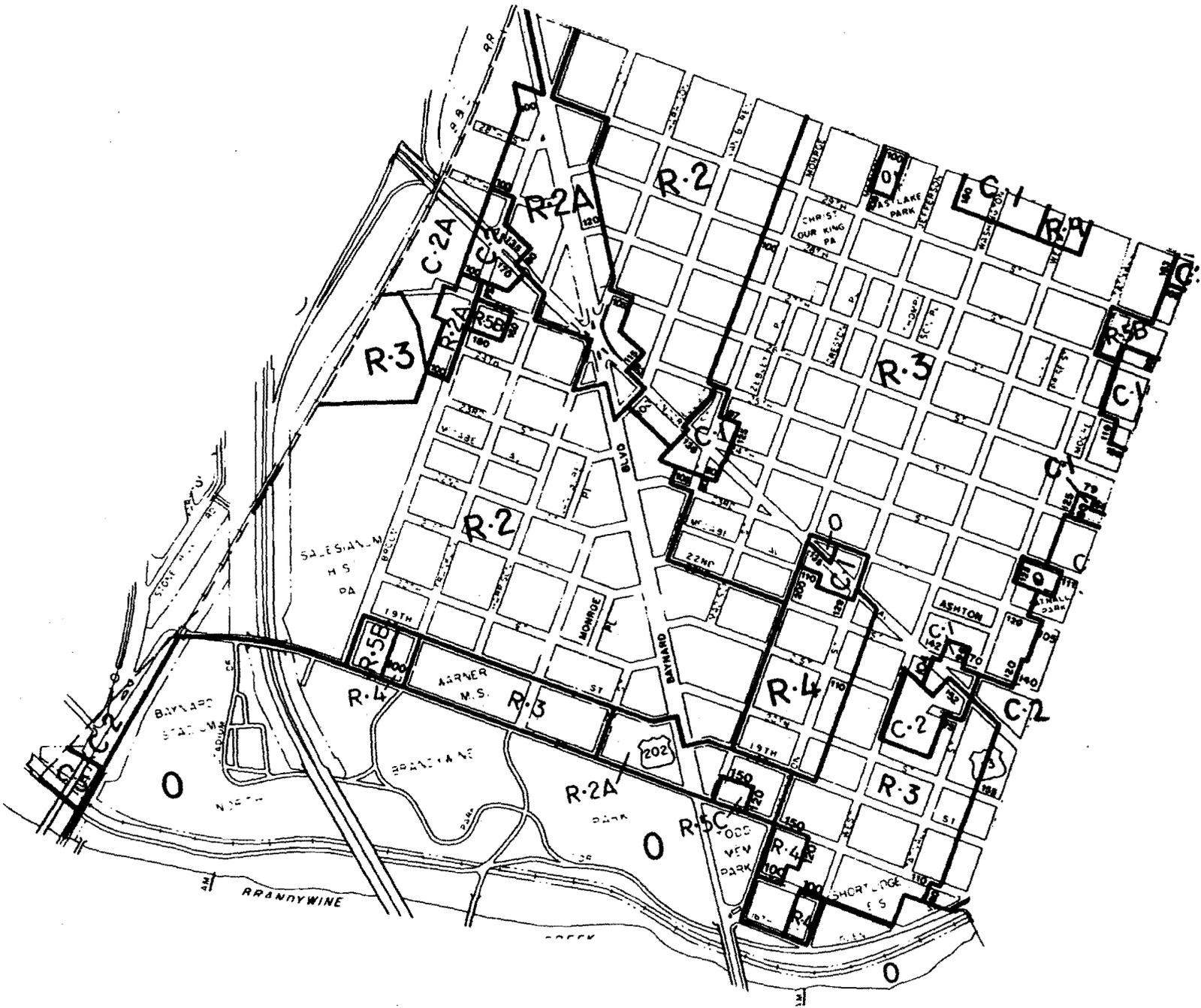
BAYNARD BOULEVARD CURRENT LAND USES

- RESIDENTIAL**
- Single Family Detached
 - Single Family Semi-Detached
 - Row Houses
 - Apartment—4 Stories Or Less
 - Apartment—4 Stories Or More
- NON-RESIDENTIAL**
- Neighborhood Commercial
 - Office Commercial
 - General Retail and Commercial
 - Heavy Commercial
 - Light Manufacturing
 - Institutional
 - Public
 - Parkland/Open Space
 - Parking/Private Garages
 - Undeveloped
 - Vacant Lot



MAP C

CURRENT ZONING BOULEVARD ANALYSIS AREA
6/22/87



MAP D

ZONING LEGEND

RESIDENTIAL

- R-1 ONE FAMILY DETACHED DWELLINGS
- R-2 ONE FAMILY SEMI-DETACHED DWELLINGS
- R-2A BOULEVARD RESIDENTIAL
- R-3 ONE FAMILY ROW HOUSES
- R-4 ROW HOUSES WITH CONVERSIONS
- R-5A APARTMENT HOUSE
(1.5 Floor Area Ratio)
- R-5B APARTMENT HOUSE
(3.5 Floor Area Ratio)
- R-5C APARTMENT HOUSE
(6.0 Floor Area Ratio)

COMMERCIAL

- C-1 NEIGHBORHOOD SHOPPING
- C-2 SECONDARY BUSINESS 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

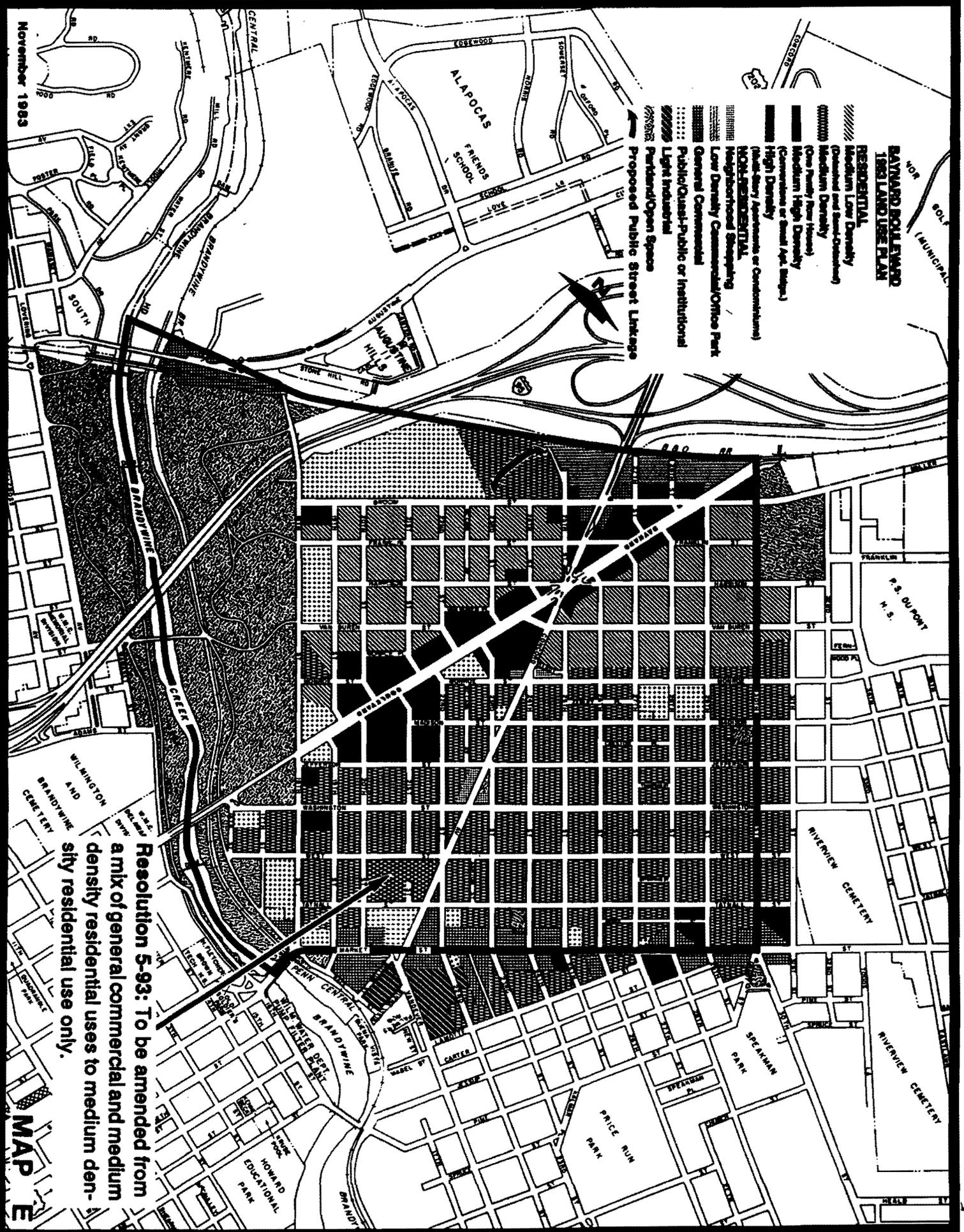
WATERFRONT DISTRICTS

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

November 1983

RAYMOND BOLLEWELL 1983 LAND USE PLAN

- RESIDENTIAL**
- Medium Low Density
(Detached and Semi-Detached)
- Medium Density
(One Family Four Units)
- Medium High Density
(Condominiums or Small Apt. Bldgs.)
- High Density
(Multi-Family Apartments or Condominiums)
- NON-RESIDENTIAL**
- Neighborhood Shopping
- Low Density Commercial/Office Park
- General Commercial
- Public/Quasi-Public or Institutional
- Light Industrial
- Purposed/Open Space
- Proposed Public Street Linkage



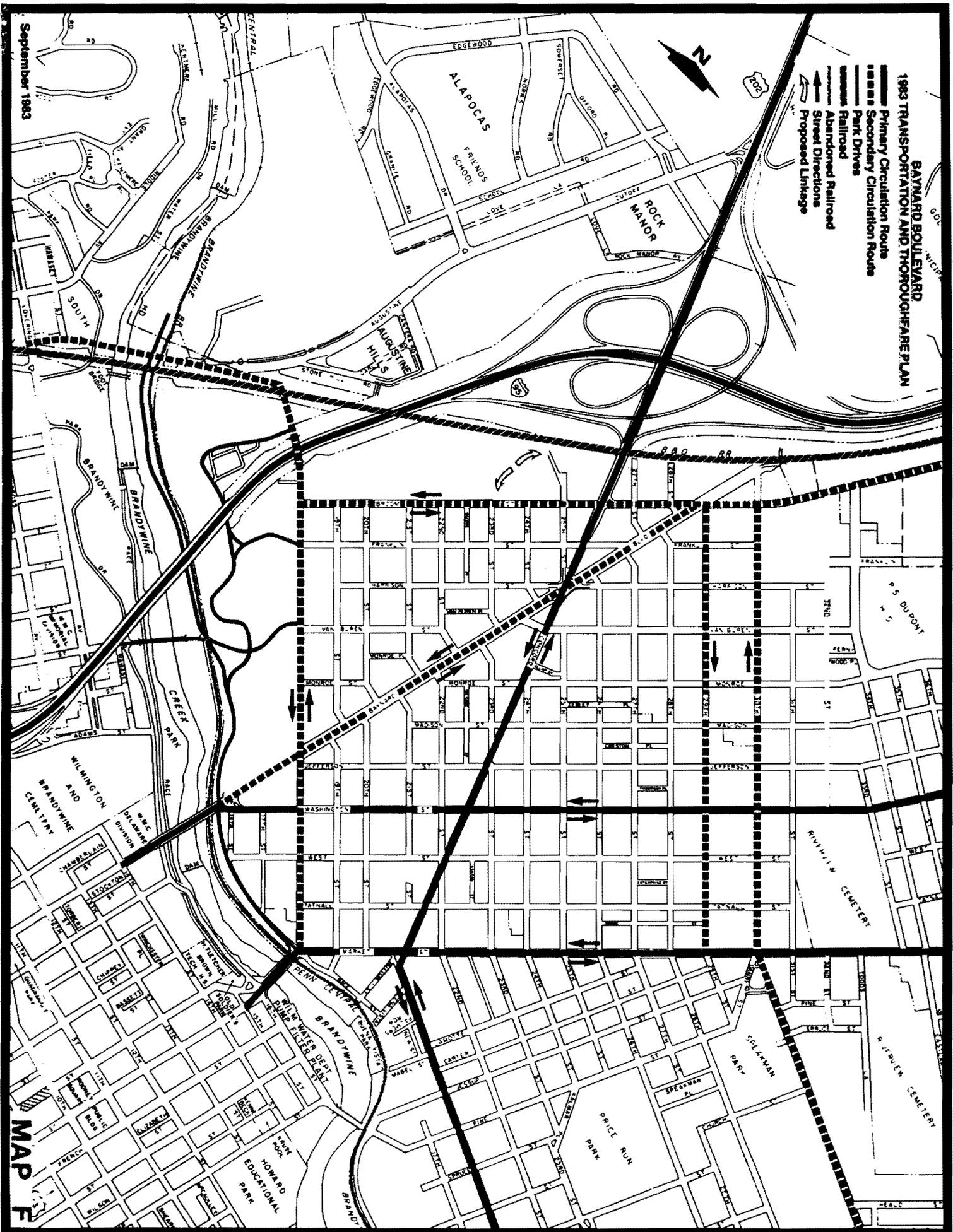
Resolution 5-93: To be amended from a mix of general commercial and medium density residential uses to medium density residential use only.

MAP E

September 1983

BAYNARD BOULEVARD 1983 TRANSPORTATION AND THROUGHFARE PLAN

- Primary Circulation Route
- Secondary Circulation Route
- Park Drives
- Railroad
- Abandoned Railroad
- Street Directions
- Proposed Linkage



MAP F

September 1983

NATIONAL REGISTER HISTORIC DISTRICTS

- Existing National Register Districts
- - - Potential National Register Districts
- ① Baynard Boulevard Historic District
- ② Brandywine Village Historic District

