



Brandywine Valley National Scenic Byway

Greenville Village Special Area Plan



July 2016

Draft for Partnership Review



Greenville Village Special Area Plan

New Castle County, Delaware

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Submitted to:

Delaware Department of Transportation
New Castle County Department of Land Use
Brandywine Valley National Scenic Byway Partnership

Submitted by:

Delaware Greenways, Inc.



July 2016

ROLE OF THE GOVERNMENTAL AGENCIES WHO PARTICIPATED IN DEVELOPING THIS PLAN

The Scenic Conservation Plan is designed to reflect the vision, goals and recommendations of the members of the general public participating in the development of the Plan. While DelDOT and the other agencies participating with the public agree in principle with the Plan and its recommendations, it must be understood that these same agencies face many different and sometimes competing priorities, a changing regulatory framework, and funding challenges. As a result, the recommendations contained herein that are assigned to an agency for implementation may be implemented on a different schedule or in a different form than anticipated in the Scenic Conservation Plan or, due to unforeseen circumstances and regulatory requirements, not implemented at all. Nothing in this statement should be interpreted that any of the participating governmental agencies are withholding support of any of the contents of the Plan.



ABOUT DELAWARE GREENWAYS, INC.

Delaware Greenways (DGI) is a statewide, community-based organization, specializing in natural and scenic resource protection and sustainable land use to improve quality of life and promote healthy and active lifestyles.

Delaware Greenways has been a leader in the development and management of byways, greenways, and trails for almost a quarter century. The organization began with an emphasis on preservation of valuable landscapes and establishment and designation of state scenic byways. Since then, Delaware Greenways has established and currently oversees the management of three of the state's byways, advocates for numerous multi-use trails and linkages across the state, and has expanded the scope of our work to cover community economic development, community wellness, eco-tourism and locally grown foods programs. We believe that the addition of these, our most recent initiatives, will help further our community focused mission of protecting community resources and promoting healthy lifestyles.

Delaware Greenways is a 501c (3) non-profit organization.

ACKNOWLEDGEMENTS

This study is the result of the efforts of many public officials and public-spirited citizens. The Board of Directors of Delaware Greenways expresses its appreciation to their important contributions to the Greenville Village Study.

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GREENVILLE VILLAGE SPECIAL AREA PLAN
PROJECT REPORT

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FORWARD

ABOUT THE BRANDYWINE VALLEY NATIONAL SCENIC BYWAY

The roadways and landscapes associated with the Brandywine Valley National Scenic Byway routes are among the most beautiful and historically significant in Delaware. The Byway encompasses the Route 52 and Route 100 corridors extending from Rodney Square in downtown Wilmington, Delaware, north to the Pennsylvania state line.

The Brandywine Valley National Scenic Byway has national significance with a direct role in three centuries of American industrial history. The lower Brandywine Creek's water powered mills and proximity to the Port of Wilmington created thriving industrial and commercial markets, and spawned the development of Wilmington and the Wilmington-Kennett Turnpike in the late-eighteenth century (now Route 52) in 1811. A direct outgrowth of the turnpike was the legacy of buildings, parks, and cultural institutions created by eighteenth and nineteenth-century industrialists. These enduring cultural contributions add to the byway's significance. With the growth of the Du Pont Company in the early twentieth-century, the byway landscape became the site for the family's country estates. The du Ponts created cultural institutions and preserved thousands of acres dedicated for public parkland, open space, and recreational lands. The rolling landscape along the Byway, made famous by the Brandywine School of artists and most notably, the Wyeths, is dotted with historic villages, bed and breakfast inns and world-renowned museums, gardens, parks and libraries. It is both nationally and internationally known as a world-class tourist destination and continues to play an important role in the region's history, culture, and economy.

The Brandywine Valley National Scenic Byway is much more than two historic roads; it is a cultural landscape that embodies the region's evolution over three centuries. It has received the imprint of multiple layers of development as represented by its changes as a roadway, from a rough Colonial trail, to a nineteenth-century toll road, to Pierre du Pont's reconstruction of Kennett Pike in 1919 as a modern "highway." These historic roads provided critical linkages between communities within the region; allowed for the transport of goods, services, and ideas; and embodied the cultural ideals and aspirations of the valley's residents. The roadways and cultural landscape of the Byway have continuously evolved over the past three hundred years and today represent the accumulated change that has occurred over that time, rather than any particular period in their evolution. In traveling the Byway today, residents and visitors experience the unique communities, vistas, and qualities of the Brandywine Valley landscape. The Brandywine Valley National Scenic Byway is special because no other historic corridor in Delaware so clearly and directly depicts the relationships between transportation, road building, the regional economy, and culture. The Byway is a unique resource with the potential to tell the story of America's transformation from an

agrarian to an industrial society with expanding opportunities, increasing diversity, and the many conflicting issues associated with growth and change.¹

A National Scenic Byway is a road recognized by the United States Department of Transportation for one or more of its intrinsic qualities. The Brandywine Valley National Scenic Byway is just one of 120 such roads in the nation including such other treasures as the Blue Ridge Parkway in North Carolina and Virginia, Hells Canyon in Oregon, the Skyline Drive in Virginia, and the Top of the Rockies in Colorado. The Byway includes the Kennett Pike and Route 100 corridors from Rodney Square in the city of Wilmington to the border with Pennsylvania.

The Corridor Management Plan identified five ‘intrinsic values’ for preservation: Scenic Quality, Natural Quality, Historic Quality, Cultural Quality, and Recreational Quality.

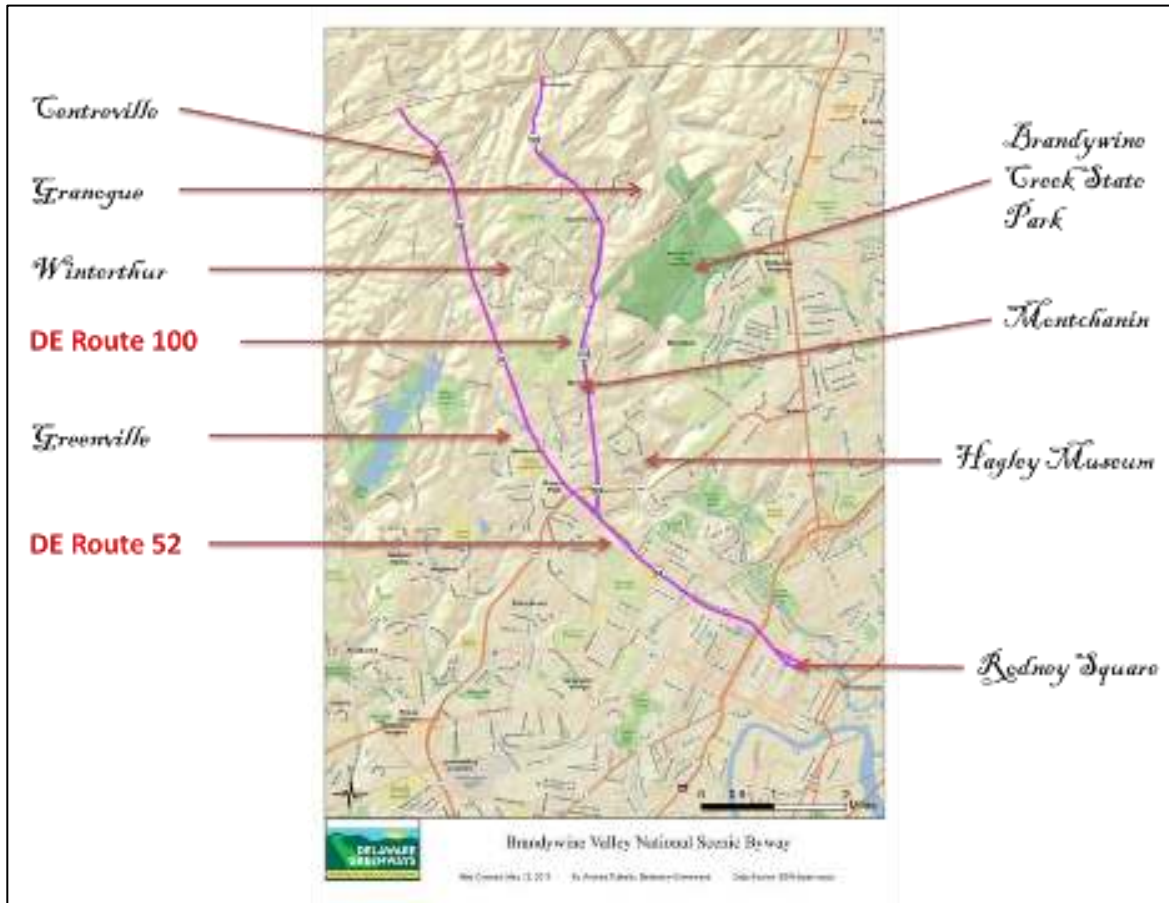


Figure i: Brandywine Valley National Scenic Byway Orientation Map

¹ Delaware Greenways, Inc., Brandywine Valley Scenic Byway Corridor Management Plan, 2005, p 1.1.

BYWAY MANAGEMENT

Managing a National Byway is largely accomplished by citizens and non-profit organizations. The Brandywine valley National Scenic Byway is fortunate to have a number of organizations responsible for its conservation, preservation and enhancement. These organizations have joined under the umbrella of the Brandywine Valley National Scenic Byway Partnership and are responsible for the day-to-day management of the affairs of the Byway. The permanent members of the Partnership are:

- Brandywine Conservancy and Museum of Art
- Centerville Civic Association
- Delaware Greenways, Inc.
- Delaware Museum of Natural History
- Delaware Nature Society
- Greater Wilmington Convention and Visitors Bureau
- Hagley Museum and Library
- Kennett Pike Association
- Member of the Business Community
- Winterthur Museum, Garden and Library
- Woodlawn Trustees

The Brandywine Valley National Scenic Byway Advisory Board was created through state legislation in 2012. Its role is to serve as an interdisciplinary advisory board to assist policymakers and other stakeholders in the ongoing effort to preserve, maintain, and enhance the nationally recognized historic, cultural and scenic qualities of this National Scenic Byway.

- Secretary, Department of Transportation - Chair
- Division of Parks and Recreation, DNREC
- The Hagley Museum & Library
- New Castle County Department of Land Use
- Kennett Pike Association, President
- State Byway Coordinator
- Woodlawn Trustees, Inc.
- Delaware Greenways, Inc.
- Westover Hills Resident
- Westover Civic Association
- Centerville Civic Association
- Delaware Nature Society
- Delaware Tourism Office
- Delaware Economic Development Office
- Longwood Gardens
- Brandywine Conservancy
- City of Wilmington
- Delaware Museum of Natural History
- Inn at Montchanin Village & Spa
- Greater Wilmington Convention and Visitors Bureau
- First State National Historical Park
- Harriet Tubman Underground Railroad Byway

INTRODUCTION

The Village of Greenville is located on Kennett Pike, just northwest of the City of Wilmington. It is a commercial district serving its generally affluent surrounding residential neighborhoods. Before it became a commercial district, it was a lumberyard at a railroad grade crossing. Surrounding it were DuPont family estates, the homes of their executives and the homes and estates of other affluent and influential people. As time went on, the lumberyard and the parcels of land surrounding it were developed into typical suburban shopping centers. To a large degree, the shopping centers are well maintained just like the surrounding neighborhoods. Many the residential neighborhoods exhibit period architecture, reinforcing the character of one of the most iconic valleys in the country. Yet these shopping centers lack the character of the neighborhoods surrounding them. Home to Delaware's only National Byway, the Brandywine Valley National Scenic Byway, Greenville becomes a gap in the community character appreciated by residents and visitors alike.

The Greenville Village Study will lead to a Special Area Plan designed to protect, conserve and re-imagine the Village of Greenville in context with the Brandywine Valley National Scenic Byway. Currently, the commercial center of Greenville is a collection of office and commercial space in modern shopping centers, which visually contrasts with the scenic and natural appearance of the Byway continuing north into Pennsylvania. The shopping centers are not safely walkable, nor are they accessible from the surrounding neighborhoods by foot or by bicycle except by roadway.

The Special Area Plan will provide recommendations for future development and redevelopment in a way that addresses these concerns, and provides a contextually-sensitive transition to the more scenic and historic natural viewsheds of the Brandywine Valley.

The Brandywine Valley is recognized as one of America's scenic and historic treasures. Stretching along the Brandywine River's path from Pennsylvania's Chester and Delaware Counties and into northern Delaware, the Brandywine Valley is characterized by natural areas, historic sites, and a culturally rich heritage. Residents of Greenville and the surrounding towns have expressed an interest in maintaining this characteristic atmosphere and bringing that aesthetic into the commercial center of Greenville.

The purpose of the Greenville Village Study is to:

- Ensure that the character and form of future development is reflective of, and compatible with, a broadly supported community vision
- Create greater opportunities for an accessible, multi-modal, safe, and livable commercial and surrounding area

- Preserve and enhance the beauty of the natural and man-made environment so that over time the character of Greenville will be complimentary of the Brandywine Valley National Scenic Byway.

Additionally, the study will inform the future infrastructural and design elements of the plan, as well as integrate public input and technical data.

This plan is designed to address concerns and comments from members of the public regarding livability and safety in Greenville. Particular issues include transportation, accessibility, and future development and design. Considering these matters, the plan will work to formulate solutions and recommendations that both recognize and protect both individual property rights and the scenic character of the Byway.

STUDY ORGANIZATION

The study is a collaboration of the Delaware Department of Transportation, the New Castle County Department of Land Use, the Brandywine Valley National Scenic Byway Partnership and the residents and businesses of the Brandywine Valley. Table 1-1 shows the committee members.

Table 1-1: Greenville Village Study Committee

Last Name	First Name	Organization
Anderson	Sandra	Barley Mill Road
Brady	Gerald	State House
Cesna	Valerie	NCC Dept. of Land Use
Collins	Rebecca	Brecks Lane
Cotroneo	Maureen	Carpenter's Row
Danzeisen	John	Kennett Pike Association
Dewson	Tom	Hillside Road Area
Gaadt	John	Consultant to Red Clay Byway
Gee	Bill	Centennial
Gravatt	Ann	DelDOT
Greene	Jeff	Delaware Greenways
Harkins	F	St. Josephs on the Brandywine Church
Healy		Stonegates
Healy	Sean	Westover Hills B
Hinkle	Lou	Councilman Weiner's Office
Hobbs	Patty	Major Landowner
Hudson	Deborah	State House
Inden	Herb	Office of State

Last Name	First Name	Organization
		Planning Coordination
Jacobson	Mary	NCC Dept. of Law
James	Sandra	Westover Hills A
Janssen	Paula	Janssen's Market
Killian	Cathy	Brook Valley Road
Lavelle	Greg	State Senate
LeRoy	Betsy	Pizza by Elizabeth's
Lonsdale	Kent	Ponds of Greenville
Lyons	Garrett	Applecross
Mazade	Noel	Westover/Barley Mill Area
Mazzorano	Al	Westover Hills C
McConnell	Ian	Westhaven
North	Ginger	Delaware Nature Society
Ogden	Patrick	Buck Road Area Resident
Palladinetti	Kevin	A. I. DuPont H. S.
Pettinaro	Greg	Greenville Place Apartments
Rahaim	Steve	Montchanin
Rowe	Bill	Greenville Manor

Last Name	First Name	Organization
Snyder	Elizabeth	Montchanin Road Resident
Sophrin	Leonard	City of Wilmington
Stabler	Wendie	Resident, DuPont family attorney
Stein	Karen	West Park
Stoltz	Keith	Shopping Center

Last Name	First Name	Organization
		Owner
Wakefield	LeDee	Montchanin Village Business
Walsh	Pete	Delaware Greenways Board
Weiner	Bob	County Council
Wheeler	Chris	Tower Hill School

Additionally, members of the Brandywine Valley National Scenic Byway Partnership, listed in the table assisted at the public meetings and in providing input and advice to the study team in the Forward of this report.

RELATIONSHIP TO PARALLEL INITIATIVES

This study is related to three contemporaneous studies: The Scenic Conservation Plan, the update by New Castle County of its Comprehensive Plan and the County’s Unified Development Code (UDC), and the Route 92/100 Design Charrette led by the Delaware Department of Transportation.

THE SCENIC CONSERVATION PLAN

The Byway Corridor Management Plan produced a set of goals and identified associated objectives and action steps to facilitate sustainable management of the Byway. The Scenic Conservation study and planning process was initiated out of concern for maintaining the intrinsic qualities of Delaware’s Brandywine Valley National Scenic Byway corridor in light of potential development. The final product of this work will be the Scenic Conservation Plan, which will identify a path forward to protect and preserve the beauty and accessibility of the Byway corridor and its landscapes, while providing for sustainable growth and development. Four basis reports have been prepared for that study. They are:

- The Existing Conditions Report dated February 2011
- The Viewshed Analysis Report dated January 2011
- The Trend Scenario Report dated September 2011
- The Travel Demand Report dated June 2013

The Final Report, when completed, will build upon the final report and develops a path forward that addresses the identified challenges.

The Scenic Conservation Plan has three main goals:

1. to maintain the character and experience of the Byway corridor;
2. to protect property values; and,
3. to provide safe, convenient access to the Byway corridor amenities and resources for residents, businesses and visitors.

2012 COMPREHENSIVE PLAN UPDATE

The New Castle County Department of Land Use, as required by Delaware Law, has updated the County Comprehensive Plan. The updated plan will be in effect until 2022. The Comprehensive Plan provides the blueprint for future development and redevelopment in New Castle County. Changes to the Unified Development Code, re-zonings, and capital programs must all be reviewed within the context of conformity with the Comprehensive Development Plan.

The UDC revisions are what will put the 2012 Comprehensive Plan Update into practice. Work on the UDC updates is continuing, although at this writing, it is clear that the coordination with the County's Department of Land Use by the Byway Partnership has had an impact on the UDC Revisions. Currently, the County is progressing two elements that will make a substantial difference to the Brandywine Valley National Scenic Byway. The first is in the Guiding Principles that implement the community's vision for the future by providing guidance for development and redevelopment. These Principles are designed to maintain the community's character, protect neighborhoods, manage transportation systems, and encourage sustainable development in a suitable manner that ensures a high quality of life. These principles are specifically intended to:

- Address a variety of situations, such as transit oriented corridors and suburban commercial centers.
- Establish a vision that is appropriate to the pattern of growth and the County's future land development policies.
- Streamline the approval process and increase certainty for both the applicant and surrounding neighborhoods

The Guiding Principles Document can be found at the following link to the New Castle County website document center: <http://www.nccde.org/DocumentCenter/View/12109>

The second element is the Neighborhood Preservation Overlay. This overlay is available to neighborhoods to encourage economic development, placemaking, and healthy communities in a way that protects the character of existing residential neighborhoods. The amendment creates new standards for establishing neighborhood regulations, focusing on broad characteristics that provide neighborhood character including, but not limited to, building height, setbacks, massing, open space, and streetscape elements. A Neighborhood

Preservation Overlay designation is primarily intended for neighborhoods dealing with issues of incompatible infill and structural alteration that could drastically change the appearance of residential neighborhoods and/or the streetscape. The neighborhoods along the Brandywine Valley National Scenic Byway can be expected to benefit by taking advantage of this new overlay.

DESIGN GUIDELINES

The Brandywine Valley National Scenic Byway Partnership has been leading the effort to establish Design Guidelines covering land development and redevelopment in the Brandywine Valley and for the Brandywine Valley National Scenic Byway. The Byway Partnership Design Guidelines Committee, the Greenville Village Study, and the corollary effort of the Red Clay Byway Commission to develop Design Guidelines have been underway. The advocacy of the Partnership to have the County marry all of the efforts together has taken root and the effort by New Castle County represent perhaps the most significant development arising from the continued coordination and advocacy led by the Brandywine Valley National Scenic Byway Partnership.

The Design Guidelines for the Brandywine Valley National Scenic Byway are fully described in the report for the Greenville Village Study. The guidelines, as recommended by the Brandywine Valley National Scenic Byway Partnership, and have already been submitted to the Department of Land Use, cover the following:

- Building Heights
- Building Setbacks
- Signage Dimensions
- Signage Illumination
- Number and Colors of Signs
- Utility Fixtures
- Utility Lines

In addition, the Greenville Village Study will supplement the Guidelines recommended by the Partnership.

ROUTE 92/ 100 DESIGN CHARRETTE

In 2014, a design charrette was held to determine how the intersection of Route 100 and Route 92 would look like in the future. A report was prepared concluding that the desire of the community was to preserve the historic landscape surrounding the intersection that has remained relatively unchanged since the 1800's when the DuPont family first came to prominence. Community further concluded that the roadways, which have remained largely unchanged since the 1950s, should remain, as they exist today.

However, the community recognized that there could be developments outside the Brandywine Valley that might make change necessary. To that, the community developed a graduated approach to the intersection that developed targeted improvements such as the addition of native plants and grading as a first step. The second is dressing up and relocating the stone walls, removal, and replacement of the geo-pavers with a closed system of drainage with curbs along the roadway edge. Minor geometric improvements to the intersection would be included.

Lastly would be the construction of a roundabout within the confines of the improved intersection. A series of overlook and parking areas would also be provided.

The improvements would not be implemented without the concurrence of the Brandywine Valley National Scenic Byway Partnership.

STUDY AREA

The study area examines conditions relating to transportation, structures, historic resources, and accessibility in Greenville and the immediate surrounding area. At the first public meeting for the Greenville Village Study, the public, divided randomly into three groups, was asked to suggest a study area. Greenville is an unincorporated community. The attendees offered differing opinions pertaining to the Greenville study area. Some believe it encompasses the commercial area only. Others believe that the boundary is the zip code 19807. Still others believe that Greenville covers a much larger area between the

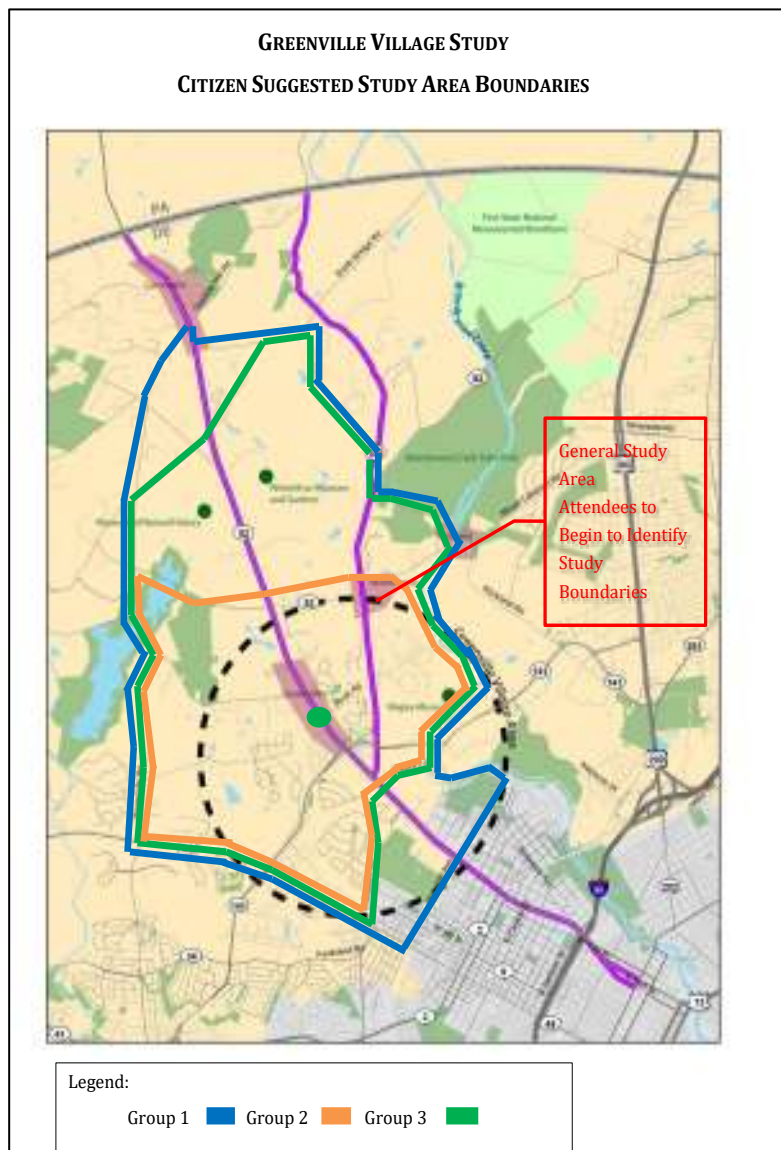


Figure 1-1: Public Views on the Study Area Boundaries

City of Wilmington and Centreville. No civic association claims to represent all of Greenville.

Figure 1-1 shows the boundaries as suggested by each of the three groups. As shown in the figure, Groups 1 and 3 believed that the study should cover a large area, between the City of Wilmington and Centreville while Group 2 called for a smaller area, focusing on the commercial area and the surrounding neighborhoods. All three groups used the Brandywine Creek as the eastern boundary of their suggested study area.

Covering approximately 5.2 square miles, the final study area was defined based upon comments, discussions, and issues raised by participants at the first public meeting. Additionally, the boundary takes into consideration the concurrent studies in the surrounding area, the Red Clay Byway Corridor Management Plan happening to the west, and the Brandywine Valley National Scenic Byway Conservation Plan, which is happening to the north and east. Figure 1-2 illustrates the Study Area. It should be noted that the study area encompasses the area surrounding the village commercial center.



Figure 1-2: Final Study Area Map

STUDY PROCESS AND TIMELINE

The study was conducted through a partnership between the Delaware Department of Transportation, New Castle County, and Delaware Greenways. Together, the three organizations created a step-by-step work program, shown in Figure 1-3, designed to successfully develop the Special Area Plan. Throughout the process, the study team examined opportunities and constraints surrounding issues such as traffic, context-sensitive

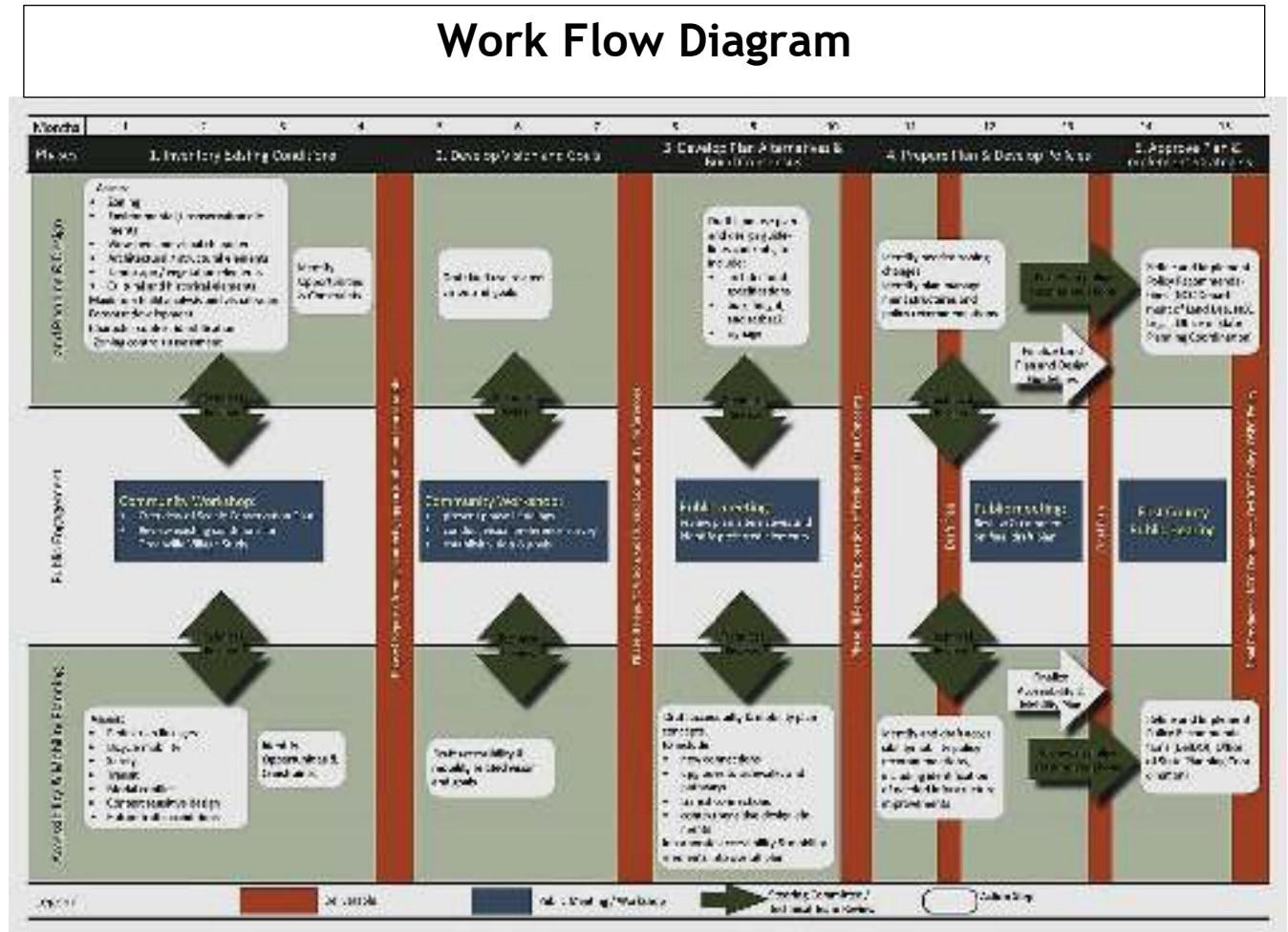


Figure 1-3: Work Flow Diagram

design, public engagement, and land planning. Processes such as field survey and photography, as well as visioning meetings with members of the public, informed subsequent activities such as mapping and the development of a visual preference survey. Meeting periodically to discuss future public workshops and feedback sessions, the team developed a trajectory for the study’s future.

Midway through Phase 4 of the Work Flow Diagram, the Department of Land Use concluded that sufficient progress had been made that Phase 5 could commence earlier than originally anticipated. As of this date, Phase 5, under the leadership of the Department of Land Use, is proceeding.

PUBLIC PERCEPTIONS OF GREENVILLE TODAY

INTRODUCTION

Early in the process, it was decided to involve the general public in the study process. Defining character is driven as much by the public's perception as by how things actually look on the ground. This is an aspirational study and documenting the public's perceptions is an important building block as the study proceeds towards plan development.



Former General Manager of the New Castle County Department of Land Use, Eileen Fogarty, addresses the audience.

The first public workshop for the Greenville Village Study was held May 8, 2014 at the A. I. DuPont High School in the Cafeteria. The workshop began at 6:15 PM with refreshments and the formal program beginning at 6:30 PM. The workshop concluded at 8:30 PM. The purpose of the workshop was to solicit information from the public regarding Greenville's attributes, challenges and the future of Greenville. The potential boundaries of the study area were also discussed. Thirty-one people signed the attendance register although more people were observed in attendance.

Following opening remarks from meeting facilitator Andrew Bing of Kramer & Associates, County Councilman Bob Weiner provided some introductory comments. DelDOT's State Byways Coordinator, Ann Gravatt, then discussed the role of the Delaware Department of Transportation, Delaware's Byways Program and how this project was being funded. Jeff Greene, Transportation Planner for Delaware Greenways discussed the background of the study and posed questions that the study would address with the help of the attendees at this and subsequent meetings. The final speaker was Eileen Fogarty, General Manager of the New Castle County Department of Land Use. She described the role of her department and the tools that the Department would bring to the project.

At the conclusion of the presentations, Facilitator Bing divided the attendees into three groups, which were facilitated by Tom Osborne and Ed



Gretchen Mercer of the Centreville Civic Association recording her groups comments. A longtime volunteer for the Byway and for her beloved community of Centreville, Gretchen passed away in 2015.

Thomas of Kramer & Associates and Valerie Cartolano, a Senior Planner with New Castle County. Local residents, active as volunteers for the Brandywine Valley National Scenic Byway and members of the Brandywine Valley National Scenic Byway Partnership, served as meeting volunteers. John Danzeisen, President of the Kennett Pike Association; Lynne Keilhorn, Board Member of Delaware Greenways; and Gretchen Mercer, Board Member of the Centreville Civic Association serves as scribes, recording the comments brought forward by the group members. The remainder of the public meeting was devoted to group sessions with the public.

SMALL GROUP SESSIONS

Each of the three groups discussed the same three questions and considered what the boundaries of the study area should be. The three questions are as follows:

1. What do you think are the attributes that make Greenville special? (Present time question)
 - What do you love about Greenville?
 - Consider Greenville both as a town and as a place on the Byway.
2. What are the challenges that Greenville faces today as a community? (Present time question)
 - What annoys you about Greenville?
3. What attributes would you like to see for Greenville moving forward? (Future time question)
 - Do you have services here that you want?
 - Are there services you would like that are not currently present in Greenville?
 - How do you want to protect the character of your neighborhood?
 - How do you feel about different types of housing?
 - What would you like your community center to be in the future?



Lynne Keilhorn, Board President of Delaware Greenways records the challenges her group expressed about Greenville.

Tables 2-2, 2-3, and 2-4 show the responses of the three groups to each question. The responses of the groups are compared side by side so that similar responses appear in the same row.

**Table 2-2: What do you think are the attributes that make Greenville special?
(Present time question)**

Group 1	Group 2	Group 3
Beautiful Area	Attractive, Natural Green	
Central to Cultural Amenities	Museums	
Close to Major Highways		
Attractive Commercial Services		Shops, Especially Unique Ones, One Stop Shopping with Familiar People
Lots of Traffic as in a Busy Commercial Area		Reasonable Traffic (Except Rush Hour)
Viewsheds, Landscaping, Historical Character	Only One Electrified Sign	Scenic Viewsheds, Historic Character
	Easy, Manageable, Walkable	Nice Place to Walk
	Sense of Community	Diversity of Land Use
	Limited Building Heights and Scale	Scale, Not Overwhelmed by Billboards or Tall Buildings, Tall Trees and Modest Buildings
	Not Overly Commercial	
	Varying Designs	
	Open Spaces	Open Space, Ambiance
	Clean, Well Maintained	Everyone Takes Pride in Community
	Family Oriented, Neighborly	
	Reasonably Quiet	
	Transitional Housing	
		Proximity to Services

Responses to the first question indicated that there is a lot to like about Greenville. Close to cultural amenities including museums and gardens, attractive landscaping and viewsheds, history, buildings at a pedestrian scale, bountiful trees and open spaces. There is a variety of commercial uses and the merchants and residents take pride in their community. The commercial area is bustling with activity and the residential areas are reasonably quiet. The existence of major highways and traffic are recognized but do not seem to be a major problem. What services that are not immediately in Greenville are in close proximity. There is a diversity of land use and it is a nice place to walk. In short, there is a sense of community.

**Table 2-3: What are the challenges that Greenville faces today as a community?
(Present time question)**

Group 1	Group 2	Group 3
Inconsistent Signing and Lighting	Growth of Traffic Signs	
Two Different Shopping Centers on Opposite Sides of the Highway	Too Much Commercialization	
Impact of Barley Mill Plaza	Impact of Barley Mill Plaza	
Sign Code Too Liberal, Too Many Variances Issued		
Board of Adjustment To Liberal in General		Fear of What Development is Coming
Transportation is Automobile Dominated and Tension between Through Traffic and Community Traffic	Traffic Volume and Roadway Safety	Speed of Traffic between Route 82/52 and Tower Hill, Poor Signal Timing, No Facilities for Bicyclists, Terrible Peak Hour Traffic, Hard to Get into and out of Neighborhoods during Rush Hours
No Elementary School		
Difficult Vehicular Access to Shopping Centers	Buck Road Access to Jansen's Market	
Impact of Development on Tourism and Culture		
Threat of Variable Message Signs		
No Walkable Neighborhood Park	No Place for Youth to Congregate	
Limitation of Building Height is Absent in Code		Taller Commercial Development encroaching into Residential Areas
Too Much Parking on DuPont Road near Charter Schools		
Preservation of Open Space and Vistas along Byway	Potential Development of Open Space	
	Not Very Walkable. Crossing Kennett Pike Difficult	Can't Walk/Bike to Shopping Safely, Especially on Weekends
	Maintaining a Village Feel	
	Increasing Use of the Railroad and its Dangers	Increasing Railroad Traffic

The second question generated challenges and dislikes that ranged from minor to concerns that are more serious. The participants also identified things that are missing in their community. Some individuals felt there were too many variances approved and that other land use rulings were “too liberal.” Some thought that the shopping centers are inconsistent in their design, signage and lighting and that traffic patterns, particularly the Buck Road entrance to the Greenville Center was problematic. Traffic, particular peak period through traffic, was overwhelming the street network. Some felt that speeding on Kennett Pike was a problem. There is a clash between through traffic and local traffic. Even though walking was classed as a pleasant experience, walking in some areas is quite difficult, particularly crossing Kennett Pike. Walking or biking to the shopping centers, particularly on the weekends was difficult. Attendees indicated that the potential development of Barley Mill Plaza was a concern to not only the Greenville commercial area but also the surrounding residential areas. Preservation of open space, future of the railroad and building heights were seen as challenges to be addressed as the project moves ahead.



John Danzeisen, President of the Kennett Pike Association, served as scribe and recorded the comments of some longtime residents of Greenville.

**Table 2-4: What attributes would you like to see for Greenville moving forward?
(Future time question)**

Group 1	Group 2	Group 3
More Recreation		
Retail OK but No Fast Food or Big Box Stores	More Affordable Shops	No Out of Character Commercial Development such as large Mall, Big Boxes or Tall Buildings
Walkways and Bikeways	More Bike Paths Consider one Along Route 82	
Sidewalk on Buck Road		Complete Streets, Connect Neighborhoods
Railroad Safety. Potential Trolley Service on Railroad Line		
Limitations on Building Height, Preservation of Architectural Character and Protect Open Spaces	More Consistent Character	
Limit Street Lighting to Major Highways and Intersections		

**Table 2-4: What attributes would you like to see for Greenville moving forward?
(Future time question)**

Group 1	Group 2	Group 3
Long Term Easements to Protect Scenic Vistas		
Consider a Village Overlay in the UDC	Like to See and Overlay District	
Better Code Enforcement		
Barley Mill Plaza: Restrict Building Height; Include Housing, and Senior Housing. Two story maximum height.		
Enforce Commercial Open Space Requirements		
	Improve Traffic Control	
	Strict Control of Signs	
	More Landscaping in the Commercial District	
	Deeper Setbacks especially on the Byway	
	Convert Railroad into a Trail	
	Secure Future of Winterthur	
	More Diverse Housing	
	Better Public Schools	Better Schools
		Community to Have More Power in Dealing with Developers
		Make Edges Safer (Less Crime)
		Concern about Adjacent Blight
		Concern About Future Route 141 Development

The third question began the discussion of Greenville’s future. In summary, the attendees pointed out two components that should be addressed. First is what Greenville itself should look like and the second is identifying the external pressures that do and will affect Greenville in the future. Considering what Greenville should look like, the meeting participants were clear that Greenville needs a sense of community as indicated in the components that make a community: retain the services and shops of today with more affordable shops included, better schools and an elementary school. Consistent landscaping design with buildings placed and sized to a village scale. A village square or central park was suggested as a missing element as were better bicycle and pedestrian connections so residents can walk and bike to the commercial and other areas, open spaces and schools and perhaps a trail along the railroad. The need to retain open space to keep the rural flavor of the Valley was emphasized. Future residential development should provide a variety of housing options while retaining the areas iconic views. Traffic and roads will need greater attention in the future.



New Castle County Councilman Bob Weiner, who represents Greenville, speaks to several of his constituents about the importance of making the commercial center easily accessible by pedestrians and bicyclists.

Participants indicated that external challenges to be addressed include the growth of through traffic due to continued development in Pennsylvania and along the Route 141 corridor. The participants indicated that they would like to have a greater say regarding developer's plans and future development.

THE NATURAL ENVIRONMENT

Land use patterns in the Brandywine Valley originally stemmed from geography of the region. The Brandywine Valley is comprised of undulating hills, which are increasingly steep and variable as one travels northward. Waterways and the natural environment dictated access, travel, food supply, and the ability to settle and build. The regional economy also developed under the opportunities and constraints provided by the local landscapes. Although engineering and technology has enabled society to travel and build nearly anywhere, landform and water are still factors that influence development. The Brandywine Creek, flowing north to south, and roughly bisecting the study area, is a significant visual, cultural, and environmental resource.

WETLANDS AND WATER RESOURCES

The major waterways feeding and influencing the study area are the Brandywine Creek, located to the east of Greenville, and the Red Clay Creek and Hoopes Reservoir watershed, located to the west. The area for the Greenville Study lies partially in a floodplain. New Castle County's Unified Development Code only allows very low-impact uses in floodplains, such as cropland, natural areas, and trails, which limits the potential for future new development and how things may be placed within that floodplain. However, infrastructure existing before the creation of these regulations is permitted, and improvements and replacements to such infrastructure may be made subject to current zoning regulations.

County policy has been to use the lack of public water and sewers as a means to manage growth and large-scale development. Within the Greenville Study Area, water and sewer from the City of Wilmington covers the area entirely below Kirk Road, as well as the Wilmington Country Club, located just north, and a portion of the Winterthur property. The rest of the study area is either privately serviced or operates from on-site wells and sewage. As many areas not served by Wilmington's water services are not suitable for on-site wells due to the water table and proximity to streams, these areas are unlikely to be developed in the future although limited development might occur.

Figure 3-1 illustrates the water resources and the protected buffers, such as wetlands, surrounding the water resources. It also illustrates the area serviced by wells and by water/sewer service from the City of Wilmington or other companies.

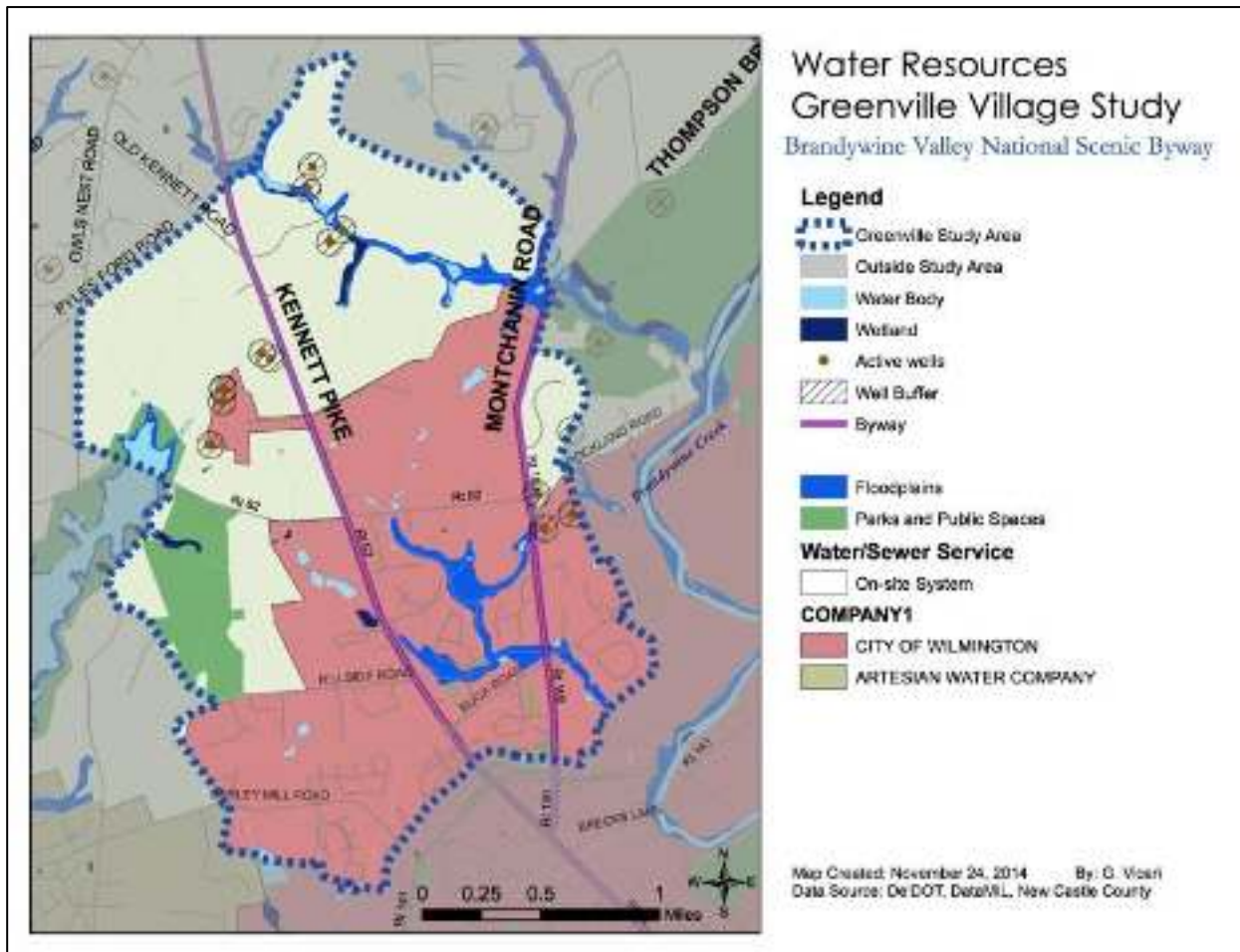


Figure 3-1: Water Resources and Water Sewer Service Map

STEEP SLOPES

Throughout the study area for the Scenic Conservation Plan, there are numerous areas of steep slopes. However, steep slopes are not an issue within the Greenville Study Area. The location of the nearest significant steep slopes are along the Brandywine Creek with slopes as great as 51-81% in some areas. Figure 3-2 illustrates the steep slopes in the Greenville Village Study Area.

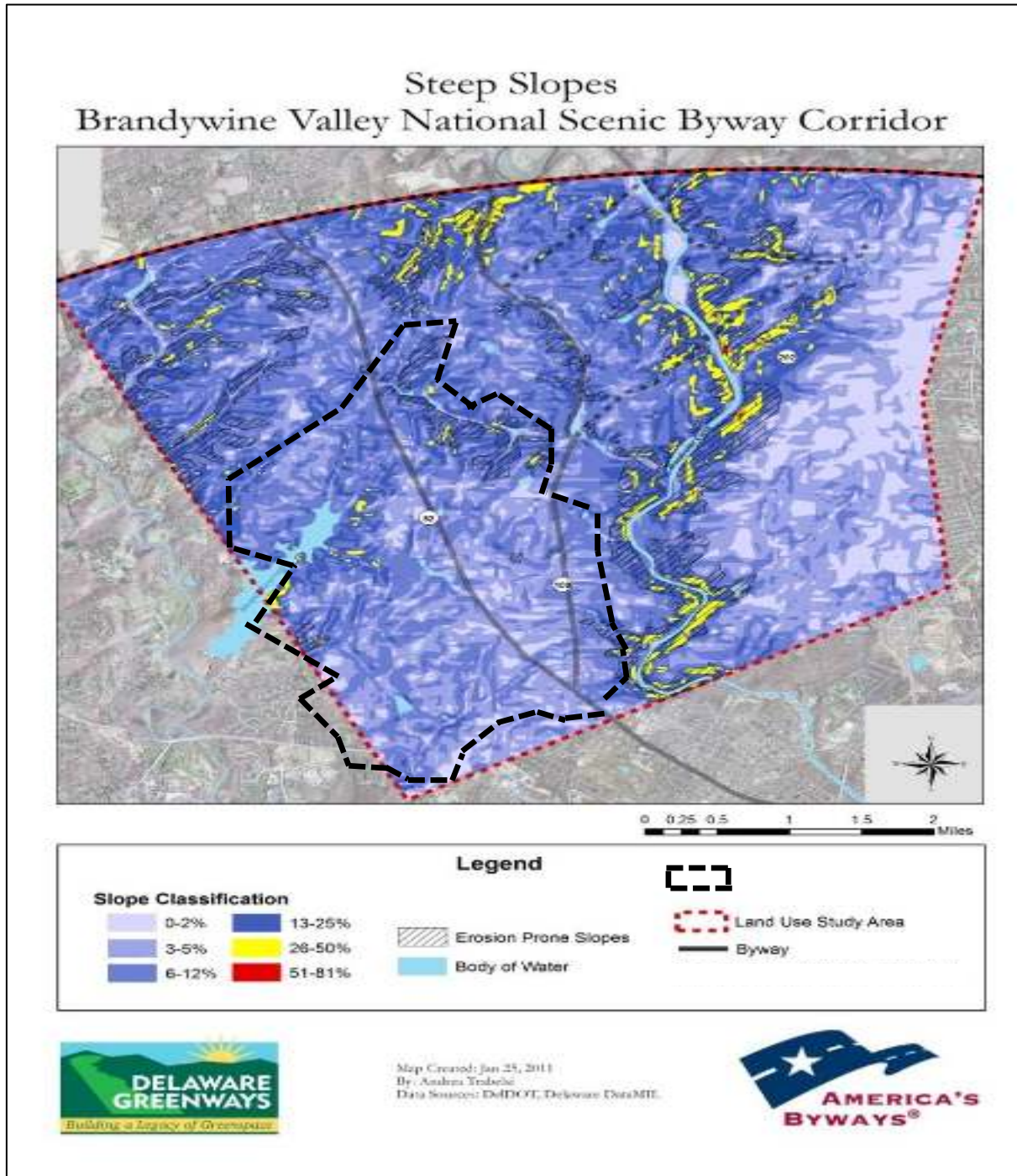


Figure 3-2: Steep Slopes

VIEWSHEDS

The iconic viewsheds of the Brandywine Valley are one of the major reasons for the designation of the Brandywine Valley National Scenic Byway. While there are numerous viewsheds in the rural portion of the Byway, there are few in the commercial center of Greenville. However, the study area includes some of the most iconic views such as Winterthur and many of the mansions of Chateau Country. Not all of the views are immediate to the roadways; some are off in the distance. However, they are no less iconic. The landscape along Montchanin Road, unchanged since the early 1900's features the gently sloping hillsides of Winterthur. The estates along Center Meeting Road and Pyles Ford Road have preserved views remote from the roadway. Each view, illustrated in green on Figure 3-3 should be preserved for all time.

HISTORIC LANDSCAPES

The Brandywine Valley abounds with historic landscapes. Fortunately, most of the historic landscapes in the Greenville Village Study area are protected. However, there are several privately owned properties whose landscape has stayed the same for as long as Winterthur

and should be protected. An example is the Hobbs property along the Kennett Pike at the intersection of Routes 52 and 82. The Hobbs family has placed the rear portion of their property into a conservation easement but the front portion remains open for development.



The view of Winterthur from Route 100 has remained relatively the same since the late 1890's. Winterthur has meticulously maintained the view as part of its stewardship responsibilities for the estate.

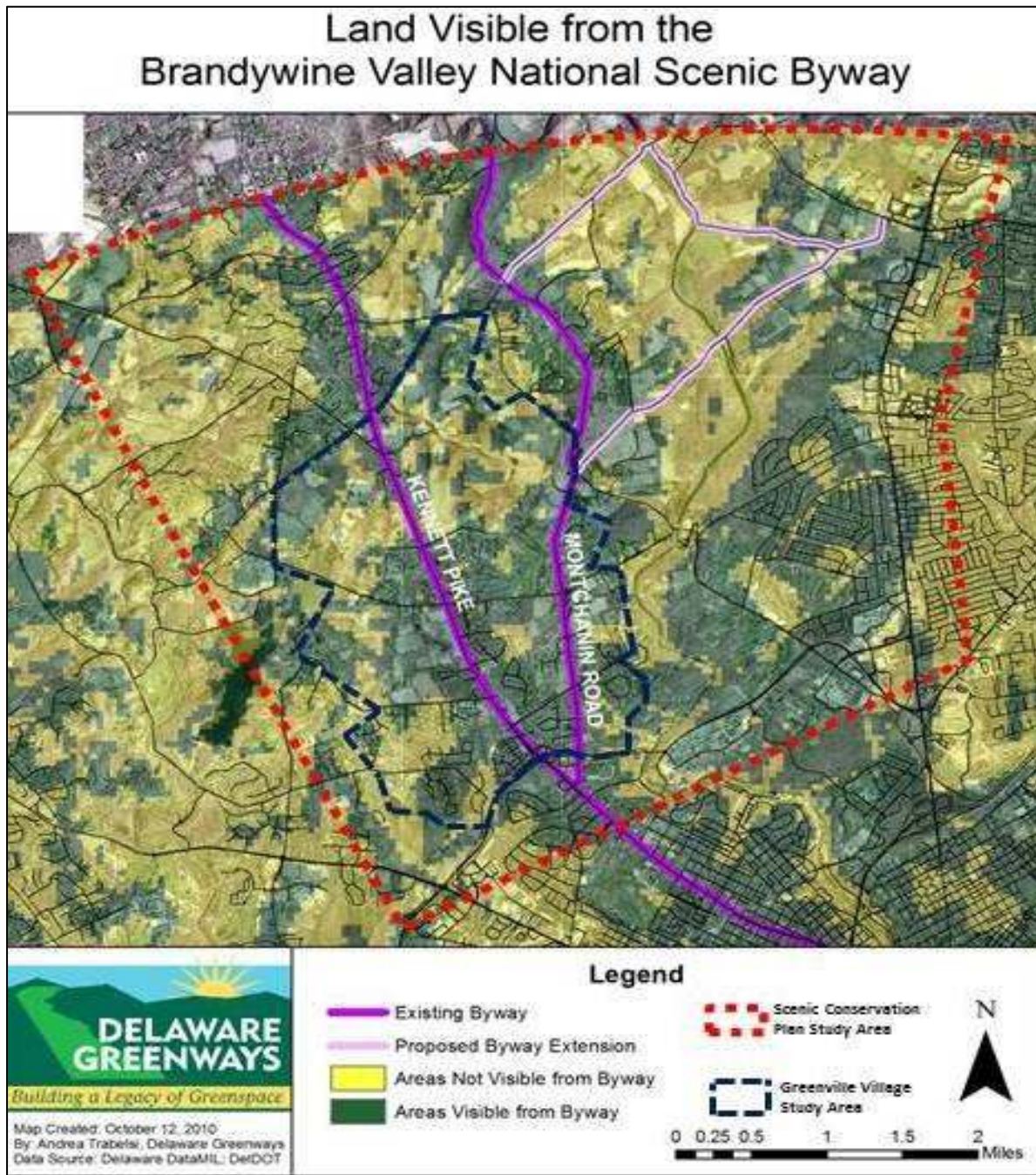


Figure 3-3: Lands Visible from the Brandywine Valley National Scenic Byway and other roadways of the Brandywine Valley (Map based upon GIS modeling. Lands noted as visible from the Byway are identified using contour elevations and ground cover layers).

THE MANMADE ENVIRONMENT

The manmade environment of Greenville is largely controlled by market and demographic forces regulated by the Unified Development Code of New Castle County. It is useful to review how those forces have shaped the village of Greenville and the larger surrounding Brandywine Valley.

CURRENT POPULATION AND EMPLOYMENT

At the 2010 census, Greenville proper was home to 2,396 people, 1,076 households, and 654 families. The population density at the time of survey was 849 people per square mile, with a housing density of 509.1 units per square mile. Additionally, Greenville represents the northern edge of a population concentration that clusters along Route 202 and extends southward into north Wilmington. The Greenville Study Area is projected to decrease by approximately 3.3% by the year 2040.

Greenville is a well to do community. It is centered on the Kennett Pike. Originally, the roadway was owned by the DuPont Family, operating as the Wilmington and Kennett Turnpike Company. This was largely to serve as the route between their estates in the Brandywine Valley, many of which lined the Pike, and company headquarters in Wilmington. The family members maintained the roadway and its roadside. In 1920, the family sold it to the State of Delaware for \$1.00 and attached conditions to the sale that help preserve its beauty to this day¹. These conditions are still in effect today. They are:

1. Prohibition of rail transit
2. No billboards shall be permitted unless each billboard is approved by every landowner along the route
3. Preservation of the ancient colonial pear tree near the private road of Eugene DuPont

While the pear tree has died and been removed, and there are many new residents, the desire to maintain the beauty of Kennett Pike remains as strong as it was back then. This desire led to the formation of the Kennett Pike Association that consists of residents of the area that cultivate sponsors to maintain the landscaping and was in part a reason for the formation of the Brandywine Valley National Scenic Byway.

Home to some of the areas wealthiest families, the estimated median household income in 2013 was \$112,333, nearly twice the median income of the State of Delaware of \$57,846. The estimated median value median house or condominium in 2013 is \$667,496. For the entire state, the value is \$226,200.²

¹ Deed of Indenture between the State of Delaware and the Wilmington and Kennett Turnpike Company sated September 25, 1920. Source: DelDOT.

² City Data, <http://www.city-data.com/city/Greenville-Delaware.html#b#ixzz46IQHBXuk>

LAND USE AND ZONING

The Greenville Study Area also includes some low-density areas, including the Winterthur Estate, which contributes to numbers reflecting the sparse population statistics and several privately owned parcels of land with significant amounts of open space. Of the approximately 3,328 acres of the Greenville Study area, 20.8% or approximately 691.3 acres is open space or lands that could see increased development. Figure 4-1 illustrates the land use within the Greenville Study area.

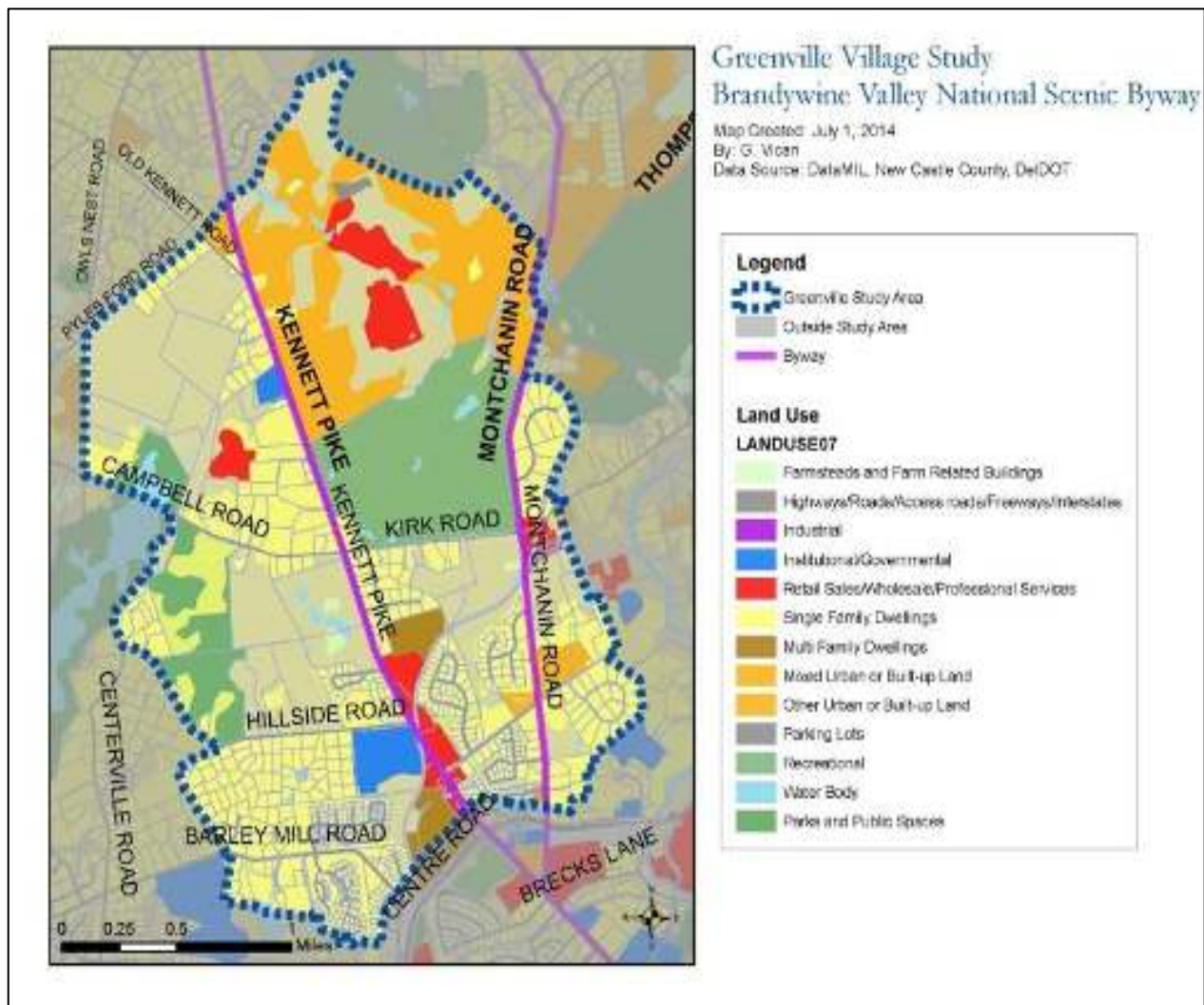


Figure 4-1: Existing Land Use

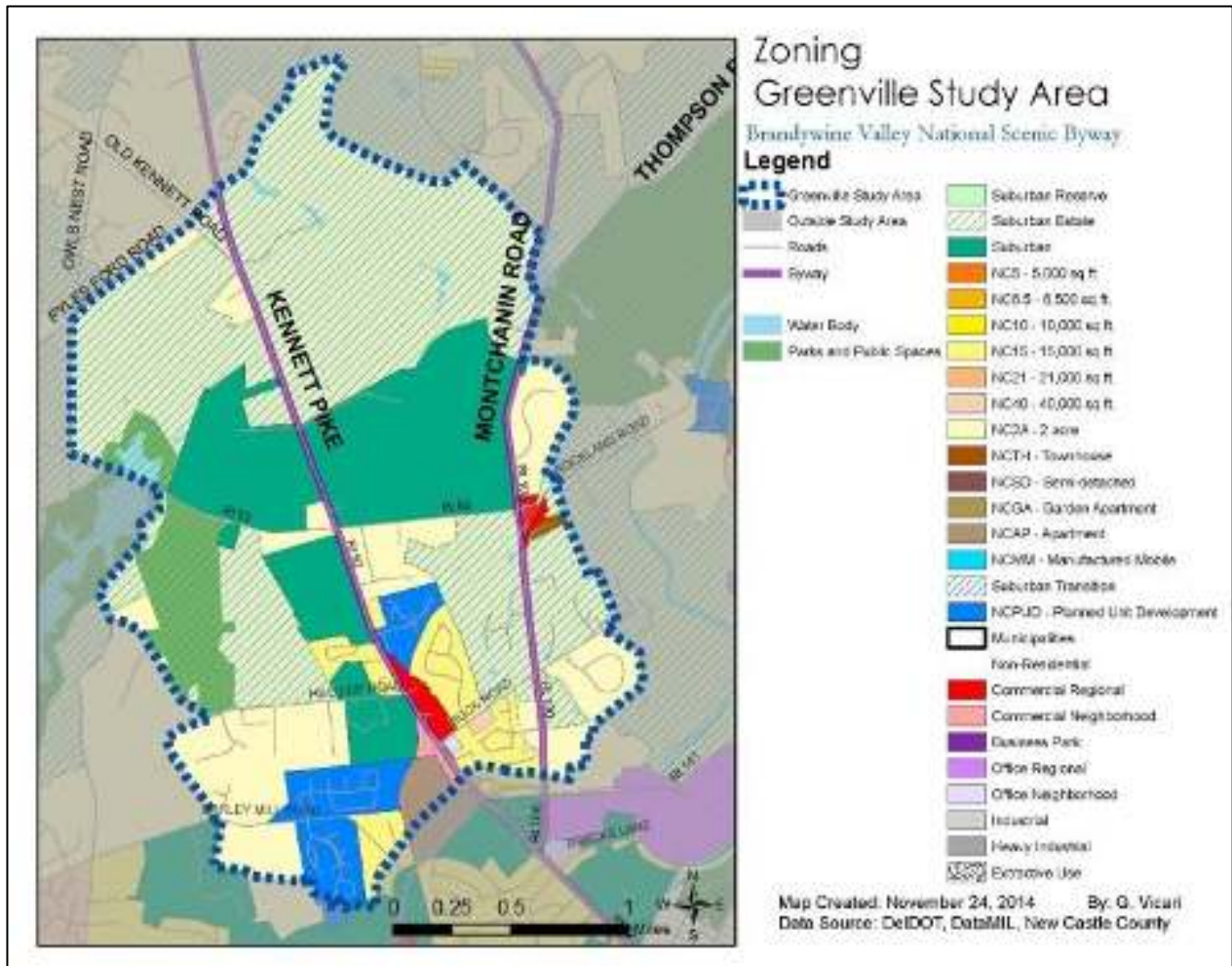


Figure 4-2: Existing Zoning

While land use describes how land is currently used, zoning represents the legal context regulating land use and the development of land. Figure 4-2 illustrates the current zoning in the Greenville Study Area. As shown, zoning includes apartments, single-family residential of various square footages, suburban estate, existing planned developments, commercial regional and commercial neighborhood. Additionally, there are recreational and park spaces.

COMMERCIAL CENTER OF GREENVILLE

Greenville has a commercial center. Once consisting of a railroad crossing and an adjacent lumberyard, it has evolved into the prime shopping district consisting of five shopping centers, two office parks an apartment complex, and A. I. DuPont High School. The center is surrounded by single-family neighborhoods. The architecture of the shopping centers and office complexes is found in shopping centers across the country constructed in the last century and is largely unremarkable. Designed to be auto-oriented, some pedestrian and bicycle connect ions exist. Some connections are missing or not continuous. The commercial center is typical of commercial centers in well to do suburban areas.



Greenville Center is a multi-building center. In this picture, there are office buildings across the parking lot from the retail building.



Janssen's Market is a specialty foods store anchoring the center, which has several high-end boutiques and restaurants.



Greenville Crossing is a two-to three story center with offices above the first floor retail.



Greenville crossing also has a one-story section.



Powder Mill Square consists of three buildings with retail on the ground floor and offices on the second story.



Greenville Station Shopping Center has an insurance office and cleaners.

High-end boutiques, specialty stores and restaurants are the staple of the commercial center. As was noted in the first public meeting, the services provided in the commercial center fit the needs of the community.



The Signs of Greenville: Notice that there is no consistency among the designs.

Powder Mill Square is a three building shopping center that has retail on the first floor and offices on the second. Interestingly, the shopping center owner has established a strict policy that controls signing, keeping signs more in context than the other centers in the area.

Greenville Center is a multi-building shopping center with several multi-story office buildings and a larger two-story retail building. It has an out-parcel containing a pet store.



This Pet Valu sign violates the UDC and is not in the character of the Byway or the community. Source: KPA

Greenville Crossing is a two building center. The largest building is a two to three story structure with ground floor retail. A second one-story building was constructed later.

The Greenville Station Shopping Center with convenience oriented stores and offices has frontage on Kennett Pike.

In addition to the commercial shopping centers, there are several more office buildings, a service station and a bank building.

As can be seen in the pictures, signing is not consistent the commercial center. All different types of illumination, graphics, none of which reflect the historic character of the area, are present. Recently, after the post office moved from Greenville Center, a pet store moved in. This store erected signs not only out of character with the Byway but also in violation of the spirit and provisions of the UDC.

CONTEXT SENSITIVE ROADWAYS OF GREENVILLE

Working with the community, DelDOT has developed context sensitive design guidelines for Kennett Pike and Montchanin Road, the two roadways of the Brandywine Valley National Scenic Byway. Following the guidance of the publication, Context Sensitive Solutions for Delaware Byways, the community has worked with DelDOT to achieve an attractive roadway as shown in the pictures³.



Elements of context sensitive design installed by DelDOT in conjunction with the community. Note the brick sidewalks, the ornamental light poles and the landscaping along the street.

³ Delaware Department of Transportation, Context Sensitive Solutions for Delaware Byways, June 2011. http://www.deldot.gov/information/community_programs_and_services/byways/pdf/Context_Sensitive_Solutions_for_Delaware_Byways.pdf

The brick pavers for the sidewalks and the traffic islands, the ornamental roadway lighting poles and the ornamental traffic signal poles help highlight the scenic nature of the Byway and the manmade environment surrounding it. Special crosswalk paving, installed by DelDOT under a pavement rehabilitation project, completes the context sensitive look consistent with the Byway. During difficult fiscal times, the commitment to undertake the added cost of the context sensitive designs shown in the pictures are difficult to justify. Fortunately, the supporters of the Byway, led by the Byway Partnership have been successful in advocating for the features.



The brick crosswalk is a series of thermos-plastic tiles designed to look like brick and match the sidewalks. Used at each crosswalk in the commercial center of Greenville, the crosswalks connect both sides of Kennett Pike and are consistent with much of the building materials used in the center.



The landscaping in the median is just one of several landscaping projects undertaken by the Kennett Pike Association

neighboring townships in Pennsylvania. The Kennett Pike Association is a co-chair of the Brandywine Valley National Scenic Byway Partnership.

KENNETT PIKE ASSOCIATION

The Kennett Pike Association, Inc. was formed in 1957 and incorporated in 1961 to assure the orderly development, preservation of values and beauty indigenous to Christiana Hundred and areas adjacent to Route 52 south of Route 1 near Longwood, Pennsylvania. Governed by a volunteer board of trustees, and headed by officers elected every two years, the association represents the views of members who have homes and businesses in the area northwest of the city of Wilmington between the Red Clay and Brandywine Creeks and in

The Association, in fulfilling its mission, operates a successful program that develops and maintains landscaping along Kennett Pike. By obtaining sponsorships from local businesses and collaborating with the Delaware Center for Horticulture, the Association designs and

installs landscaping projects along Kennett Pike. Visit their website <http://www.kennettpike.com/index.asp> for a gallery of the projects they have completed. It should also be noted that the landscaping in the median of Kennett Pike is a project of the Association. At the request of the organization, each of the landscape islands is irrigated to insure the viability of the landscaping.

HISTORIC NEIGHBORHOODS OF GREENVILLE

The neighborhoods in the Greenville Study Area are largely concentrated on the southern end of the study area, generally defined as the area south of Kirk Road. There are several communities, including Carpenter's Row, surrounding Montchanin. The neighborhoods are typically made of single-family homes, such as in Montchan and Westover Hills. There are also areas zoned for multi-family living, such as the Greenville Place Apartments.

By any measure, these neighborhoods are desirable, well maintained and have many architectural features of note. Accordingly, it is germane to this study to investigate the historic architecture of Greenville in the context of the Brandywine Valley National Scenic Byway's built resources. Currently, Greenville's built environment is a disruption in the Brandywine Byway's continuity. Instead, the historic vistas and scenic natural areas give way to a stretch of busy road flanked by shopping centers and apartment complexes. In order for Greenville to fit more closely with the character of the rest of the Byway, the Greenville Village Study seeks to establish a plan for the area's built environment to maintain the Byway's distinctive appearance. This report will provide an overview of the historic themes and architecture in Greenville and the surrounding Byway area, to guide redevelopment and design plans for the Special Area Plan resulting from the study.

HISTORIC CHARACTER

Although Greenville today is characterized mostly by twentieth century development, the area is not without its historic resources. Historically, the vicinity was composed of agricultural fields with dwellings scattered throughout, a scene typical of the region. As early as 1810, there was record of a tavern built in the early eighteenth century at the crossroads of Buck Road and Kennett Pike, and there were additional dwellings scattered throughout the vicinity, including the Barley Mill House (c. 1750) and the Hendrickson House (c. 1720), adjacent to the Buck Tavern. Development was generally sparse, and this was the case until approximately 1870, when the Wilmington and Northern Railroad passed through the area. Coal, lumber, and other businesses capitalized on the open space and ease of transportation afforded by the rail line's presence.⁴ The expansion of business led to the expansion of residential construction, as well as the supporting infrastructure and other supplemental buildings, such as commercial spaces.

⁴ Report on the Historic and Living Resources Along the Kennett Pike and Montchanin Road for the Brandywine Valley Scenic Byways by the Historical Society of Delaware. (2004), [Section 7].

Additionally, Greenville is located in the middle of a geographic region developed heavily by the influence of DuPont. Since the chemical company was founded as a gunpowder manufactory in July 1802, the immensity and significance of its impact on Northern Delaware's built landscape has been undeniable. Much of the manmade landscape visible along the Brandywine Byway and surrounding roads owe their existence to the economic and political resources of the DuPont and its personnel. Although Greenville lacks a clearly visible architectural legacy, there is a clear and important DuPont presence in the surrounding area. Like any large and successful company, DuPont's prominence drew many skilled workers, businessmen, and researchers to seek employment and settle in the surrounding area during the late nineteenth and early twentieth century. While the DuPont family themselves occupied large country house estates several miles north of Wilmington, the large number of company employees relocating to and living in the area influenced the development and construction of residential neighborhoods on what were, at the time, the northwest outskirts of the city. Designed with early suburban aesthetics, these neighborhoods featured tree-lined curvilinear roads surrounded by a high density of large houses on small lots.⁵ These urban country houses borrowed architectural features and landscape inspiration from the expansive, highly stylized country estates located further north along Route 52, and scaled them down for a high-density setting. For middle and upper-middle class DuPont employees, these residential developments provided a more spacious and pastoral alternative to crowded city living while staying within financial constraints and an accessible distance to both the city center and DuPont offices. Examples of these neighborhoods include Westover Hills, Kentmere, Bancroft, Cool Springs, and the Gibraltar/Tower Hill neighborhood. Wawaset Park, located at Greenhill Avenue and Route 52, is unique among these in that it was actually purchased, planned, and developed by DuPont in 1917.⁶

A large portion of the DuPont-influenced area developed during the period of suburbanization



Colonial Revival
Westover Hills



Colonial Revival
Wawaset Park

⁵ Michael Emmons, "Better Living Through Country Houses" (speech, Vernacular Architecture Forum 2014 Meeting, Stockton, NJ, May 10, 2014).

⁶ Emmons, "Better Living Through Country Houses."

that lasted from approximately 1890 until 1930. Colonial Revival-style homes dominated the residential landscape during the first years of the twentieth century. Inspired by a resurgence of interest in the early colonial housing of the Eastern seaboard, the style dominated suburban America's residential architecture through the 1940s and into the 1950s. Typical features include a central front door with a decorative portico or pediment, symmetrical fenestration (window/door placement), double-hung window sashes. Because the style encompasses modern interpretations of both Dutch and English colonial styles, buildings can exhibit a diversity of rooflines. Gable, hipped, and gambrel roofs are all seen on Colonial Revival houses, and all are appropriate stylistic choices.⁷



Colonial Revival
Westover Hills



Colonial Revival
Westover Hills

The second common architectural style that is noticeable in the neighborhoods surrounding Greenville is the Tudor style. Identifying features of these residential structures include a



Tudor
Westover Hills



Tudor
Westover Hills

⁷ Virginia McAlester and Lee McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 1984), [321-4].

steeply-pitched gable roof with one or more front-facing cross gables, decorative half-timbering or brickwork on exterior walls, groups of tall, narrow multi-pane casement windows, large chimneys with decorative patterning and chimney pots, and stone, brick, wood, or stucco cladding on the exterior of the structure.⁸ Rivalled in popularity only by Colonial Revival, Tudor was a dominant choice for suburban homes during the 1920 and 30s.



Tudor
Wawaset Park



Tudor
Westover Hills

There is a third and final common local style of vernacular architecture. Defined as “commonplace” architecture, vernacular buildings are most often built as homes and structures for the use of average citizens often lack a clear set of high-style architectural features.⁹ Additionally, they are often constructed of one or several locally found or



Visitor's Center at Hagley

produced materials (wood, brick, stone), and may have several different sections signaling various additions and creating a distinctive visual character. Several structures in the Greenville Study Area are examples of this particular type, including the Barley Mill House, the Hendrickson House, the Charles Green House, and West Farm. Nearby structures such as the visitor's center at Hagley are additional examples of vernacular architecture.

In addition to the extant vestiges of suburbanization and the influence of DuPont, many late nineteenth and early

⁸ McAlester and McAlester, *A Field Guide to American Houses*, [355-6].

⁹ Carter & Cromley, *Invitation to Vernacular Architecture*, [xiv].

twentieth structures are no longer standing.¹⁰ Buildings constructed around the mid to late nineteenth century, when Greenville first began to develop, included a mix of vernacular buildings in the Gothic Revival and Queen Anne. Most, if not all, of these buildings have since been demolished. Similarly, DuPont mansions Renaud, St. Amour, Pelleport, and Elton no longer exist. However, many of these structures are shown in photographs included in the *Report on Historic and Living Resources*. Despite their limited perspective, the architectural features that they show can provide some context for the diverse historic character of the area.

HISTORIC RESOURCES

Several major historic and cultural resources are located within the Greenville Study Area. Winterthur Museum, Gardens, and Library features a 1,000-acre preserve and a world-class museum and research library focused on American decorative arts and material culture. The



Winterthur Museum, Garden, and Library



Delaware Museum of Natural History

property also features sixty acres of landscaped gardens. The Delaware Museum of Natural History is located across Route 52 from the Winterthur property, and features excellent collections and educational exhibits. The study area also encompasses several National Register of Historic Places structures and districts. Notable NRHP sites are the Montchanin Historic District, Winterthur Museum, Gardens, and Library, and the Walnut Green School. Many privately owned homes and buildings are also listed on the National Register. There are multiple additional sites of historic significance immediately outside the study area, including St. Joseph's on the Brandywine, the Mount Cuba Historic District, and the Hagley Museum and Library.

Within the Brandywine Valley, there are two significant parks - the First State National Historical Park and the Brandywine Creek State Park, comprising 2033 acres in total. The southeastern tip of the Brandywine Creek State Park edges into the Greenville Study area. Within the Greenville Study area, designated parks and open space is limited. Open space in the Greenville Study area includes the Winterthur Museum and Gardens, the Delaware

¹⁰ *Report on the Historic and Living Resources Along the Kennett Pike and Montchanin Road*, 2004.

Museum of Natural History, the Hagley Museum and Library, the campus of the A. I. DuPont High School and the northeast end of the Hoopes Reservoir. There are also several large estates with portions of their lands preserved through private trusts and conservancies.

Within the Brandywine Valley and along the Route 100 segments of the Byway, there are historic stone walls. They were constructed by masons, and commissioned by DuPont family members. Some of the walls extend along intersecting roads and some even are used to demark property boundaries. These walls are distinguished by their rectangular capstones and the professional work of the masons, cutting each stone precisely so as not to need mortar. Most of the walls are in good repair. As a character of the Brandywine Valley, these walls should be preserved and maintained. Figure 4-3



Stone walls along Route 100 on the Winterthur property.

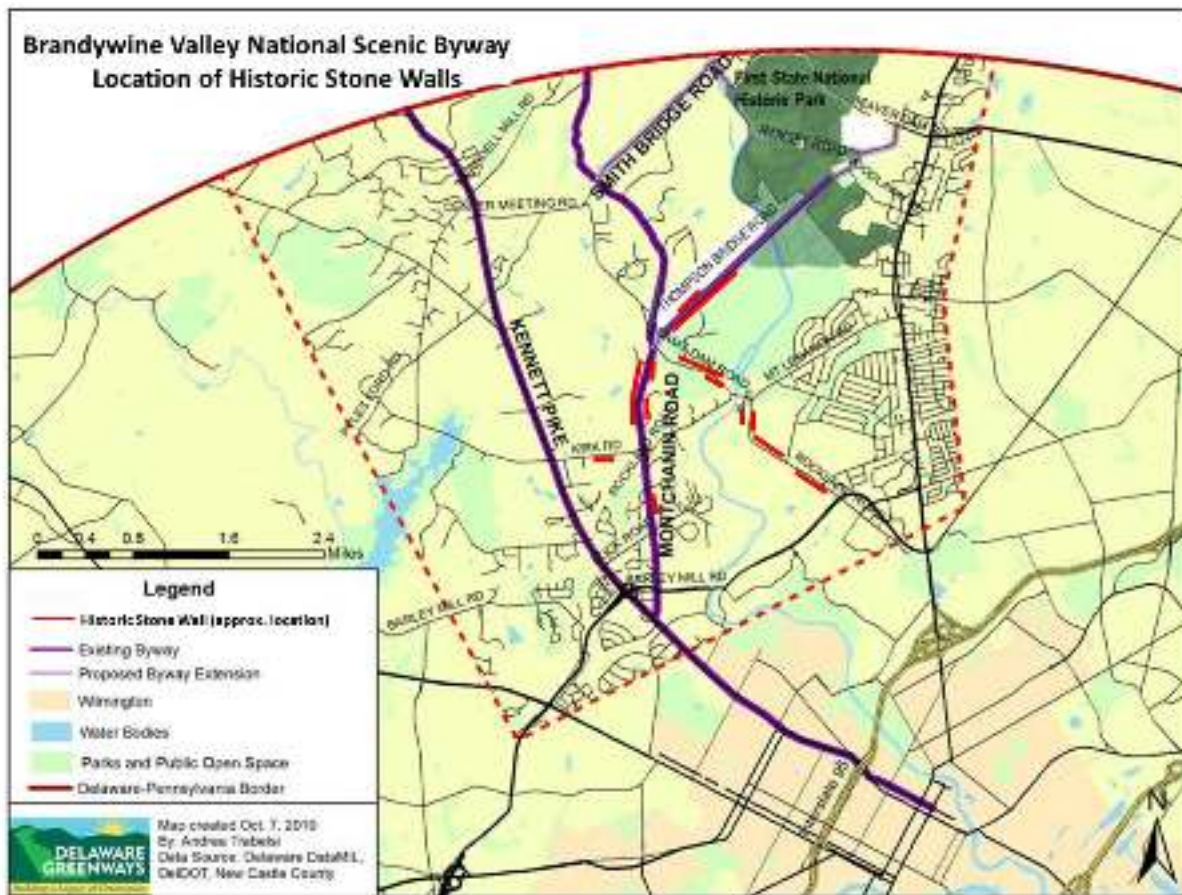


Figure 1-3: Locations of the Historic Stone Walls

illustrates the location of the walls. Most of the walls are in the right of way of the state highway system and are difficult to maintain without expensive traffic control . DeIDOT agrees to coordinate their maintenance operations with the property owners to permit repairs to be undertaken with highway maintenance.

EXISTING MOBILITY SITUATION

EXISTING ROADWAY NETWORK

Greenville is served by three main roadways: Kennett Pike, Delaware Route 52; Montchanin Road, Delaware Route 100; and Kirk and Campbell Roads, Delaware Route 82.

Kennett Pike (Delaware Route 52) is a two-lane roadway, except in the commercial section of Greenville, where it is a divided roadway with two travel lanes in each direction. West of Greenville, the roadway is a two lane undivided roadway with wide, paved shoulders.

Kennett Pike is posted with a 35 miles per hour limit in Greenville. It carries a 50 mile per



Route 52, Kennett Pike, north of Route 82



Route 52, Kennett Pike, in Greenville

hour limit west of Greenville. Within the Commercial Center of Greenville, brick sidewalks are typically provided as well as pedestrian crossings at the traffic signals located at Briars Lane/Presidential Drive, Buck Road and at Hillside Road. An unsignalized midblock pedestrian crossing is provided between Greenville Center and Powder Mill Square, the two largest shopping centers in the commercial core. Within the Commercial Center, bicycles must



Route 100, Montchanin Road at Applecross

travel with traffic although outside the core, bicycles use the paved shoulders as a bike lane. Within the Commercial Center, Kennett Pike carries about 16,500 vehicles per day. Near Kirk and Campbell Roads, it carries about 12,500 vehicles per day.

Montchanin Road (Delaware Route 100) is a two-lane roadway with no shoulders. Land use along Montchanin Road within the Greenville Study Area is mostly rural residential or institutional except within the small village of Montchanin which includes an inn, a restaurant,



Buck Road near Montchanin



Rockland Road in Montchanin



Hillside Road at A. I. DuPont High School.

offices and residences and is located at its intersections with Kirk Road and Rockland Road. Montchanin Road is posted at 35 miles per hour between Route 141 and a point north of Buck Road where the posting increases to 40 miles per hour through the Village of Montchanin and to Thompson Bridge Road. Traffic signals are provided at Buck Road, Rockland Road and Kirk Road. Provisions for pedestrians such as sidewalks and crosswalks are not provided. Similarly, due to the lack of shoulders, bicyclists must share the road with motorized vehicles. Montchanin Road carries 12,500 vehicles per day.

Kirk and Campbell Roads (Delaware Route 82) are two-lane roadways with no shoulders. South of Kennett Pike, Campbell Road is one of the roadways of the Red Clay Scenic Byway. Kirk Road carries 8,000 vehicles per day and Campbell Road carries 5,100 vehicles per day. Both Campbell and Kirk Roads carry a posting of 40 miles per hour. At its intersection with Kennett Pike, a recently completed safety improvement project improved the traffic signals to provide pedestrian crosswalks and signals. However, bicycles must share the road with vehicles and there are no extended provisions for pedestrians elsewhere along either Kirk or Campbell Roads.

Other significant roadways are Buck Road, Hillside Road and Rockland Road.

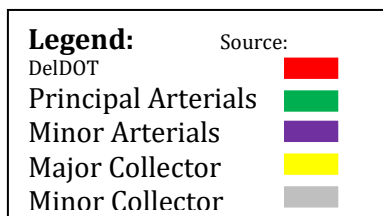
Buck Road is a two-lane roadway with no paved shoulders except in Greenville as it approaches Route 52 where it widens to three lanes and is curbed. Land uses along its length are commercial in Greenville and suburban residential elsewhere. Buck Road carries a 25 mile per hour posting. There are no extended provisions for bicycles or pedestrians along Buck

Road although a sidewalk has been proposed to be constructed between the driveway to Greenville Center and Ardleigh Drive.

Hillside Road is a two-lane roadway that is part of the Red Clay Scenic Byway. Within the Greenville Study Area, Hillside Road has two travel lanes in each direction and no shoulders. Between A. I. DuPont High School and Kennett Pike, it widens to 36 feet, with two travel lanes in each direction. Except for the high school, it serves residential uses and carries a posted speed limit of 35 miles per hour. There are no sidewalks along Hillside Road except for the section between the High School and Kennett Pike. This important section of sidewalk provides a pedestrian connection to the Commercial Center for the students of the High School. Hillside Road carries 1400 vehicles per day.

Rockland Road is a two-lane roadway with no shoulders that carries 4,200 vehicles per day within the Village of Montchanin. It carries a posted speed limit of 25 miles per hour, increasing to 35 miles per hour in the residential section. Bicycles must share the road with motorized vehicles and there are no provisions for pedestrians.

The existing roadway network in the Greenville study area is typical of suburban development. Individual residential, institutional, and commercial developments have single access points located along a main roadway with little connections between residential developments or between commercial developments other than the roadways serving the study area.



FUNCTIONAL CLASSIFICATION OF THE ROADWAYS OF GREENVILLE

In a transportation network, roadways are typically classified by their role or function in moving people, goods and services. The Delaware Department of Transportation has produced a map showing the functional classifications for the Byway Roadways. As shown in Figure 5-1, DelDOT has assigned four functional classifications to the roadways comprising the Byway. They are:

- Principal Arterial
- Minor Arterial
- Major Collector
- Local Roadway

Figure 5-1: Functional Classification of Greenville's Roadways

The definitions of the functional classes as applied to the roadways follows¹:

Principal Arterial: Provides an integrated network of routes that serve major centers of activities and urban areas. They are the highest traffic volume corridors with long trip lengths and are a link between the higher and lower classifications. Land access is not prohibited. Kennett Pike carries this classification.

Minor Arterial: Routes that interconnect with Principal Arterials and provide access to smaller developed areas often linking cities and towns are called minor arterials. More emphasis is placed on land access than for Principal Arterials. None of the study area roadways carries this classification.

Major Collector: Known as just ‘Collectors’ in Urban Areas, these routes provide service to important travel generators (i.e. county seats, towns, schools, recreational and agricultural areas) that are not served by higher classifications. Major Collector Roads provide land access and collect traffic from lower classifications, channeling them to the higher classifications. Montchanin Road, Hillside Road, Buck Road, Campbell Road and Kirk Road carry this classification.

Minor Collector: Only present in Rural Areas, these routes serve local traffic generators, smaller towns, and communities. They provide land access and provides link for traffic from local roads to the higher classifications. Rockland Road carries this classification.

Local Roadway: Routes that provide direct access to land and links to the higher classification are called local roadways. Local roadways have the lowest volumes of traffic and short trip lengths. Local Roadways consist of all roads not designated with higher classifications. Center Meeting Road and Adams Dam Road are the notable roads that carry this classification.

EXISTING PUBLIC TRANSIT SERVICE

Within the Greenville Study Area, Delaware Authority for Regional Transit (DART First State) operates one fixed-route bus line: Route 10 that travels along Route 52 with 20-minute service during the morning peak hours and 30-minute service in the evening peak hours. The route extends from Rodney Square in Wilmington to Centreville. Currently, there are plans to truncate this route at the city line due to lack of ridership.

ACTIVE AND OPERATING RAILROADS

The East Penn Railroad (ESPN) is a short-line freight only railroad that operates a number of lines in Pennsylvania and Delaware. In northern New Castle County, ESPN owns and operates the Wilmington and Northern Branch that has over 10 miles of track as it winds its way

¹ Delaware Department of Transportation,
http://www.deldot.gov/information/pubs_forms/func_maps/pdf/functional_classification.pdf



The railroad grade crossing of Kennett Pike in Greenville. Note the overhead lights and cross bucks protecting the crossing.

through the Brandywine Valley from its southern terminus with the CSX line at Elsmere Junction and ending at Coatesville, PA. It enters the Greenville Village Study Area as it crosses DE Route 141 near the Greenville Manor Apartments and exits the study area near Adams Dam Road near Winterthur. At-grade crossings are provided across Kennett Pike just east of Hillside Road and across Montchanin Road and Rockland Road in the Village of Montchanin, and again on Montchanin Road north of Kirk Road. The railroad right of way varies between 65 and 70 feet in width.

BICYCLE AND PEDESTRIAN NETWORKS

While the majority of trips made in the study area are by automobile, many local residents enjoy traveling by bicycle, walking and public transit. Sidewalks are commonplace in Greenville, although routes like Buck Road are noticeably without any safe roadside. It is also a segment of State walkways. For the majority of its length, Route 52 is considered a pedestrian pathway and a bikeway Bicycle Route 1. However, in Greenville the road has no shoulders or bike lanes. The community has expressed interest in bringing multimodal facilities to this stretch of road. Additionally, the Northern Delaware Greenway passes through the study area. Kirk Road (Route 82) and a segment of Statewide Bicycle Route 1 and Montchanin Road (Route 100) north of Kirk Road, also a segment of Statewide Bicycle Route 1, is also considered a usable roadway for bicyclists, but is without specified bike lanes.



Figure 5-2: Bicycle Network and Classifications
Source: DelDOT

Just outside the study area boundaries and along Route 141 is a pathway connecting Barley Mill Plaza to Route 52 on the south side of the roadway.

Figure 5-2 shows the official bicycle route classifications in the study area as described above.



The lack of connections between Greenville Center and Greenville Crossing forces pedestrians to make their own pathway.

Similarly, the shopping centers are not connected to the residential neighborhoods making folks either drive the short distance to the shopping centers from their house to shop or walk through an unfriendly situation

The commercial center of Greenville should be a walking and bicycling village. It should be easy for people of all ages to walk and bike to and around the commercial center. The following pictures illustrate the difficulty in walking and biking.

Within the commercial center, there are insufficient cross-easements among the shopping centers, especially on the north side of Kennett Pike between Greenville Center and Greenville Crossing as well as across the railroad tracks in Greenville Center. Significantly, the residential neighborhoods adjacent to the shopping centers are not conveniently connected to the shopping centers by pedestrian pathways.

THE SAFETY SITUATION

According to the 2011 Existing Conditions report for the Scenic Conservation Plan, the roads that make up the Brandywine National Scenic Byway, Routes 52 and 100 (Montchanin Road), together account for approximately 208 reported automobile crashes, including one that resulted in a fatality.² Both roads fall within the Greenville Study area, as do Kirk Road and Buck Road. As shown in Figure 5-3, crashes on Route 52 within the study area cluster around the intersections with Kirk Road and Buck Road, as well as the shopping centers of Greenville. Montchanin Road’s intersections with Rock Spring Road and Thompson Bridge Road share noticeably high concentrations of automobile crashes. It is worth it to note that all recorded accidents take place on Kirk Road or in the area extending southwards.

In Table 5-1, the three designated major collectors within the study area (Kirk Road, Buck Road, Route 100) and the major urban arterial (Route 52) have a combined total of 172 crashes.

Table 5-1: Reported Crash Data for Study Area major Collectors and Principal Urban Arterials

Road Name	Limits	Road Type	Length in Miles	Average Daily Traffic	Number of Crashes
Montchanin Road	Adams Dam Road to PA Line	Major Collector	2.58	5,000	71
Kirk Road	Kennett Pike to Montchanin Road	Major Collector	0.77	2,900	5
Buck Road	Kennett Pike to Montchanin Road	Major Collector	0.49	3,100	0
Kennett Pike	Stonegates Driveway to Route 141 Interchange	Principal Urban Arterial	0.78	18,100	56

² The data used in this section includes only crashed reported to DelDOT that include fatal crashes, injury crashes and crashes where at least one vehicle required towing from the site.

In 2014, there were multiple incidents in Greenville and the surrounding area involving vehicles and bicyclists riding on the road, including one that killed a cyclist. This demonstrates a lack of acceptably safe lanes for pedestrians and bicyclists on roads connecting residential developments, workplaces, and commercial areas. Figure 5-4, however, shows that between January 2011 and February 2014, there were three car accidents involving pedestrians or bicyclists within the Greenville Study Area. None of the three incidents resulted in fatalities.

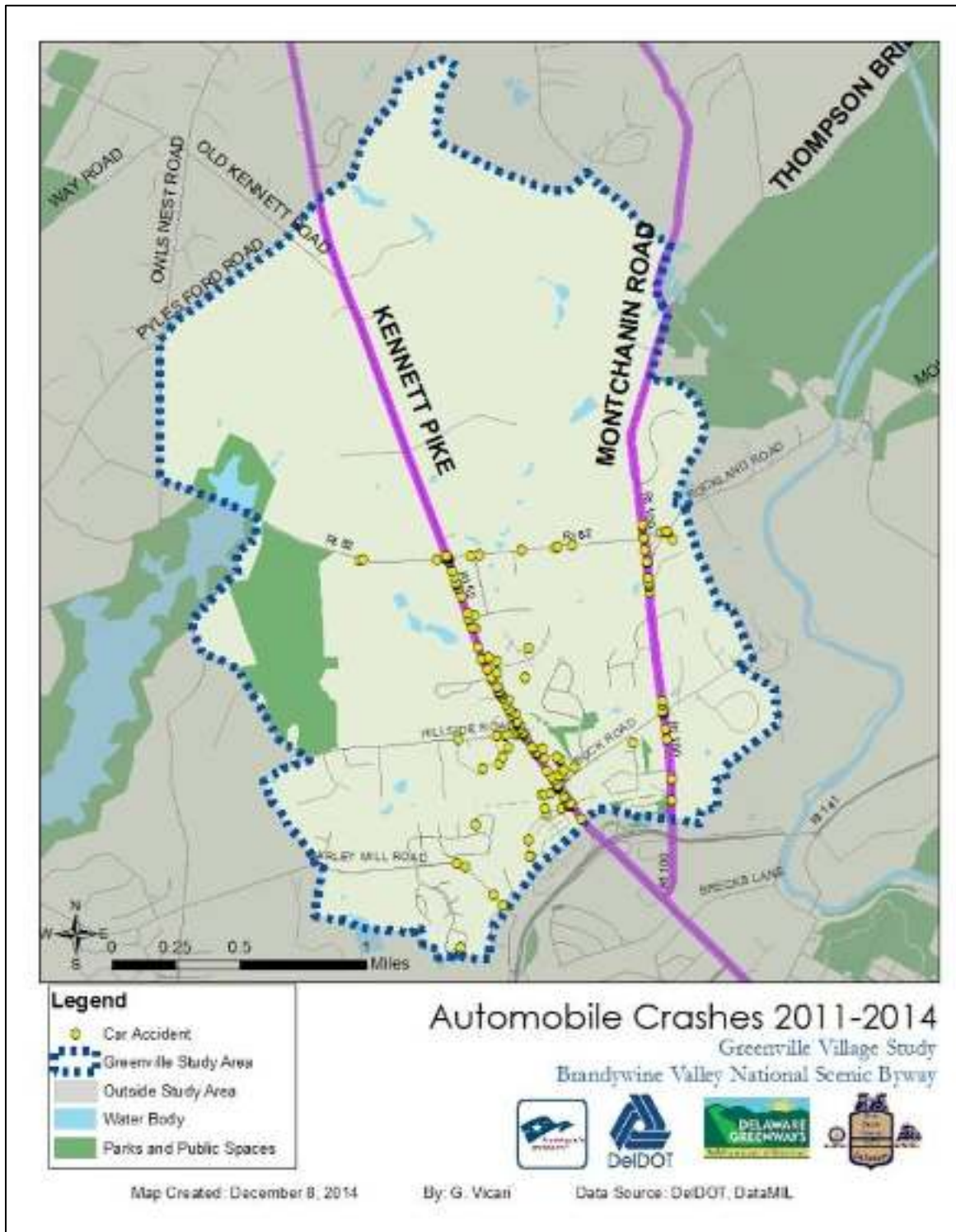


Figure 5-3: Automobile Crashes, 2011-2014

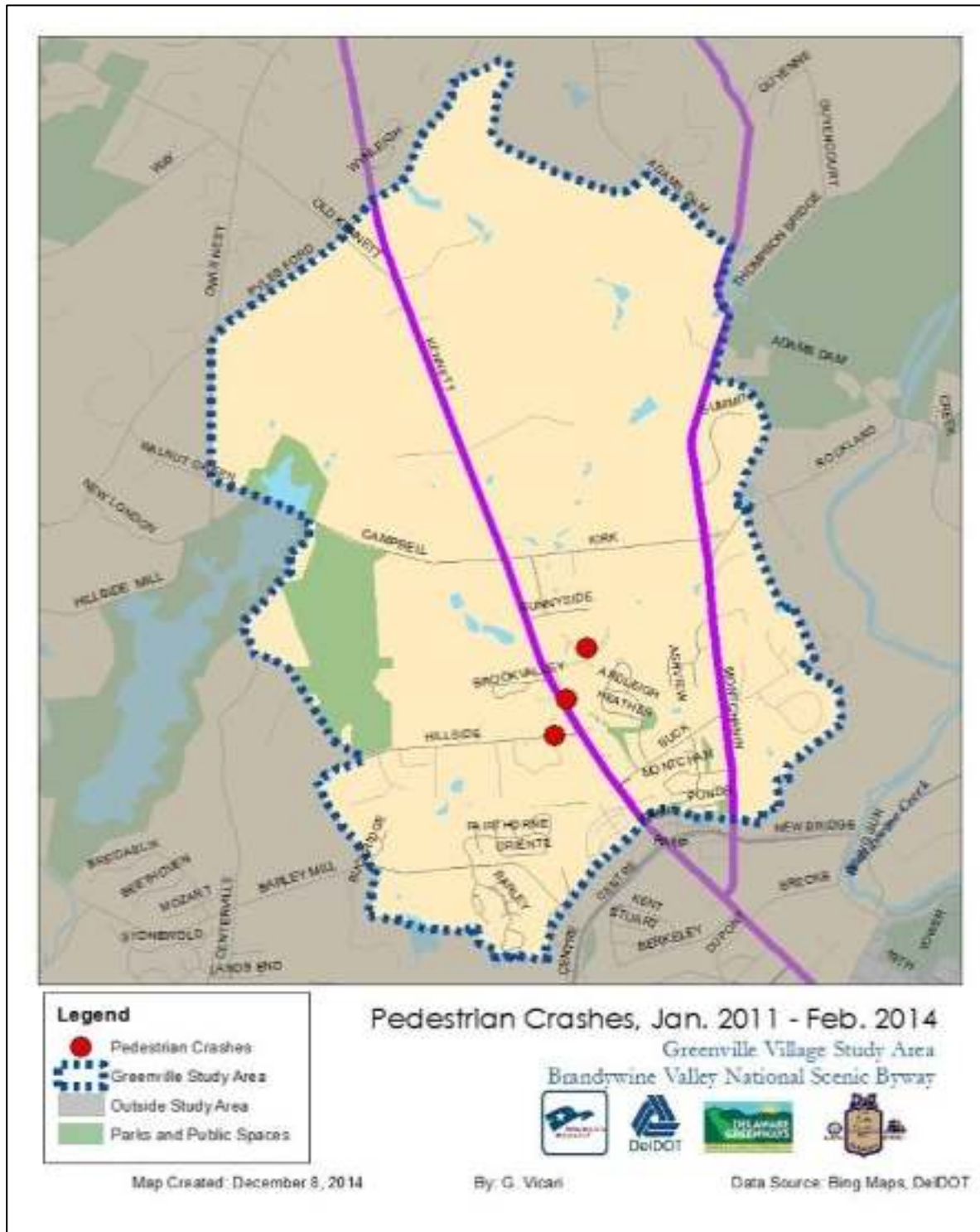


Figure 5-4: Pedestrian Crashes, 2011-2014

THE PREFERENCES AND ASPIRATIONS OF THE PUBLIC

INTRODUCTION

The second public workshop for the Greenville Village Study was held on Thursday, September 4, 2014 in A.I. DuPont High School's cafeteria. The workshop began with refreshments at 6:15 PM, followed by the formal program beginning at 6:30 PM. The workshop concluded at 8:30 PM. The purpose of the meeting was to gather information from the public about their vision for the future of Greenville using a visual preference survey exercise and a follow up group discussion. More than sixty people participated in the meeting.

The project team used the input from the attendees to build upon the input provided at the first public meeting, supplementing that input with preferences about how Greenville should evolve and what the future should look like. This information was a primary input into the plan reflecting the desires and preferences of the citizenry.

SUMMARY OF THE FIRST WORKSHOP

Meeting facilitator Andrew Bing of Kramer & Associates began the meeting by welcoming everyone and describing the agenda for the evening.

Delaware Greenways' Transportation Planner, Jeff Greene then presented a summary of the results of the first meeting. He indicated that the attendees at that meeting listed the positive attributes as:

- Most buildings are at a pedestrian scale with bountiful trees and open spaces.
- A variety of existing commercial uses meets the needs of the residents.
- The commercial area is bustling with activity and the residential areas are reasonably quiet.

The attendees then considered the most important challenges as:

- Inconsistent and sometimes objectionable design, signage and lighting exist in the commercial center.
- Through traffic overwhelms the ability to circulate locally.
- Non-existent and difficult walking pathways exist between residential neighborhoods and shopping centers.
- It is difficult to cross Kennett Pike.
- Preservation of the remaining open space in the study area is a priority.
- Increasing railroad traffic and the type of cargo carried concerns the adjacent neighborhoods.

Finally, the attendees listed the most important attributes that they would like to see in the future as:

- Retain the services and shops.
- Provide consistent landscaping design.
- Retain the village scale of the commercial center.
- Include a village square or central park.
- Provide better bicycle and pedestrian connections.
- Retain the open space and iconic views of the study area.

New Castle County Department of Land Use General Manager, Eileen Fogarty, spoke about the role of her department in the study, as well as her desire to see a fruitful partnership develop between residents, stakeholders, and government officials through the study process and in the future. She stated the purpose of the study and its objectives:

1. Enhancing and protecting the Scenic Byway
2. Ensuring that the character and form of future development are reflective of and compatible with a broadly supported community vision
3. Providing accessibility to services, recreation, and schools
4. Creating a multi-modal, safe, and livable commercial and surrounding area
5. Ensure the strength and vitality of community's center

Then she summarized the input from the first public meeting into five key areas for further discussion at the second workshop:

- Preserve village character and scale
- Protect scenic vistas along rural byway corridor
- Provide for consistent landscaping design with buildings placed and sized to a village scale
- Include a village square or central park
- Better bicycle and pedestrian connections so residents can walk and bike to the commercial and other areas

Finally, she presented a series of slides that described the concept of place making, and how the attendees would be asked to consider that as part of their input during the workshop.

Next, County Planner Stuart Sirota, presented a series of 30 images that helped illustrate how the principles presented by Ms. Fogarty could potentially be applied in Greenville, and described how the images show a range of design elements and options on which participants would be asked to provide input in several ways. He further explained that participants would first be divided into small groups and use the images to inform their discussion about the future of Greenville. Then each group would indicate their relative degree of appropriateness for Greenville. The images included scenes from other places as well as in or near Greenville. Half of the images focused on public spaces, streetscapes, suburban town centers, and small scale mixed-use buildings, while the other half focused on pedestrian and bicycle facilities, signage, and overall scenic byway character.



Example images showing architecture and public spaces (left) and roadside character and trails (right)

The attendees were then divided into five smaller groups, and provided with printouts of the images as well as a large aerial photograph of the core of the study area. The groups were facilitated by Tom Osborne, Ed Thomas, Stuart Sirota, Andrew Bing, Valerie Cartolano, Antoni Sekowski, and Brad Shockley. Group discussions were recorded by volunteer scribes Steve Borleske, Lynne Kielhorn, and Cathy Williams of Delaware Greenways, Gretchen Mercer of the Centreville Civic Association, and John Danzeisen of the Kennett Pike Association.

Participants were asked to discuss the images in the context of how appropriate they would be in Greenville, as well as to indicate on the map where they felt that future changes that correspond to any of the images might be appropriate. They were also encouraged to identify any other concerns or ideas on the map. After the discussions, the entire group reconvened and each group’s chosen spokesperson “reported out,” by presenting the ideas discussed during their group meeting.



Participants discussing images and reporting from group discussions

Following the report out, all participants were asked to individually rate the images on a scale of 1 to 5, with “1” being highly undesirable, “2” being somewhat undesirable, “3” being neutral, “4” being somewhat desirable, and “5” being highly desirable. In order to capture the image ratings, large posters with the images printed on them were displayed on the wall

in the meeting room. Each poster also included a ranking area beneath each image. Each participant was given a packet of thirty dots, and asked to place a dot next to the number score, which corresponded to their selection for each image.

After participants completed placing their dots, the workshop concluded. Immediately prior to the final exercise, Andrew Bing had explained that the study team would be collecting all the input received at the workshop and present the findings at the next workshop.

RESULTS OF THE BREAK-OUT DISCUSSIONS

The small group discussions resulted in a substantial amount of issues and ideas, many of which had been raised at the first public workshop. Adding the map and images helped elicit more detail and information about various issues and specific locations, while also allowing participants who had not attended the first workshop weigh in. Table 6-1 summarizes the topics and ideas that were discussed among each group.

From this summary, the team was able to discern a clear set of recurring themes that emerged across the groups. These include the following:

1. Increase **connectivity** to encourage pedestrian and bicycle access, circulation, and activity near the commercial core.
2. Enhance the **sense of place** and **amenities** in the commercial core.
3. Improve pedestrian and bicycle **safety** and comfort throughout the byway corridor.
4. Ensure that **signage** is appropriate along the scenic byway.

Other comments and concerns that were noted included the following:

- Several participants mentioned varying ideas about building heights.
- While many participants liked the notion of the commercial centers evolving in ways that create a sense of place, some wondered whether this would be feasible, particularly because the commercial centers are private property. It should be noted that the recommendations and standards developed as a result of the study would provide useful guidance to the owners of the commercial centers when considering improvements to their properties in the future.
- Some participants expressed concerns that Greenville should not become “too urban.” It should be noted that a primary objective of this study is to identify community desires and translate them into a vision for the type of future development that is compatible, both in scale and context, for the Greenville area. As such, the team will be continuing to work with community stakeholders as the process goes forward to develop design standards that reflect the community’s vision.
- There were several comments from groups specifically identifying the Pet Value sign as an example of inappropriate signage for Greenville.

- Several comments were made regarding topics that do not directly fall under the purview of this study, but were still noted by the team. These included the desire for a noise ordinance and for addressing traffic congestion.

Table 6-1: Summary of Comments from the Breakout Sessions

	Group 1	Group 2	Group 3	Group 4	Group 5
Accessibility		Service roads	Connect centers	Need more multi-modal access to Route 52 (bikes, walking)	Not currently good for children and families
Amenities	Bike racks, dog tie-ups	Public sculptures/art			
Buildings			40' max building height	No towers	Would like to see varied heights of buildings, quality architecture
Commercial		No chain retailers	Retain eclectic mix and quality of shops		Better visibility of sporting shops
Design		Love Main Street feel, but doesn't seem possible	Urban designs attractive but don't fit in Greenville		
Development			Possibility of redeveloping Powder Mill Square?	Should conform to community preferences, ID a common space	Concerned about negative impact of potential development
Landscaping	Rooftop gardens, beautification	More mature vegetation			
Land Use		Limitations on private/developer lands	Land privately owned means limits to public wishes		
Meeting Places	Should be creative, with amenities- corner benches, outdoor spaces for restaurants	Small gathering center behind HS playing fields, walking access to shopping			Sidewalk seating, outdoor areas with trees
Multimodal Transport	Future encouragement of walking/biking instead of cars		Walking paths	More access for bikes/walking, fix inconsistent bike lanes on Route 52	Less emphasis on car environment
Ordinances	Noise ordinances				No adequate restrictions for byways to protect existing viewsheds
Other	Focus on change for the future			What are +/- of incorporating Greenville?	Would like to see demographic study of area
Parking	Make three parking lots cross-accessible, hide parking behind strip mall areas.	Need to "green" the parking lots		Regulate ratio of parking to commercial development	Screen/hide parking areas- behind buildings possibly.
Recreation		Would like family-friendly bike/walking paths, eventual conversion of rails to trails	Possibility for underground park?		
Residential Areas		Close to commercial center- could be higher-density housing	Mixed-use residential areas		
Roads	Buck Road/Hillside Road unsafe, needs speed control	Reduce speed, gain bike/pedestrian space by removing turn lanes		Need consistent speed enforcement (radar speed signs?) and turn lane at Buck and Montchanin Roads	Route 52 scary/unsafe for pedestrians, re-emphasize interstate and Route 2 (consider a bypass)
Signage	Dislikes pet store sign	Dislike new pet store sign and internally lit signs	More uniform signage, clarify traffic signs at Kennett Pk/Hillside Rd	Signage should be a tasteful size	Keep signage small, consider de-emphasis of what's there

RESULTS OF THE IMAGE RATING EXERCISE

After the reporting out of the small groups was completed, participants were invited to rate each of the thirty images using the technique previously described. Approximately three quarters of the attendees who participated in the group discussions participated in the image rating exercise.



Attendees rating images during the Visual Preference Survey exercise.



Overall, the responses of participants reinforce the four common themes that emerged from the breakout groups. Figure 6-1 shows the top ten highest average rated images. Collectively, the preferred images show enhanced pedestrian and bicycle connections and facilities, small-scale gathering places,

traditional main street scenes, attractive streetscapes, and smaller traditionally designed signage. All of these images evoke a modest development scale and character appropriate for Greenville, while emphasizing creation of a greater sense of place.

Imagery that ranked lower tended to show scenes that were more automobile-oriented, included larger scale and/or contemporary-looking signage, and showed development scenes that tended to appear more “urban” in character (i.e. those with taller, brick facades).

Finally, it is also worth noting that overall, 73% of the images received ratings that were within a positive to neutral range, while only 27% received negative ratings. In total, 757 votes were cast across the 30 images. The distribution of those individual votes appears in Table 6-2.

Table 6-2: Distribution of Votes

	5 Most Appropriate	4 Appropriate	3 Neutral	2 Inappropriate	1 Most Inappropriate
Number of Votes	183	206	166	122	80
Percent of Total Votes	24%	27%	22%	16%	11%



Figure 6-1: The 10 highest rated images by the public along with their average scores.

THE GREENVILLE VILLAGE PLAN

INTRODUCTION

This Plan provides principles for guiding the preservation of Greenville’s existing character as well as future redevelopment that may occur in the context of its location on a scenic byway corridor. While broader planning efforts are underway for the Brandywine Valley National Scenic Byway, Greenville is being called out for individual study as a distinct entity on the corridor. Its location is a key point of transition on the scenic byway between the suburban segment and the more environmentally sensitive rural landscape to the north. Due to its role as a successful commercial center, it has potential for growth and change that, depending on how it is designed, may either enhance or degrade the character of the byway.

Greenville is widely viewed by many as a gateway to the Brandywine Valley. The Corridor Management Plan (CMP) promotes a goal of increased tourism for the valley’s cultural institutions and expanded recreational opportunities. Greenville would be the likely location for visitor amenities, expanding its role beyond its current function as a retail center for local residents. Because of these potential growth pressures and its relationship to the scenic byway, this planning study has been undertaken.

THE SCENIC BYWAY

The Brandywine Valley Scenic Byway received State byway status in 2002 and was designated a National Scenic Byway in 2005. It includes two road corridors:

1. Route 52 (Kennett Pike), which transitions from urban to suburban and rural landscapes along a seven mile stretch from Rodney Square in downtown Wilmington to the Pennsylvania state line. Greenville is located at the midpoint of this corridor.
2. Route 100, a largely rural corridor, extends approximately five miles from Kennett Pike near Greenville to the Pennsylvania state line.

“Scenic byway” under the national program is a public road having special scenic, historic, recreational, cultural, archeological, and/or natural qualities. The designation includes not just the road, but also the corridor through which it passes. “Corridor” is defined as “the road right-of-way and the adjacent area that is visible from and extending along the road. The distance the corridor extends from the road could vary with the different intrinsic qualities.”¹

¹ Federal Register (5/18/1995), Vol. 60, No. 96, page 26795: Federal Highway Administration, interim policy for National Scenic Byways Program.

The *Brandywine Valley Scenic Byway Corridor Management Plan (CMP)*, a required element of the designation process, is the defining document that identifies the intrinsic qualities of the scenic corridors, establishes the vision and goals, and recommends strategies for protection and enhancement. This study is intended to build on that plan.

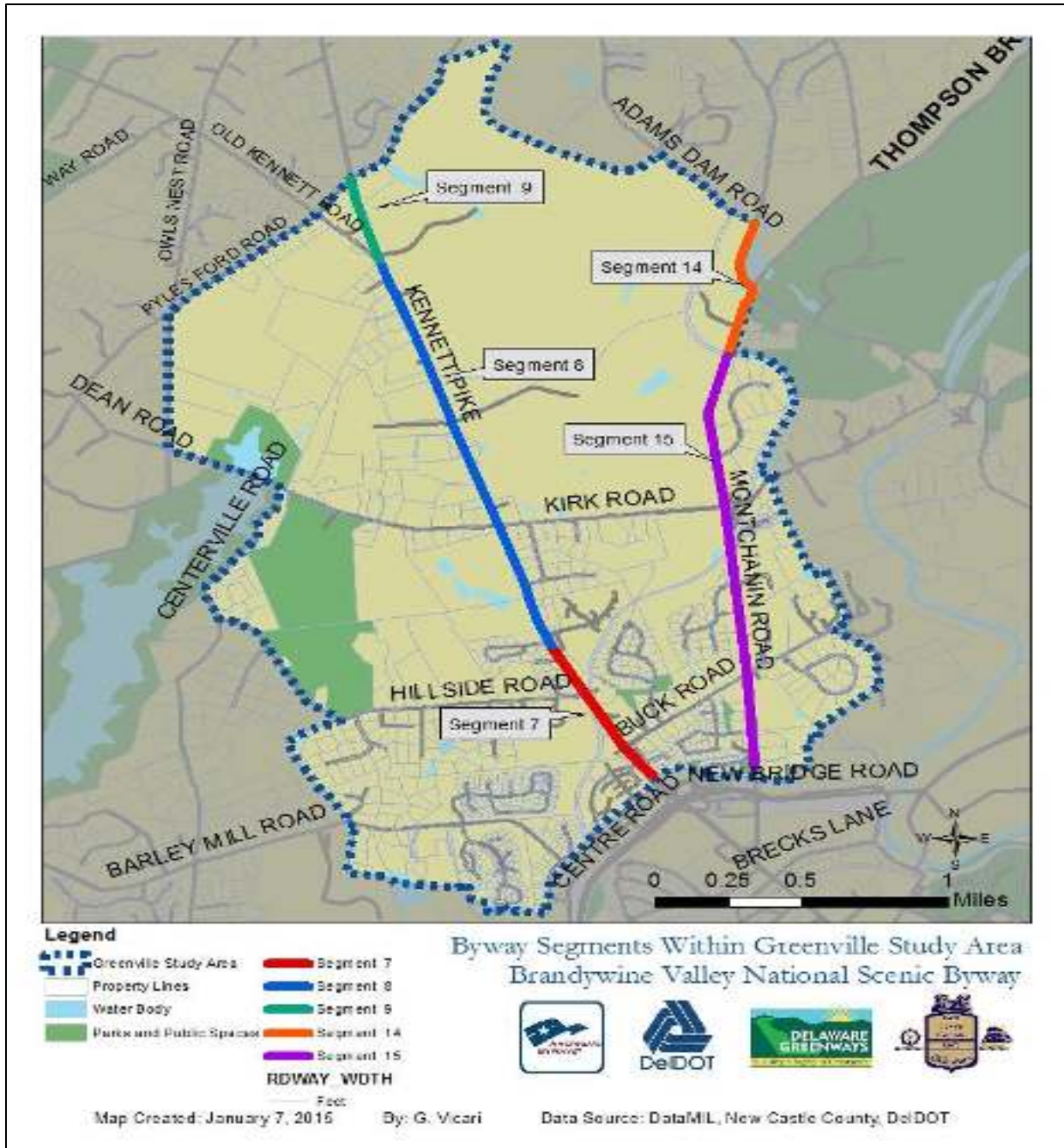


Figure 7-1: Character Segments, Greenville Village Study Area

CHARACTER AREA SEGMENTS WITHIN THE GREENVILLE VILLAGE STUDY

This study of Greenville includes a portion of the rural byway segments as a way to focus on Greenville's commercial core and transitional byway segments, not to replace other planning efforts. In addition, this study is working under the National Scenic Byway Program definition for scenic byway corridor: landscapes that are visible from the road.

The Corridor Management Plan organizes the byway corridors by Character Area Segments that describe the intrinsic character and identify the scenic resources in each corridor. The follow map shows the Character Area Segments which fall within the Greenville study boundary.

The following sections describe each of the Character Segments within the Greenville Village study area as shown in Figure 7-1:

GREENVILLE COMMERCIAL CORE AND ADJACENT PROPERTIES - SEGMENT 7

Within the area considered Greenville's commercial core, several shopping centers provide a significant amount of retail and eating establishments that serve the surrounding communities and visitors to the area. Various landscape projects funded by adjacent landowners and shopping centers also contribute to beautifying the area. High quality views along the corridor that are visible from the byway include the Twin Lakes property, which features an open landscape and scenic vistas Brook Valley Road. This property was formerly a DuPont family estate, of which 62 acres were sold to the state of Delaware to preserve it as open space. A pear tree grew by the entrance to the property in homage to the tree that grew there formerly. Historic resources in this area include the former Wilmington and Northern Railroad, which crosses Kennett Pike.

KENNETT PIKE - SEGMENT 8

The CMP describes this segment as having country estate and rural residential character. The built environment is one of primarily early 20th century estate homes, a few farmhouses from an earlier agricultural period, some later suburban residential infill, and a few well-known cultural institutions. The landscapes include roadside hedgerows, mature woodland, and open rolling fields. The key views that exemplify the estate landscape are:

- Open landscape and views of the water features at the Twin Lakes Property
- Historic architecture at the NW and NE corners of the Route 82 intersection (Evelina DuPont mansion "Lyndham" and tenant house, and White Village) ²
- The broad open vista across the rolling fields at Winterthur

² Delaware Department of Transportation. Phase 1 Architectural Survey Report, SR 52 and SR 82 Intersection Improvement (September 2010). This report evaluates Lyndham and White Village as eligible for listing in the National Register of Historic Places.

- The open field and lawn in front of the adjoining Methodist Country Home and Delaware Museum of Natural History, including a row of Sycamore and cherry trees recently planted as a roadside enhancement.

The remaining sections of this corridor are lined with dense landscape buffers that screen the smaller residential properties and the Wilmington Country Club golf course almost completely from view. Some of these buffers are lines of mature trees while others are more recently introduced mixed plantings that may include berms and fencing as well. These landscape buffers provide an attractive roadside edge while masking the effect of modern development, and therefore should be valued and protected.

LOWER BRANDYWINE PRESBYTERIAN CHURCH - SEGMENT 9

This area includes high quality views from the byway including the following:

- Lower Brandywine Presbyterian Church - The historic brick church and cemetery are characteristic of church properties throughout the Brandywine Valley. Meticulously maintained landscaping highlights the church property and the cemetery. In this area, evidence of the landscaping from the DuPonts is evident.
- Winterthur - The northern edge of the property is included in this segment, continuing the scenic country views from Segment 8.

Historic resources in this segment include the Lower Brandywine Presbyterian Church, whose cemetery dates to the early 19th century.

ROUTE 100/MONTCHANIN ROAD - SEGMENT 15 AND PART OF 14

The Corridor Management Plan describes this segment as wooded and rural residential with village commercial. The wooded area is focused in the area south of Montchanin where most of the smaller lot residential subdivisions occur. These are communities with well-established and mature landscaping that, although the trees do not completely screen the homes from view, do provide a beautiful setting. The proposed Wagoner's Row subdivision will have a 150-foot buffer with its row of mature trees preserved and enhanced with additional landscaping. This project establishes a standard for future development where new construction would otherwise be exposed to view.

The Montchanin Historic District - formerly a small village comprised of workers' cottages, a railroad station, school, barn, and blacksmith shop - has been adaptively reused in its entirety as an inn and restaurant with specialty retail and office. It is an outstanding example of adaptive reuse that has preserved the historic character to a very high degree, and therefore adds historic authenticity to the viewshed.

Substantial hedgerows and tree lines screen the rear boundary of the Wilmington Country Club golf course and some of the fields south of Montchanin.

The Routes 100/92 intersection provides a dramatic view of rolling hills lined with historic stone walls at the roadside. This viewshed is largely protected as state-owned parkland and due to private conservation easements in place at Winterthur.

RECOMMENDATIONS FOR THE RURAL CHARACTER SEGMENTS

The viewsheds along the two rural byway corridors fall into two general categories: 1) roadside screening and features, and 2) broad vistas into open fields. In order to protect the quality and character of the byway corridors, the following design guidelines have been developed for future development proposals in portions of the study area outside of Segment 7 (the Commercial core):

PRESERVE THE “INTRINSIC QUALITIES” ASSOCIATED WITH THE SCENIC BYWAY.

Figure 7-2 illustrates the land visible from the Brandywine Valley National Scenic Byway both within the study area of the Greenville Village Study and along the rest of the length of the Byway. Developers and landowners planning to develop their land should be required to retain the viewshed from the Byway by arranging their building heights, setbacks and location on the property to preserve the viewsheds to the extent possible. The development proposal should include a plan showing the existing viewsheds and the lines of view and then identify how the viewshed will be preserved.

It should be noted that not all

Land Visible from the
Brandywine Valley National Scenic Byway

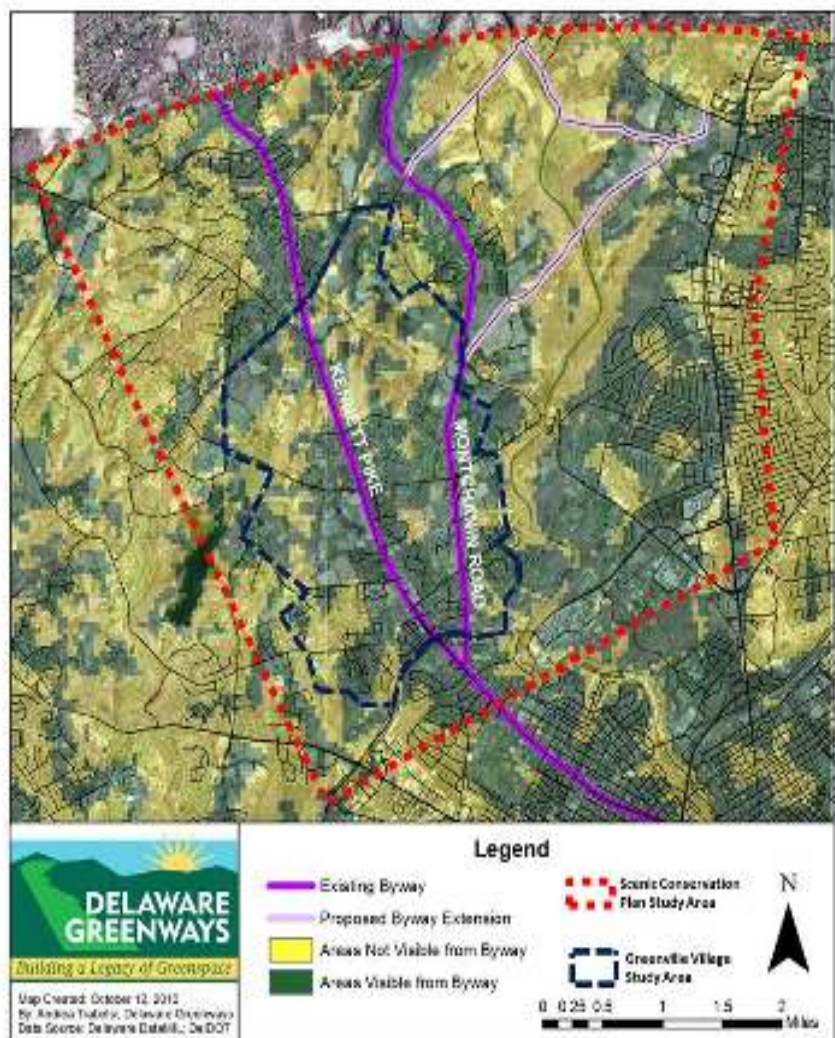


Figure 7-2: Lands Visible from the Brandywine Valley National Scenic Byway and other roadways of the Brandywine Valley (Map based upon GIS modeling. Lands noted as visible from the Byway are identified using contour elevations and ground cover layers).

of the viewsheds are continuously visible from the Byway to the distance seen by the human eye. Some are visible in the distance over the landform closest to the road or over the existing manmade environment. The plan to preserve the viewshed but reflect these viewsheds as well as they are contributing elements to the Byway.

- **Preserve existing roadside screening and features.**

- **Roadside Features and Historic Landscapes.** It will be important to retain existing vegetation along the road edges such as tree lines, hedgerows, and specimen trees, as these are character-defining features of the byway. In many cases, this vegetation dates from historic time periods. The more recent landscaped buffers lining the roadway where residential subdivision has occurred is also important for its role in screening buildings that do not contribute to the cultural and historic themes associated with the designation of the byway.
- **Scenic Corridor Features.** The scenic corridor standards in Section 40.04.240 of the *New Castle County Code* require existing roadside forest to be preserved with a minimum buffer width of 50 feet. The limitation of this standard is that it pertains to major land development plans, not to smaller projects, and that the definition of “forest” (Section 40.33.300) describes a minimum of one acre that includes 75% coverage with mature canopy trees or 60% coverage with young canopy trees. While this provision offers protection for significant areas of woodland, smaller areas of tree cover and smaller plant material are unprotected. Additional work should be undertaken to inventory trees and vegetation significant to the byway. It must also be determined whether any significant roadside plantings fall within DelDOT right-of-way and, if so, steps should be taken to work with that agency to develop protective standards.³
- **Historic Stone Walls.** These walls are another character-defining roadside feature. There are currently no regulations to protect them. The 2005 Corridor Management Plan suggests that they should be inventoried. Here too, it should be determined whether stone walls are located on private property or in DelDOT right-of-way before developing strategies for protection.



Historic Stone Walls

³ Delaware Department of Transportation. *Context Sensitive Solutions for Delaware Byways* (June 2011). This manual provides guidance for designing transportation improvement projects in scenic byways, but is not a regulation.

Figure 7-3 shows the locations of the historic stone walls.

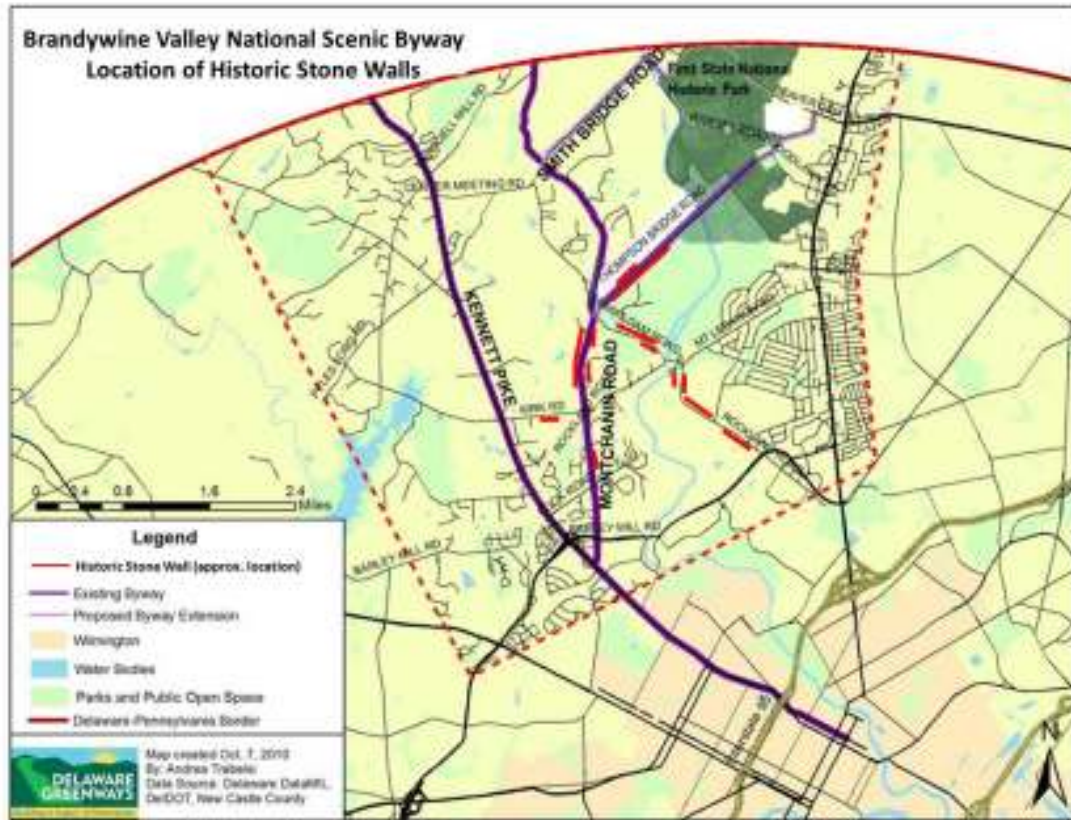


Figure 7-3: Location of the Historic Stone Walls of the Brandywine Valley

EMPLOY CONSERVATION DESIGN PRINCIPLES IN THE LAND DEVELOPMENT PROCESS TO AVOID VISIBILITY OF NEW CONSTRUCTION.

Designing around a site's most significant natural and cultural resources is critical to preserve the beauty of the byway. In addition to natural resources and cultural resources a byway, of course, has viewsheds - vantage points that should remain devoid of obstructions. This will require greater restrictions on building heights and sensitive site design that takes advantage of natural contours and wooded areas to hide views of new construction. Compact forms of development that avoid open fields and ridgelines are the basis of this concept. Conservation design goes beyond the concept of cluster development by paying particular attention to working within the unique features of the existing landscape instead of engineering and grading the land to accommodate construction. The following conservation design principles should be incorporated to the extent practicable:

- Work with existing topography and tree cover to locate buildings, roads, and driveways from being visible from the byway.

- Limit building heights to prevent rooftops from being visible. Minimize grading and clearing.
- Promote the use of clustered development in concert with open space preserved in perpetuity.

Street Yard Setbacks in a Residential District

Development codes specify building setbacks from the street, from neighboring properties on each side, and to the back. From the community's perspective, the street yard setback is a critical element in creating an orderly, pleasing and vista view of the surrounding open spaces. A 2½-story building set back 150-feet from the roadway is significantly less intrusive than the same building set back 25-feet from the roadway. Appropriate street yard setbacks differ for different zones and environments. National Scenic Byways are treasured for their vista views, and uninterrupted scenic views are an essential feature of them. Some street yard setbacks stipulated in the New Castle County Unified Development Code are not appropriate for the Brandywine Valley National Scenic Byway and if not addressed may result in a permanent downgrading of the vista views along the Byway.

- **Street Yard Setback Regulations**

The NCC Unified Development Code establishes minimum building street yard setbacks depending on zoning designations and on development type (See Table 7-1 at the end of this chapter). Street Yard setbacks range from 15-feet to 100-feet. Most suburban and neighborhood Zonings specify a minimum Street Yard Setback of 40 feet, with smaller lots and townhouses at 25 feet. Such setbacks are typical for most areas. However, the Brandywine Valley National Scenic Byway is recognized for its vista views of a beautiful countryside, open spaces and rolling hills. Many stretches along the Byway are zoned Suburban (S) or Suburban Estate (SE) and with few exceptions, the existing street yard setbacks are more than 150-feet. There is an opportunity to act now to increase the street yard setbacks along the Byway where there are S and SE zonings and preserve the wonderful views for future generations of residents and visitors.

- **Recommendation**

To preserve the views for everyone traveling along the Byway - the very views that were the essential elements in getting the National recognition ---- it is proposed to seek agreement with the County to set minimum street yard setbacks, which preserve, to the extent possible, the intrinsic scenic views along the Byway by creating an Overlay District.

For all S and SE Zonings along the Byway, the minimum street yard setback should be 150 feet, and that the first 100 feet should be preserved as open green space with no structures or parking lots permitted. For all other Zonings other than S and SE, the street yard setback should be a minimum of 40-feet. Any existing structures with smaller

setbacks should be grandfathered but no future buildings or extensions on those sites may be closer than the existing setback. In addition, the agreement should stipulate that variances should be considered only in cases of significant hardship.

Require a 150-foot setback with a landscape buffer in cases where lack of visibility cannot be achieved and where it will not impede viewing of an open vista. This type of landscaped setback is not a universal solution and is best reserved for areas with a short viewshed. Conservation design should always be the preferred practice. The creation of a wide, opaque landscape screen will impede viewing of the deep vistas that are the most dramatic viewsheds in the byway.

PRESERVE LARGE ESTATES

A number of properties in the byway are listed in the National Register of Historic Places. However, that designation offers limited protection only when a project is federally funded, federally licensed, or undertaken by a federal agency. Private undertakings, such as building renovation or land development, are not regulated or restricted by the National Register program. Contrary to popular belief, the National Register does not prevent private property owners from altering or destroying historic resources.

The Brandywine Valley National Scenic Byway Partnership should engage with philanthropic foundations and land trusts such as the Brandywine Conservancy to work with owners of the larger parcels to preserve as much as much of the iconic Brandywine Valley as possible. It should be noted that the Viewshed Analysis confirmed that the most iconic view that must be preserved is the Granogue mansion and its hillside. Many of the other viewsheds have been preserved by the First State national Historical Park.

The Department of Land Use should work with the National Park Service as the General Management Plan for the Park is prepared to identify the viewsheds to and from the park that need to be preserved.

UTILITY FIXTURE REGULATIONS

The distinguishing characteristics and qualities of the Brandywine Valley National Scenic Byway stem from its historical and cultural heritages. Along most of the length of the Byway are properties preserved in the condition when they were first developed. The predominant architectural style of the buildings and structures along the Byway is late 19th to early 20th century. Modern lighting fixtures and traffic signals installed along the Byway contradict this style and character and disrupt the scenic, historic and cultural qualities of the Byway.

Street lighting fixtures and traffic light fixtures are generally installed in state rights of way and are not regulated by style in Delaware.

Proposal

It is proposed to seek agreement with the Delaware Department of Transportation to incorporate into State Code and Regulation for the Byway that street lighting fixtures and traffic signal devices and standards should be unobtrusive, and context sensitive in design. Fixtures and poles, when necessary, should have minimal impact to the scenic and historic landscape of the Byway. Aesthetic considerations should include the retention or improvement of roadside character. Consistency of design is another important factor. Each fixture or pole should be considered on a case-by-case basis, and stakeholder input sought, to ensure the best design and protection of the roadside character.

UTILITY LINES

Power and telecommunications lines strung between rough-hewn utility poles as far as the eye can see have become over the last 100 years the most intrusive and disruptive force in our interrupted views of treasured countryside. These lines and poles exist along the BVNSB and it is hard to imagine how much more beautiful the vista views would be without them. Unfortunately, it would take a very significant amount of money to move all of these lines underground at once. However, we can start now the long process of moving these unsightly obstructions underground when the opportunity presents itself, and we can certainly put new lines underground where it is feasible to do so. Several decades ago, the Kennett Pike Association was successful in getting the state to put the utility lines underground in a section of Greenville roadway that was being modified. Utility lines have competed with trees that align the Byway and in many cases large sections of these beautiful old trees have been hacked away to make room for the overhead lines.

Utility Lines Regulations

At present there are no state regulations requiring utility lines to be placed underground, even though long-term maintenance and reliability are enhanced with underground lines.

Proposal

New Castle County and the state of Delaware should incorporate into their codes applicable to the Byway that utility lines should be placed underground when lines are installed for new developments and construction. New lines should go under the Byway and underground alongside the Byway and not above the roadways strung on utility poles. When existing lines are replaced or upgraded, they should be placed underground whenever possible.

MANAGING PEDESTRIAN TRAFFIC ON THE BRANDYWINE VALLEY NATIONAL SCENIC BYWAY

The Delaware Department of Transportation and the Office of State Planning maintain a series of policies mandating sidewalks in areas of the state that are within towns, villages and cities. The policies also require sidewalks to be constructed along roadways in suburban areas and in areas that are suburbanizing. This is pursuant to a Complete Streets Policy that requires all non-limited access roadways to safely serve motorized vehicles, bicycles and

pedestrians.⁴ To implement the policy, the Department has created maps that detail where sidewalks are required to be installed by developers as part of their roadway frontage improvements.⁵ ⁶ Outside the City of Wilmington, the policies require the installation of sidewalks from the Wilmington City Line to Winterthur and the Country House and through the village of Centreville on Route 52. On Route 100, sidewalks are required between Route 141 and Montchanin.

The Corridor Management Plan for the Byway provides only general guidance concerning sidewalks, calling for their installation where appropriate. The Partnership believes that sidewalks have already been installed where appropriate along Route 52 in the commercial center of Greenville and in the village of Centreville. As development proposals are submitted, the Partnership is concerned that DelDOT and New Castle County will continue to adhere to the policy and require the installation of sidewalks, severely changing the character of the Byway.

When development proposals are submitted to the Department of Land Use, current practice is to defer to DelDOT regarding the property frontage regarding sidewalks. Coordination with DelDOT at the Deputy Secretary level indicate that DelDOT will defer to the County's Department of Land Use if requested by the County if the County puts in place a policy that adheres to the Complete Streets Policy managed by DelDOT.

The purpose of this proposal is to put forth a policy for adoption by the Department of Land Use that adheres to the Complete Streets Policy.

Guiding Principle

Context Sensitive Pathways, unlike over-engineered sidewalks, respect the mature trees and bushes and utilize them as an aesthetic and safety buffer. Such pathways enable residents to safely enjoy the scenic and historic corridors and viewsheds without being intimidated by vehicular traffic, encourage healthy lifestyles, and provide an option other than vehicles to walk to where we live, shop, work, pray, play and school our children, while respecting the rural



A context sensitive pathway is not at all like a sidewalk. As shown in the illustration, the asphalt pathway is aligned to avoid landscaping and is positioned to permit roadway drainage.

⁴ State of Delaware, Executive Order No. 6, Complete Streets Policy, December 7, 2009.

⁵ Delaware Long Range Transportation Policy Plan, 2010, page 6, http://deldot.gov/information/pubs_forms/delrtp/delrtp_102510.pdf

⁶ DelDOT, Development Coordination Manual, 2016, pp 3-23, 3-24.

character of the roadways. Ideally, the pathways should be further away from the roadway than the minimal 10-foot DelDOT right of way, be no wider than 5 feet, be constructed of asphalt, undulate with the natural topography and not be in a straight line.

Policy Elements

1. The area under consideration is Route 52 from Stonegates and Brook Valley Road to the PA line with the exception of the Village of Centreville from Center Meeting Road to Snuff Mill Road, which already has sidewalks, plus Route 100 from Route 141 to the Pennsylvania line. No concrete sidewalks should be installed along these areas.
2. Where possible, and without significantly disrupting the inherent qualities of the Byway and its viewsheds, and without destroying mature landscaping, context sensitive pathways are preferred over standard concrete sidewalks in the areas noted in Policy Element No. 1.
3. Pathways should generally be asphalt, no more than 5-feet wide, meandering and undulating with the natural topography of the land.
4. Pathways should be landscaped and preferably located beyond the right-of-way, set back more than 10-feet from the paved roadway or shoulder. If it is impractical to locate the pathway beyond the right-of-way, a pathway in the right-of-way should be considered, or no pathway where an adequate shoulder exists and can serve as a pedestrian walkway.
5. Where a publicly accessible pathway exists within a development, there is no need to construct a second pathway parallel to the roadway. It is important, however, that the pathways internal to the development are connected to pathways on the adjacent properties.
6. The rights of property owners should be respected through active involvement in the planning and design process.
7. Pathways, when required, should be installed only along one side of the Byway. In the case of Route 52, the west side is preferred where possible, but some crossover to the east side may be needed.
8. When the pathway network crosses over the roadway, a pedestrian signal should be installed.
9. Between Stonegates and Kirk/Campbell Road, pathways should also be installed on the east side where possible, and beyond the right-of-way and beyond the right of way where internal pathways are not publicly accessible. West side pathways between Brook Valley Road and Kirk Road should only be considered if and when the properties on that side are significantly developed.
10. Public hearings should be held to determine the communities' preference for where the pathways are located. It is likely that there will be viable alternative pathways along the full length of the network between Greenville and Centreville. Such pathways could be within the right-of-way, beyond the right-of way, or internal to developments.

11. There should be no formal government sponsored pathway or sidewalk project for the Byway. Rather, along these defined areas, context sensitive pathways should be constructed as part of significant development projects.

Proposal

The Department of Land Use should adopt a design guideline for the proposed Byway Overlay Ordinance related to context sensitive pedestrian pathways that adopt the guiding principle and the policy elements of this proposal. Figure 7-4 illustrates the initial recommendations of the Partnership for context sensitive pathways.

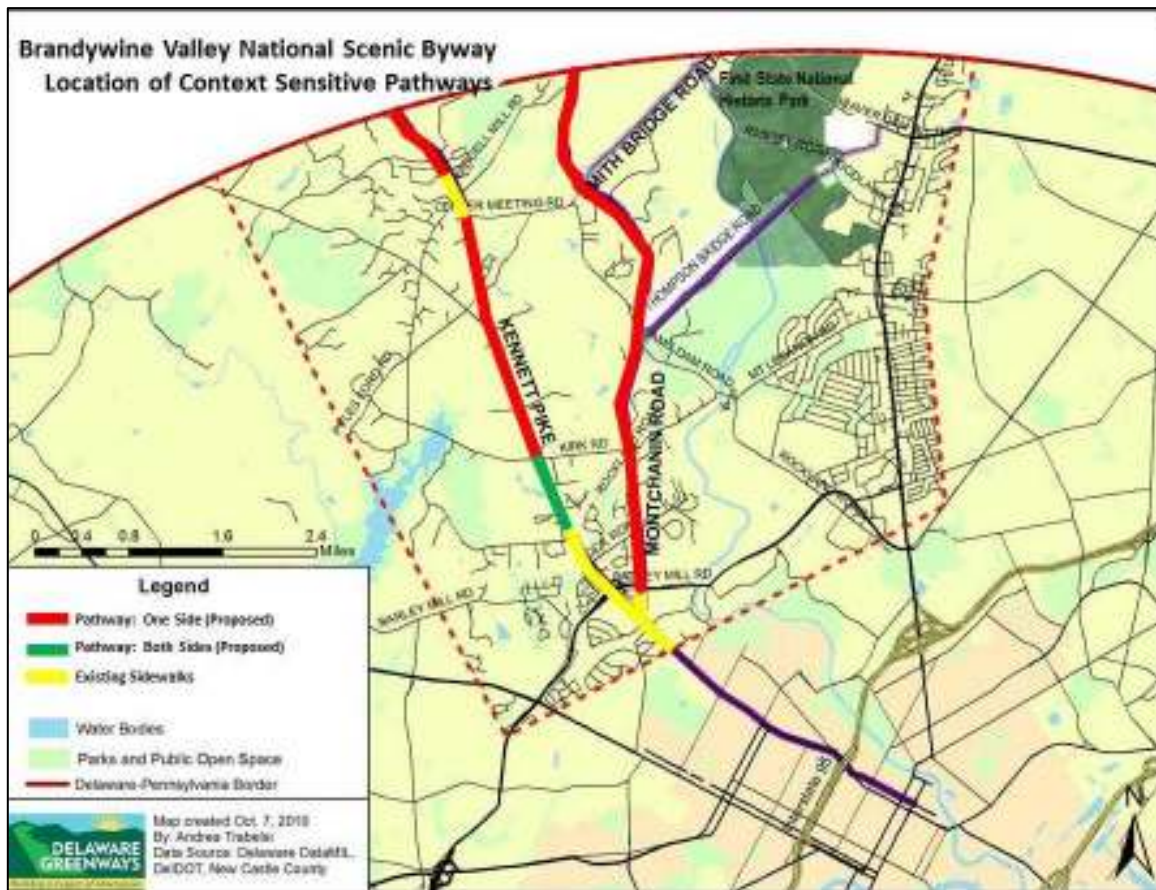


Figure 7-4: Map of Proposed Context Sensitive Pathways along the Brandywine Valley National Scenic Byway

RECOMMENDATIONS FOR THE COMMERCIAL CENTER

Unlike the rural sections of the scenic byway corridor, Greenville’s commercial core consists largely of contemporary suburban development including several automobile-oriented shopping centers. During the first two public workshops of the Greenville Village study, participants provided a great deal of input on what the commercial area should become (and remain) in terms of character and type of development for the commercial area of Greenville if portions of it were to redevelop in the future. While there were a range of opinions

expressed in the workshops, several recurring themes emerged, which the project team distilled into guiding principles. These include the following:

GUIDING PRINCIPLES FOR REDEVELOPMENT OF EXISTING GREENVILLE COMMERCIAL AREAS

- **Create a safe, multi-modal oriented environment.** This concept emphasizes the need for a more balanced approach to accommodating a wider array of potential users to and from this area including pedestrians, cyclists, and transit users. The area is currently dominated by access only by automobile traffic despite many households within walking and bicycling distance. There is also a lack of connectivity between individual commercial centers. Creating a multi-modal environment where all users feel welcome and safe could be accomplished via incremental changes to the street network, design of pedestrian and bicycle facilities, and redevelopment that is pedestrian friendly in its design configuration and orientation.

As this is an aspirational plan, and it is not known how or when the shopping centers will be re-developed, it is important to establish the general rule that there should be cross easements between all compatible developments in each plan as a plan requirement. Further, where land uses are not compatible, the development plan must provide sidewalks, context sensitive pathways or other means to provide a multi-modal connection.

- **Create a sense of place,** which would introduce a more identifiable village-like character, where residents and visitors could gather informally for socializing and community events. It would also help increase the appeal and long-term viability of the commercial centers,



This graphic shows different types of central gathering places. Each type would accomplish the goal.

which currently lack these types of amenities that are increasingly being demanded by the public in conjunction with shopping and dining experiences.

Overwhelmingly, the public at both workshops favored a central gathering place; there is none today. While it is anticipated that the type and location of the gathering place would be at least in part dictated by how one or more of the shopping centers is redeveloped, the important part is to provide a gathering point. Such gathering point would be connected via pedestrian walkways to as many of the buildings in the commercial center as possible.

The Unified Development Code should require a public gathering place should a major redevelopment proposal be submitted for any of the shopping centers in Greenville. The public gathering place should be an integral part of the development proposal and the Code should not penalize the developer by restricting the entitlements permitted in the Code for the parcel of land.

- **Establish appropriate scale and desired visual and in the mix of permitted uses, encourage residential.** While there is significant interest in creating a sense of place in the commercial core, it is also important to stakeholders that a scale of development is maintained that is perceived as appropriate for the Greenville area.

Mixed-use development is already permitted in the Commercial Regional Zone. The larger shopping centers all have office and commercial space included in them. In the case of the Greenville Center, there are separate office and retail buildings. Greenville Crossing and Powder Mill Square, the office component is located above the retail space.

If some or all of the commercial centers were eventually redeveloped, there would be broad support for the type of development that includes different uses in close proximity to each other, particularly retail and residential uses. This would encourage walkability between uses and can actually reduce local traffic by eliminating a percentage of car trips for certain trip purposes if the option exists for those who can take advantage of it. Such mixed-use development, however, should adhere to an appropriate scale and density that is considered compatible with Greenville's desired character.

DESIGN GUIDELINES FOR COMMERCIAL AREA REDEVELOPMENT

The following are recommended design elements for the Greenville commercial core, Segment 7. These have been developed in order to adhere to and reinforce the guiding principles that were laid out above.

- **The street and block network should promote connectivity.** The street network should connect with the adjacent development pattern to the extent possible. Where vehicular connections are not practical or desirable, pedestrian and bicycle paths and connections should be sought to encourage non-motorized travel between the commercial core and surrounding land uses such as residential neighborhoods, schools, parks, etc.

In addition, better connectivity and access between commercial properties is encouraged. Improved vehicular circulation between properties can help increase commerce between centers, and improved non-motorized access in the form of sidewalk and path connections will help increase activity and economic activity.

Future redevelopment should strive to introduce a local network of interconnected streets and identifiable blocks. While the properties are of limited size and the amount of space is constrained, new internal streets should be developed to which new development frontage can be oriented. The properties fronting Kennett Pike are restricted in depth by the railroad right of way, residential developments, or where the buildings are located today. However, a possible solution generally follows along the current parking aisles, creates a new intersection to cross Kennett Pike and connects the neighboring developments that are currently isolated from their neighbors by design.

In the Suburban Square example shown in Figure 7-5, there are a number of internal streets that serve not only to make the stores visible but also to access the parking lots.



Figure 7-5: Suburban Square, located in Ardmore, PA is considered the nation’s oldest suburban shopping center. Here are two examples of its internal street network.

The streets permit on-street parking, and in some locations, angle parking. This creative use of space demonstrates that it is possible to remake parking lots and bring people closer to the stores and offices that they wish to visit. Further, a sense of place is created. Other locations in Suburban Square provide gathering places and outdoor cafés in the summer.

The roadway network shown in Figure 7-6 would begin to create the atmosphere found in Suburban Square.



Figure 7-6: One possible way to connect Greenville Crossing, Powder Mill Square and Greenville Center with a system of roadways following the current parking patterns.

- **Street Design**

In conjunction with an interconnected street network and improved connectivity between properties and adjacent development, the design of streets themselves should accommodate vehicular, pedestrian and bicycle travel. Streets and vehicular travel lanes should be as narrow as practical in order to provide safe vehicular circulation. Avoiding wide travel lanes and streets will foster slower vehicular speeds and encourage pedestrian and bicycling activity. As the shopping centers are redeveloped, and an internal street network is created, the opportunity exists to introduce a street design that provides for on street parking, expanded pedestrian activity, connection to parking lots and landscaping. The Institute of Transportation Publication, *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities* has developed concepts that convert existing streets to more pedestrian friendly ones.⁷ Figure 7-7 illustrates what a street in a shopping center could look like.

⁷ Institute of Transportation Engineers, Congress of New Urbanism, *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*, An ITE Recommended Practice, 2010, pp 69-72.

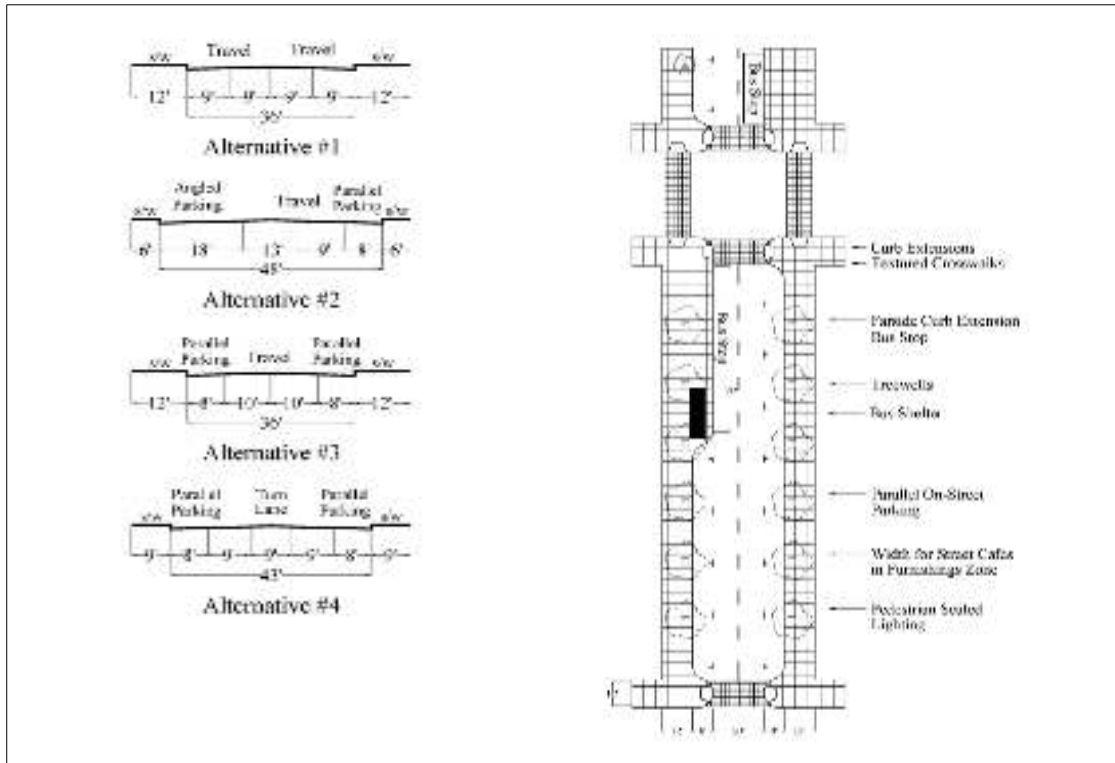


Figure 7-7: An Example of what a commercial street in the Greenville Commercial Center could look like. Source: ITE/CNU. See footnote below for specific reference.

Streetscape Elements

Outside of the vehicular lanes, streets should contain design elements that make pedestrian feel welcome and safe. This includes features such as generous sidewalk widths, street trees at frequent intervals, pedestrian scale lighting, and street furniture such as decorative benches, wastebaskets, water fountains, kiosks, tactile pavement treatments and decorative, high visibility crosswalks. The design of these elements should imbue sensitivity to their surrounding context, visual interest, and have an emphasis on use of natural materials.

DelDOT Policy calls for the use of context sensitive design solutions for Byways, has implemented, and maintained the landscape elements now in place that are treasured by the community and illustrated in pictures placed throughout this report.⁸



Figure 7-8: This rendering, prepared for Delaware Greenways shows the streetscape elements adopted by DelDOT for the center of Greenville. Source: LDR International.

Redevelopment plans should preserve the progression of street trees and other landscaping shown. The upper right quadrant of the intersection of Kennett Pike and Buck Road in the illustration had been a gathering place for residents. When the shopping center was expanded to for the new Janssen's Market, the gathering place was eliminated to provide the requisite parking for the expansion of the center.

- **Building Frontages**

New buildings in the commercial core should contribute to an inviting streetscape. This entails locating front facades of buildings close to the sidewalk, with individual buildings having minimal front and side setbacks. This pattern is encouraged in order to create a continuous, pedestrian-oriented environment without gaps in the streetscape environment.

⁸ Delaware Department of Transportation, Context Sensitive Solutions for Delaware Byways, June 2011, p 2.



Site Plan for the King of Prussia Town Center. Note the proximity of the building frontages to both Village Drive and Main Street. Source: JGBR Retail



Rendering of Main Street in the King of Prussia Town Center. Note: While the architecture is modern and not applicable to Greenville, the design of the site contains the principles the redevelopment plans should strive for in proximity to the street, pedestrian space, street width, and landscaping. Source: JGBR Retail

Figure 7-9: Example of an Application of Building Massing and Location applicable to Greenville

Building facades should include human-scale features, particularly at street level including traditional storefront patterns for windows and doors with entries on to the sidewalk and transparent glazing. Awnings are also encouraged.

- **Parking and service areas**

On street parking (parallel or angled) is strongly encouraged in order to calm traffic and create a comfortable buffer between pedestrians and moving vehicles.

Off-street parking lots and/or parking structures should only be located behind buildings, in the center of blocks out of public view to the extent possible. Entry and exit points from off-street parking facilities should be located on minor streets, not main thoroughfares.

Services areas such as loading docks and trash bins for stores should be located behind buildings and accessed from minor streets.

ARCHITECTURAL PATTERN AND STYLE

Each of these architectural styles has specific elements that translate from residential buildings into modern commercial spaces. Currently, Powder Mill Square and the renovated Shops at Greenville Crossing contain design that is sensitive to the area’s historic character. Powder Mill Square features two-story structures with mixed

materials (brick and weatherboard), uneven rooflines, and externally illuminated signage. Resembling the Delaware Valley’s vernacular architecture, Powder Mill square is easily identifiable as infill design, but fills the need of a commercial space in a context-sensitive way. Similarly, the Shops at Greenville Crossing features irregular multiple front-facing

gables, horizontally laid stone, and areas of siding made to look like weatherboard or clapboard.

Should an agreement be made to redevelop the other shopping centers at Greenville, plans should include elements of the three main architectural trends in the area- Colonial Revival, Tudor, and Delaware Valley vernacular. While it is important to reflect this stylistic heritage, it is imperative to include it in a modern context. It should be clear to visitors that the buildings are of modern and not historical construction, so as not to mislead passerby and visitors as to the extant historical fabric of the study area.

Commercial Design Recommendations for the Commercial Center

Translating the local historic architecture styles to commercial buildings is a very important element of the process of planning for an area's future. Ensuring that structures maintain visual continuity helps to create a sense of place and acknowledges the area's history. In Greenville, the major styles are created by the neighborhoods built in the early twentieth century, a large portion of which contains homes that are examples of Colonial Revival and Tudor Revival residences.

Commercial buildings should not be created as replicas of the historic architecture; rather, they should reflect common details and stylistic characteristics of the buildings. As Greenville is not a historic district and has very few to no visible historic structures or homes near the village center, the burden falls on the commercial areas to remind passers-by of the styles evident in the neighborhoods nearby. The Shops at Powder Mill Square, located on the western side of Route 52 in Greenville, are an excellent example of such an idea. The development is designed to emulate American colonial architecture, using similar materials and massing to local historic buildings.

Tudor Revival

Tudor Revival style buildings tend to be extremely detailed in their construction, emulating aspects of the English architecture that was popular from the late fifteenth to early seventeenth century. Historically, the high-style buildings of the upper classes would include ornate brickwork, hand-carved masonry and large windows, while the dwellings occupied by lower-class people would more closely resemble medieval cottages, utilizing steeply thatched pitched roofs, half-timbering, and small dormers. Tudor Revival buildings mix and match various aspects of this aesthetic. Westover Hills and Wawaset Park include wonderful examples of this particular style. Additional information about this architectural style, as well as sketches and photos, can be found on pages 354-71 of McAlester and McAlester's *Field Guide to American Houses*.⁹

⁹ McAlester and McAlester, *Field Guide to American Houses*, Knopf, 1998, pp354-371.

Materials for modern adaptations at commercial sites may include high-quality brick, stucco, stone, or wooden wall cladding. Gables may be steeply pitched, often with patterned half-



Tudor Revival residence, Wawaset Park, Wilmington, DE.



Tudor Revival residence, Westover Hills, Wilmington, DE.

timbering and vergeboards. Designers that are more adventurous may choose parapeted gables. While chimneys are obviously not needed for a practical purpose in zoned commercial spaces, they may serve simply as an aesthetically pleasing addition. Windows are typically mullioned with small square or diamond-shaped panes, and occur in ribbons of three or more windows. Effectively, any aspects of the style may be adapted for use in commercial buildings designed to reflect the residential use of this style.

Non-Residential Style Examples



2253 Oak Street, Jacksonville, Florida. Features a mixture of Tudor Revival and general Mediterranean-style architectural details.



2253 Oak Street, Jacksonville, Florida. Door detail.



The Tudor Building (1925), designed by Albert Kneil. St. Louis, MO.

Colonial Revival

Colonial Revival buildings echo the aesthetic of mid-Atlantic architecture in early America. Typically, Colonial Revival houses are meant to recreate the aesthetic of Georgian, Federal, and Dutch houses within the context of early twentieth century culture. The structures often show influence from both Victorian and Craftsman styles. The variety of inspiration means that the houses designed in this way are extremely diverse in appearance and form. Typical features include symmetrical facades with a central door and evenly spaced windows, fanlights over doors, columns, pediments, and elaborate door surrounds. However, many examples have asymmetrical facades, a second-story overhang, dormers, and massing reflective of homes with additions. Materials are typically high-quality stone cladding or stucco, although brick examples are not uncommon.

Translating the style into a commercial area's design guidelines is more difficult than translating obvious unique style traits such as the Tudor buildings, but it can be done. Another option for design is to style new commercial development after unobtrusive Colonial Revival civic buildings, such as post offices. As the Greenville post office is being partially reused as a pet supply store, such reuse is not out of the ordinary.



Post Office (1937), Silver Spring, MD.



Colonial Revival residence, Westover Hills, Wilmington, DE.



Colonial Revival residence (Dutch Colonial), Westover Hills, Wilmington, DE.

Building Mass

Buildings should not appear as large masses. Larger scale retail buildings should have articulated facades that break up massing. Small footprint buildings along a streetscape should be encouraged to function as “liners” to mask blank walls of large retail buildings and also to “screen” parking lots, while promoting visual appeal, a diversity of uses, and a pedestrian-friendly environment.

Building Heights

The Unified Development Code (UDC) for New Castle County regulates building heights based on zoning designation. The maximum heights can range from 35-feet to 180-feet depending on the zoning. Certain parcels along the Byway allow buildings as high as 180-feet which, if constructed, would destroy the intrinsic scenic and historic qualities of the Byway. Many developers would be interested in capitalizing on the beautiful vista views, the historic qualities and the cultural heritage seen along the Byway at the expense of the community and the many visitors to the area. A few years ago, one developer proposed a high-rise residential and commercial tower in Greenville. Such a building would be an assault on the entire area and a permanent blight on the Byway.

- **Current Building Height Regulations**

The NCC Unified Development Code establishes maximum building heights depending on zoning designations and on development type (See Table 7-1 at the end of this chapter.). In reviewing the Zoning maps for the Kennett Pike and Route 100 corridors, a variety of zoning designations are in place. The concentrated commercial districts of Greenville and Montchanin villages with zoning designations of Commercial Regional and Office Regional comprise about 9% of the Byway outside of the Wilmington City limits. All of the rest of the Byway - some 91% of it - includes zoning designations of Office Neighborhood, Commercial Neighborhood, Suburban, Suburban Estate, and Neighborhood Conservation.

In the concentrated commercial districts of Greenville and Montchanin villages with zoning designations of Commercial Regional and Office Regional, building heights may be up to 180 feet tall for mixed-use developments, and up to 140 feet tall for other development types. These are the parcels of major concern.

All other Zoning designations along the Byway allow building heights up to 35 or 40 feet with the exception of churches, schools, fire stations that can be up to 45 feet and apartments, which can be up to 60 feet.

Many historic towns across the country set building height limits to preserve the heritage, culture, and the architectural integrity of the district. Haddonfield NJ and Princeton NJ set building height limits of 35 feet, while Moorestown NJ sets the limit at 45 feet.

- **Recommendation**

The tallest building situated directly on the Byway outside of the Wilmington City limits is the Greenville Crossing 1 main building, which is some 40-feet tall, and this sits well back off the Kennett Pike roadway. It is proposed to seek NCC agreement to stipulate in an Overlay Ordinance that the maximum height of any building situated directly on the Byway outside the Wilmington City limits is 40-feet. An exception should be made for churches, schools, fire stations, apartments and hotels that may be up to 45-feet. The agreement should stipulate that building height variances on the Byway should only be considered in cases of significant hardship and only for the general welfare of the entire community.

Mixed-use elements

Several types of mixed-use development are appropriate within the commercial core, which include the following:

- **Horizontal Integration:** Uses should be located within close proximity, creating a symbiotic relationship among buildings and uses along the streetscape. Common amenities such as central open space with benches, shade trees, and other pedestrian amenities shall visually and functionally promote horizontal integration.
- **Mixed-Use buildings:** Buildings should be configured to allow a variety of uses over time. This flexibility should be manifest in the design of access, parking, public service infrastructure, fenestration, signage, etc.
- **Live-Work Units:** Mixed-Use development should accommodate vertically integrated buildings that incorporate residential uses over ground floor office/service/commercial uses. Such a configuration encourages a “zero commute”, and variety of small business opportunities, from technology-driven start-up ventures to childcare, while minimizing vehicular travel, and helping to create vibrant neighborhoods.
- **Transit Support/Transit Ready:** Mixed-Use development sites are intended to be located along existing and planned public transportation routes in order to serve as both destinations and points of departure. Transit amenities should be included in



The bus shelter at the Methodist Home, designed in conjunction with the community contains elements desired in the commercial center of Greenville.

future transit service improvements in order to create a comfortable and attractive waiting area for patrons in accordance with DelDOT and DART First State. Convenient pedestrian connections should also be provided to buildings within walking distance of the transit stops.

Recently, the Methodist Home, a retirement village approached the community to install a bus shelter for their staff and residents. The Kennett Pike Association worked with the staff and architects of the Methodist Home and developed a design compatible with the design elements described previously. Brick, wood and a green metal roof, colors and materials used throughout the Byway and the valley was used in the design.

There is one bus operating on the Byway and it is lightly used. It's continuation beyond the city limits is in jeopardy. Nevertheless, efforts should be made to maintain the service and provide the amenities that would attract riders to the service.

Signage

Signs are an important part of our everyday lives informing us, directing us and advertising our commercial enterprises. However, in addition to building structures, signs intrude on, and disrupt views of open spaces and scenes if not restricted in a reasonable way. The size of signs is one of the most important aspects in creating the ambiance and character of a community or location. Present regulations are not entirely appropriate, and there is a threat that large, out-of-place signs will significantly diminish the character and views of the Byway. In addition, the New Castle County Land Use Department has at times interpreted the present regulations in a way neither written nor intended by the authors of the UDC, thus posing additional threats to the Byway.

- **Signage Dimension Regulations**

New Castle County restricts the size, placement, number and illumination of signs in its Unified Development Code (UDC). The regulations and stipulations are extensive and generally comprehensive. In Suburban, Suburban Estate and Neighborhood Conservation Zonings, Nameplate signs are limited to 1.5 sq. ft., and ID and Bulletin Board signs are limited to 20 sq. ft. These are adequate for the Byway. For Office Neighborhood and Office Regional Zonings, Nameplate signs are limited to 2 sq. ft. and Bulletin Board signs to 20 sq. ft. - both adequate for the Byway. However, ID signs can be up to 75 sq. ft. considered too large, obtrusive and out of place for the Byway. In Commercial Neighborhood Zonings, Wall signs are allowed up to 200 sq. ft., again far too large for the Byway. In Commercial Regional Zonings Wall Signs can be up to 300 sq. ft. - also far too large and out of place for the Byway. In Commercial Regional Zonings, roof signs are allowed up to 300 sq. ft. Roof signs are out of place and out of character along the historic and cultural Byway. The Centreville Village Design Guidelines limit wall signs to 8 sq. ft., freestanding signs to 20 sq. ft., and aggregate signage to 20 sq. ft. Window signs and awning signs there are limited to 20% of the window or awning area. The City of New

Castle limits signs to 12 sq. ft. in the Historic Commerce District, and to 10 sq. ft. per lineal foot of street frontage or 100 sq. ft. max.

- **Recommendation**

To preserve and protect the character and views along the Brandywine Valley National Scenic Byway, maximum sign limits should be reduced in certain specific Zonings. It is proposed to seek agreement for the Byway for NCC approved signs on the following:

- For ON and OR Zonings on the Byway Identification signs should be limited to a maximum area of 50 sq. ft.
- For CN Zonings on the Byway single use buildings and individual business shopping center wall signs should be limited to a maximum area of 100 sq. ft. In addition, such signs should not be closer than 3 feet from the top and bottom of the wall to which they are attached.
- For CR Zonings on the Byway shopping center wall signs should be limited to a maximum area of 100 sq. ft. In addition, wall signs should not be closer than 3 feet from the top and bottom of the wall to which they are attached.
- All roof signs, flags and banners should be prohibited along the Byway.
- Signs displayed in a window shall not exceed 20% of the window area.

- **Sign Dimension Enforcement**

Section 40.06.020 of the present UDC defines sign area to “...include the entire sign, together with all trim, moldings, battens, cappings and nailing strips which are attached and are part of the sign proper or incidental to its decoration.” In a recent case at PetValu in Greenville, a permit for a wall sign was granted for a 12 sq. ft. sign. The sign, which was erected, was a framed sign over 210 sq. ft. size the words “PetValu” comprising 12 sq. ft. and an integral and attached 198 sq. ft. mural of a dog in a field. The County did not initially consider the mural part of the sign to be a sign, even though in a previous case they cited another storeowner for adding artwork around their permitted sign.

- **Recommendation**

It is proposed to seek agreement with NCC that, on the Byway, strict interpretations of the existing code be followed and any variations in interpretations should err on the side of conservation.

Signage Illumination

The character qualities of the Byway corridors can be described as historic and cultural. The Byway is the home of many visitor sites including Winterthur, the Delaware Museum of Natural History, Brandywine Creek State Park, and the Gibraltar Estate. It also serves as a gateway to many other important sites such as Longwood Gardens, Hagley Museum, the Nemours Estate, Brandywine River Museum, Brandywine Battlefield Park, and the First State National Historical Park. In addition, and perhaps most importantly, the Byway's other defining aspect is its scenic qualities. The Byway's vista views, rolling hills, undisturbed landscapes and natural beauty are enjoyed by residents, hikers, bicyclists and many hundreds of thousands of visitors each year. Other than out-of-character towering buildings, no other element is more disruptive to these intrinsic qualities than signs, especially bright highly illuminated signs. The signage regulations regarding sign illumination are inadequate to preserve and protect the qualities of the Byway, which were responsible for its National designation in the first place.

- **Sign Illumination Regulations**

Recognizing the importance of preserving and protecting Delaware's Byways, the state enacted regulations limiting the lighting of signs on those roadways. Title 17 of the Delaware Code, Chapter 11 addresses the Regulation of Outdoor Advertising on Byways, both state and national. This chapter specifically prohibits variable message signs on designated byways. In addition, signs of such intensity as to cause glare are prohibited, as are signs, which include flashing or moving lights. Clearly, the State of Delaware understands the deleterious impact of brightly lit signs on scenic byways. The NCC UDC also places restrictions on sign illumination. Prohibited in the UDC are signs which flash, sparkle or glitter, and signs which move or are animated, flags, banners, and sandwich-type sidewalk signs. In Centreville, the Village Design Guidelines stipulate that signs shall be illuminated with soft, indirect light, and back lighting shall not be used. Neon signs are prohibited, as are changeable electronic signs. For many years, organizations such as the Kennett Pike Association have asked commercial institutional establishments to not use internal lighting for their signs, and to opt instead for externally lit signs if lighting is needed at all. There are exceptions such as gasoline stations where an internally lit sign shows the way to the station from a distance away. Most other establishments, but not all, have agreed to honor the wishes of the community, but this is managed on a case-by-case basis and more recently, some local businesses have erected internally lit signs. In many historic districts across America, signs are limited to no lighting or external lighting and all signs are equally visible, rather than a competition for whose sign is the biggest and brightest.

- **Recommendation**

The Partnership should seek agreement with NCC and the State of Delaware to prohibit on the Byway outside of the City of Wilmington limits, all electronic variable message signs

and all signs illuminated with neon and other colored or brightly lit intense sources and that signs shall be lit with shielded soft, indirect white light and not backlit. Neon and other intensely lit signs should be prohibited everywhere, including in window displays. Searchlights and beacon lights should also be prohibited.

Number and Color of Signs

With ever-increasing regulations at the federal, state, county and local levels, and with intensifying competition for customer attention, there has been a proliferation of signs along our roadways and the Byway is no exception. A small sampling of the more common signs which overload our field of view include: Way finding, Speed Limit, Distance, Stop, Street Name, Real Estate, Yield, Bicycle, Directional, Turning, Shopping Center, Store, and Institution signs placed on buildings walls, roofs, yards, monuments, sidewalks, and curbs. In some places, there are so many competing signs a passerby cannot possibly see them all, let alone read them. The NCC UDC limits the number of signs on many but not all premises. In some cases, the limits set are not adequate to preserve and protect the intrinsic qualities of the Byway. The UDC also does not include adequate specifications for the colors used in signs, resulting in some cases with a jarring array of clashing and disrupting colors.

- **Number of Signs Regulations**

The Centreville Village Design Guidelines limit wall signs to one per wall façade per building, with consideration for an added sign if the building is on a corner. The NCC UDC places clear limits on the number of signs allowed on properties Zoned S, SE, NC, ON and OR - generally one sign type (ID, Nameplate, Bulletin) per dwelling or building. For the most part, these are adequate limitations. For properties Zoned CN and CR, ground signs are adequately limited, but wall signs are not. Single use or shopping center sites have no limit on the number of wall signs permitted as long as they conform to the specified area limits. This has led to some cases where a store in a shopping center has three or even four separate signs on a single wall. This is excessive and disrupts the attractiveness, architectural continuity and appearance of the entire site.

In addition to concerns about wall signs in CN and CR Zoning districts, there is a broader concern about the number of signs all along the Byway. Federal and State regulations require certain signs to be posted, and posted in a certain way for purposes of public safety. There is also a strong case to be made for erecting way-finding signs along the byway to direct visitors to their intended destinations. In all other cases, the number of signs should be minimized along the byway protecting the open vista and scenic views many have traveled specifically to enjoy.

- **Recommendation**

It is proposed to seek agreement with NCC to set a limit on the Byway of one wall sign for each business on a wall up to 50 lineal feet. For walls greater than 50 lineal feet, two

signs may be permitted subject to other area limitations. In addition, it is proposed to seek agreement with the State of Delaware to minimize the number of signs wherever possible along the Byway.

Color of Signs Regulations

The New Castle County UDC does not attempt to control or limit the colors used on signs. In most cases wall sign owners use colors which are complementary to the building and trim colors to which they are attached. The Centreville Village Design Guidelines include a section on Sign Color: “Colors used for the sign shall generally match or compliment (sic) either the background or the trim color of the structure which it serves. No more than two or three colors should be used. If more than one sign is used, the colors on all signs shall be coordinated with each other to present a unified image.”

- **Recommendation**

It is proposed to seek agreement with NCC to specify in an Overlay District ordinance the following:

The colors used for signs shall generally match or complement the background and trim colors of the structure it serves. No more than two or three colors should be used.

Table 7-1: NCC UDC Building Heights and Street Yard Setbacks

<u>Zoning</u>	<u>Description</u>	<u>Max Building Height (feet)</u>	<u>Min Street Yard Setback (feet)</u>
SE	Suburban Estate - Single Family	40	40
SE	Suburban Estate - Open Space Subdivision	40	40
SE	Suburban Estate - Other Uses	40	100
S	Suburban - Single Family	40	40
S	Suburban - Open Space Subdivision	40	40
S	Suburban - Churches, Schools, Fire Sta.	45	40
NC	Neighborhood Conservation		
	NC2a : 2 acre	40	50
	NC40 : 40,000 sq. ft.	40	40
	NC21 : 21,780 sq. ft.	40	40
	NC15 : 15,000 sq. ft.	40	40
	NC10 : 10,000 sq. ft.	35	25
	NCth: Townhouses	40	25
	Ncap : Apartments	60	40
ON	Office Neighborhood	35	15
OR	Office Regional		
	Offices, Comm'l Lodging, Industrial, Other	140*	40
	Restaurants	30	40
	Mixed Use	180*	40
CN	Commercial Neighborhood	35	15
CR	Commercial Regional		
	Heavy Retail, Car Sales, Other	50	40
	Offices	140*	15
	Commercial Lodging	140*	40
	Commercial retail, Other Commercial	50	15
	Mixed Use	180*	40
<p>* Maximum Building Height: If there are single-family dwellings within 100 feet of property line of parcel to be developed with a building over 50 feet, the required front, street, side or rear yards adjacent to those dwellings shall be at a minimum equal to the height of the proposed building.</p>			

IMPLEMENTING THE PLAN

The Greenville Village Plan is designed to be a Special Area Plan to be implemented and managed by four entities: the New Castle Department of Land Use, the Delaware Department of Transportation, the Brandywine Valley National Scenic Byway Advisory Board, and the Brandywine Valley National Scenic Byway Partnership. It is important to note that this Plan is designed to reflect the vision, goals and recommendations of the members of the public participating in the development of the Plan. It is also important to note that each recommendation will continue to be subject to public scrutiny and further modification that could delay its implementation. Accordingly, it is important that the Byway Partnership remain vigilant and involved in the progress of each recommendation. The success of the Plan depends upon continuing the cooperative relationship among the County, the State and the Byway Partnership.

ROLES OF THE IMPLEMENTING AGENCIES

In implementing the Plan recommendations, each agency plays a unique role. The New Castle County Department of Land Use manages all land use decisions within the County of New Castle. The Department's main governing document is the Unified Development Code or UDC. The UDC implements the recommendations of the County's Comprehensive Plan, last updated in 2012. The purpose of the UDC is to establish standards, procedures, and minimum requirements, consistent with the Comprehensive Plan, which regulate and control the planning and subdivision of lands; the use, bulk, design, and location of land and buildings; the creation and administration of zoning districts; and the general development of real estate in the unincorporated areas of New Castle County.

The Delaware Department of Transportation is the agency responsible for planning, designing constructing and maintaining the state's transportation system. While it does not regulate land use, it manages the location and design of the access needs of the land uses as approved by the New Castle County Department of Land Use. It sets the standards of this access through its Road Design Manual and its Development Coordination Manual.

The Brandywine Valley National Scenic Byway Advisory Board, created under Senate Bill 241 of the 146th General Assembly, established a permanent, interdisciplinary advisory board to assist policymakers and other stakeholders in preserving, maintaining and enhancing the National Scenic Byway. The Board is be comprised of representatives from state, local and county governments, civic associations, conservation groups, tourism officials, business representatives and other stakeholders. It is chaired by the Secretary of Transportation. Among other things, the Board will review and participate in the development of regulations and laws that impact the Byway; assist in securing funding to operate programs to enhance and preserve the Byway; and participate in the update and implementation of the Corridor Management Plan.

The Brandywine Valley National Scenic Byway Partnership serves as an independent body in its capacity as the Managing Entity for the Byway. It is a citizen led organization, responsible for the day-to-day management of the Byway's affairs. It functions independently from the Advisory Board but participates in the activities of the Board through the membership on the Board of the individual members of the Partnership.

The Byway Partnership works to implement the Brandywine Valley National Scenic Byway Corridor Management Plan and respond in a timely manner to major issues facing the Byway. The Byway Partnership functions as a group or association of allied individuals and organizations committed to the protection of the Brandywine Valley and its Scenic Byway.

THE UNIFIED DEVELOPMENT CODE OF NEW CASTLE COUNTY

At its core, the Greenville Village Plan is a land use plan with a transportation component. Implementation of the Plan recommendations, therefore, will rest primarily with the New Castle County Department of Land Use. Coordination with the Department of Land Use has determined that the primary vehicle for the implementation of the land use recommendations will be the Byway Overlay Zone, a new zoning designation designed to protect and preserve two of the County's Byways, the Brandywine Valley National Scenic Byway and the Red Clay Valley Scenic Byway.

This report will be one of the basis reports that the Department of Land Use will use in developing the language of the Byway Overlay Zone¹. This Overlay Zone should comprise of the roadways and public right of way outside the City of Wilmington. Its width should include all properties contiguous to the right of way. It should also include all non-residential properties within the study area of the Special Area Plan.

It is recommended that the Byway Overlay Zone, as it relates to the Greenville Village Special Area Plan, be implemented in two stages: (1) immediate action due to threats to the intrinsic values of the Byway and (2), a second phase for the elements that are not responsive to immediate threats but are nonetheless important in maintaining the intrinsic values of the Brandywine Valley National Scenic Byway.

The first phase would consist of the following elements:

- Building Heights
- Building Setbacks
- Signage Dimensions

¹ An overlay zone is a set of land use and development requirements designed to be applied over, or in addition to, the requirements of the underlying zone for a specific purpose without removing or modifying the underlying zoning district. Common examples are design review overlays and parking overlays. The UDC uses overlay zoned in special areas of the County to preserve or protect the character of the area in a way that the underlying zoning district cannot. An example of such a district is the Hometown Overlay District, which protects historic villages that do not meet current zoning requirements by allowing land use characteristics similar to what is historically in place as a by-right action under the UDC when land in the overlay district is redeveloped.

- Signage Illumination
- Number and Colors of Signs
- Pedestrian Pathways

The Greenville Village Special Area Plan suggests policies and changes to the UDC that could be implemented rapidly.

The Department of Land Use should marry the changes proposed for the eight priority areas and prepare code language to enact the recommendations. The role of the Byway Partnership is to monitor the movement of the recommendations as they move through the process of becoming a part of the UDC.

The second phase of recommendations would consist of the following elements:

- Guiding design principles
- Architectural design guidelines
- Streetscape and building placement guidelines

These elements are more subjective and require incorporation into the UDC as part of its Guiding Principles as well as in the specific Code language.

As the recommendations are incorporated into the UDC, the Byway Partnership should continue to monitor developer activity and development proposals to meet with the land owner and developer to acquaint them with the Byway and the importance of preserving the intrinsic values of Delaware's only National Byway.

Additionally, the UDC will contain a provision requiring pre-application meetings with the community to insure community input is sought at the beginning of the development review process. The Partnership should, upon notice of a pending development, host the pre-application meeting in conjunction with the community.

DELAWARE DEPARTMENT OF TRANSPORTATION

Route 52 and Route 100 as well as all of the intersecting roads within the study area are state-owned. As such, all improvements whether funded by DelDOT or by a private developer as part of a development project must conform to the standards of the Department of Transportation. DelDOT's policies are typically general to apply uniformly across the state's roadway network. However, for Delaware's six byways, requires the designs of any improvement plans to be prepared pursuant to the publication, *Context Sensitive Solutions for Delaware Byways*. While this publication does not dictate a certain design, it puts forth principles that, if properly applied, will result in a roadway that does not detract from the intrinsic values of the byway.

Relative to the Byway, three issues should be addressed:

- Utility Lines
- Utility Fixtures

- Historic Stone Walls

These elements are regulated by DelDOT. Utility lines should as indicated in the Plan be relocated underground as funds permit. Projects should be planned and budgeted to include context sensitive utility features when the project limits include the Brandywine Valley National Scenic Byway. The historic stone walls are privately owned but are located so close to the roadway that expensive traffic control is required. Such traffic control is well beyond the means of the property owners. DelDOT should schedule maintenance in such a manner that the property owners can take advantage of the traffic control funded by DelDOT for the transportation project and maintain the historic walls.



Aerial View of Winterthur

This iconic landscape is what the Brandywine Valley National Scenic Byway was designated to preserve. This legacy was given to the people of the Brandywine Valley by the DuPont family. It is incumbent on all residents of the valley and those who own the land, manage its landscapes, participate in the land development process, or are responsible for our transportation to do their share to preserve this treasure. Once damaged, it is gone forever.

“Here is your country. Cherish these natural wonders, cherish the natural resources, cherish the history and romance as a sacred heritage, for your children and your children’s children. Do not let selfish men or greedy interests skin your country of its beauty, its riches or its romance.”

Theodore Roosevelt

