Baltimore Smart Growth

A reference guide to Baltimore City policies that promote urban livability and sustainable redevelopment

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For more information, please visit the website www.liveearnplaylearn.com or City of Baltimore Planning Department at 410-396-PLAN.

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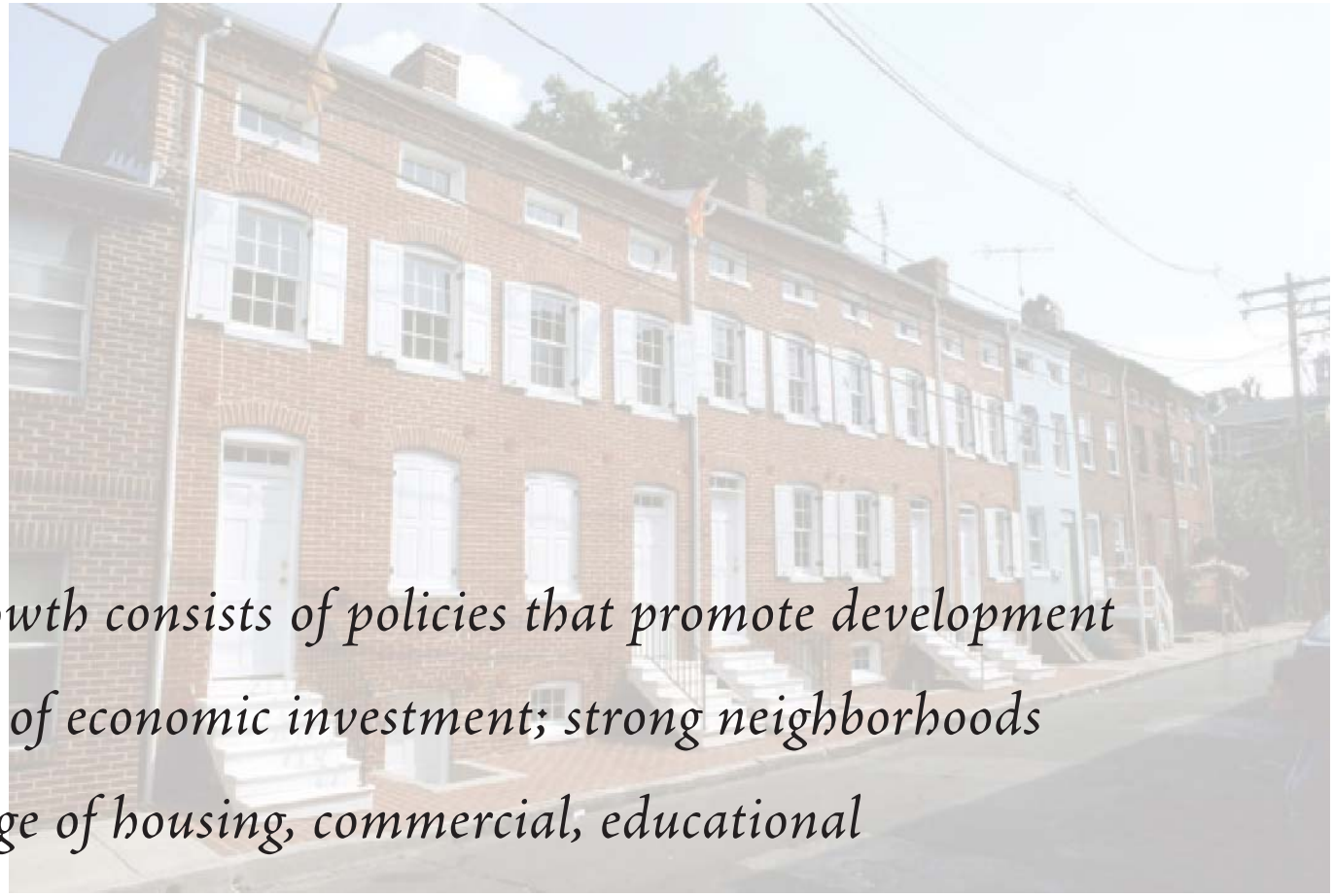

Smart Growth consists of policies that promote development supportive of economic investment; strong neighborhoods with a range of housing, commercial, educational and transportation options; and healthy communities that provide residents with a clean environment.

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Source: A. Aubrey Bodine, Maryland Historical Society

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Introduction

Smart growth is an approach to economic and community development that emphasizes traditional urban form to achieve improved livability, stable development, and a clean environment.

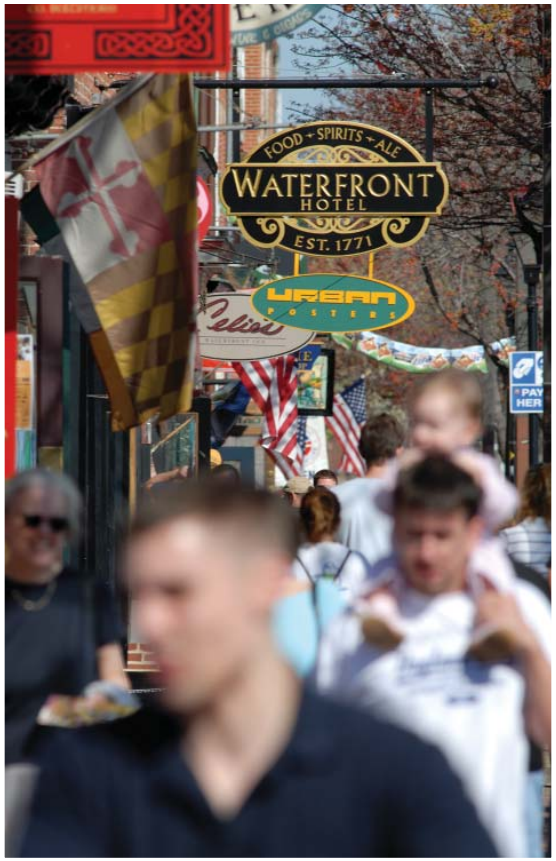
So, what does Smart Growth have to do with Baltimore?

Doesn't this older urban center inherently embody smart growth objectives?

Indeed, Baltimore has many of the elements that characterize smart growth - density, mixed use neighborhoods, a vibrant waterfront, economic revitalization, and a transit system. However, we also have obsolete zoning that doesn't support contemporary development, an abundance of vacant and brownfield properties, distressed versus growing neighborhoods, an unconnected transit system, and a troubled public school system. The following national smart growth objectives are relevant to Baltimore as a framework for development and revitalization policies. In fact, a review of these objectives reveals that the goals of the City's new Comprehensive Master LIVE • EARN • PLAY • LEARN are consistent with smart growth principles.

- Healthy Communities: balance development and environmental protection.
- Strong Neighborhoods: Provide a range of housing options and enhance the value of existing neighborhoods.
- Economic Development and Jobs: create business opportunities and improve local tax base while providing neighborhood services and amenities.
- Transportation Choices: Expand the options for citizens to walk, ride a bike, take transit, or drive.

Smart growth should be seen as an integral component of the City's approach to economic and community development. However, urban characteristics distinguish implementation of smart growth policies in Baltimore from suburban smart growth practices. In the context of developing a new Comprehensive Master Plan, the City of Baltimore Department of Planning evaluated typical smart growth policies for their usefulness in the City. While many national strategies can be applied directly, we found many cannot effectively address urban issues which are



crucial to promoting sustainable redevelopment in an urban context. Neighborhood stability, aging infrastructure, an excess of commercial properties, limited investment resources, historic structures and cultural institutions as economic development tools, and an existing informal system for smart growth implementation combine to create an urban focus that is a central theme in LIVE • EARN • PLAY • LEARN and evident in strategies that will be described in the following document.

This document will articulate Baltimore's concept of urban smart growth by introducing a set of specific Baltimore smart growth principles that serve as the framework for discussing relevant implementing strategies in the new Comprehensive Plan. This document is organized in the following chapters:

1. *Achieving Baltimore's Development Vision* provides background on the comprehensive plan, a review of recent trends, and an understanding of current development successes.
2. *Smart Growth and the Comprehensive Plan* summarizes strategies in the Comprehensive Master Plan within the context of Baltimore smart growth principles.
3. *A Regulatory Approach to Smart Growth* details regulatory initiatives to promote smart growth including mixed use zoning, transit oriented development (TOD), parks and open space zoning, and alternative transportation policies.
4. *Lessons Learned* discusses an urban perspective on smart growth.

Achieving Baltimore's Development Vision for the Future

Let's take a look at what Baltimore has been doing! Urban smart growth in the form of policies and regulations that promote increased development and a quality urban environment has been an inherent focus of recent Baltimore City initiatives. The following summaries of the new Comprehensive Master Plan, economic trends, development policies and case studies will reflect Baltimore's vision for a vibrant and diverse city.

LIVE • EARN • PLAY • LEARN: A Business Plan for a World Class City

Smart Growth shows its urban sensibility in the new Comprehensive Master Plan (CMP) for the City of Baltimore. When LIVE • EARN • PLAY • LEARN: A Business Plan for a World Class City 2007-2012 is adopted by the Baltimore City Council in September of 2006, it will be the guiding document for implementing a variety of land use strategies and public policy initiatives that promote stable vibrant development and improved livability for residents. A summary of the planning approach provides a good context for understanding how smart growth policies are incorporated into the City's vision for the future.

LIVE • EARN • PLAY • LEARN updates the vision developed in the 1997 draft plan, PlanBaltimore and focuses on implementation steps needed to make that vision a reality. This plan supersedes the 1971 Master Plan and amendments and sets forth a citywide comprehensive six-year strategy. Different from comprehensive plans of the past, this planning effort seeks to merge a business plan and a comprehensive plan into one document to emphasize and facilitate implementation. Drafted in the business plan format, LIVE • EARN • PLAY • LEARN seeks to do the following:

- Direct the City's capital investment to more effectively use public resources.
- Create zoning strategies which will match the zoning code to 21st Century land uses and patterns of economic and demographic development.
- Develop a public policy approach that can be adopted and implemented by all segments of Baltimore.

LIVE • EARN • PLAY • LEARN GOALS

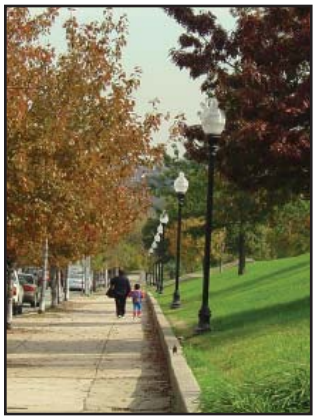
The following is a summary of the discreet, attainable goals focused on in the LIVE • EARN • PLAY • LEARN categories of the plan and provides the vision for the future of Baltimore.

LIVE aims to make affordable housing available in diverse neighborhoods and maintain the wonderful mix of architecture, lifestyles, an neighborhoods to maximize Baltimore's potential as a great place to live.

Goal 1: Build Human and Social Capital by Strengthening Neighborhoods.

Goal 2: Elevate the Design and Quality of the City's Built Environment.

Goal 3: Improve Transportation Access and Choice for City Residents.



EARN sets forth strategies to meet employment needs of residents and local businesses and cultivate growth sectors.

Goal 1: Strengthen Identified Growth Sectors.

Goal 2: Improve Labor Force Participation Rate Among City Residents.

Goal 3: Improve Access to Jobs and Transportation Linkages between Businesses.

PLAY guides Baltimore as it enhances its rich cultural, entertainment, and natural resource amenities.

Goal 1: Enhance the Enjoyment, Appreciation, and Stewardship of Baltimore's Heritage and Cultural Resources.

Goal 2: Improve Night Life, Entertainment, and Recreation Experiences for Residents and Visitors.

Goal 3: Increase the Attractiveness of Baltimore's Natural Resources and Open Spaces for Recreation and to Improve Water Quality.

LEARN recognizes the potential of a robust educational network that provides a wide range of services to a diverse market and aims to strengthen the public school system to meet educational needs of today's population and strengthen a school's connection with the community.

Goal 1: Improve Public School and Libraries.

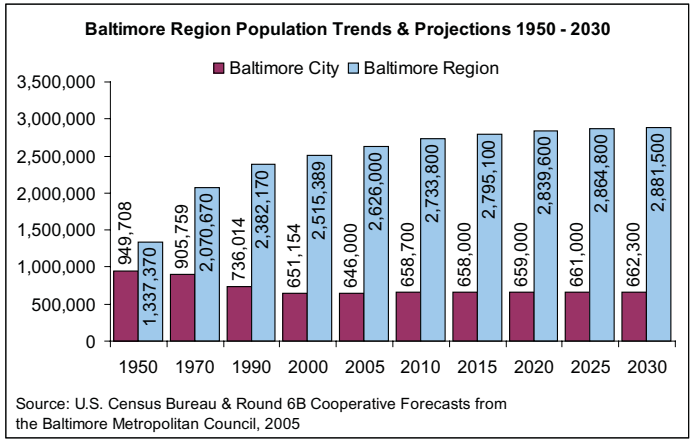
Goal 2: Capitalize on Untapped Potential of Higher Education Institutions.

Goal 3: Encourage a Culture of Learning be Enhancing Educational and Vocational Opportunities for all Baltimoreans.

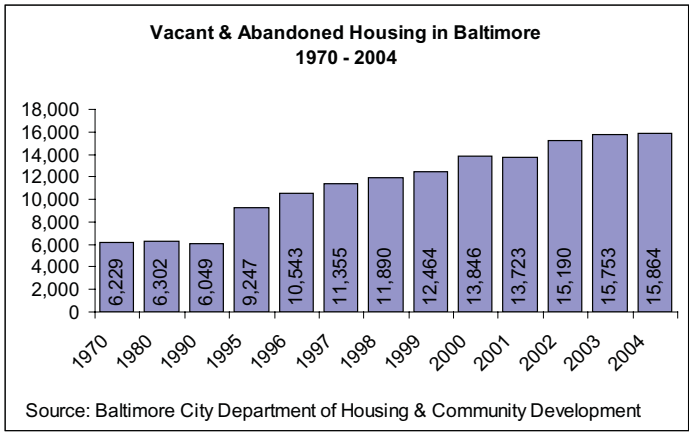
Goal 4: Ensure Safe and Convenient Transportation to and from Educational Facilities.

Demographic and Market Trends Support an Urban Renaissance in Baltimore

There is a buzz in the air! Stories of Baltimore's rebound continue to be seen and heard in the media. A review of recent demographic trends will reveal a stable population and employment base, fueled by regional migration from Washington, DC, reflecting a renewed demand for urban living in a city with an abundance of cultural amenities and vibrant neighborhoods.



In the last half century Baltimore's population declined from a high of 950,000 in 1950 to 651,154 in 2000. Since 2000, annual population estimates indicate a leveling off of population decline and a slight projected increase through the year 2030, based on population forecasts. However, it is essential to recognize the impact of household growth, in addition to population trends, on an urban environment. In Baltimore's case, while population in certain neighborhoods has declined, the number of households in them has actually increased. Incomes are also rising in many city neighborhoods and the City is realizing significant infill development. So, population may decline slightly, but the number of households, median household incomes, property values, and tax revenues in many neighborhoods are going up. This trend provides motivation for revised regulations and policies to promote stable redevelopment.



The percentage of owner-occupied homes increased slightly in 2000 to 50.3 percent, from 48.6 percent in 1990. However, vacancies due to uninhabitable conditions more than doubled, from 6,049 in 1990 to 13,846 in 2000. The spike in the number of vacancies is partially due to improved monitoring and reporting, but it also reflects severe disinvestment in some areas. The number of vacant and abandoned housing units has leveled off in recent years.

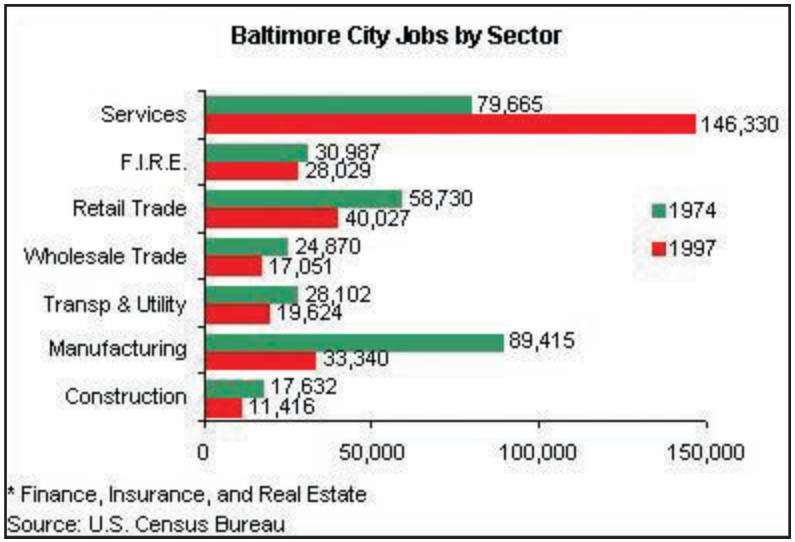
In a break from the past, substantial new development has occurred in the last five years and taken advantage of the opportunities for infill development that vacant properties present. Since 2000, approximately 6,600 new and converted housing units have been built in Baltimore. In particular, downtown Baltimore has seen a development boom. Over 980 new housing units were completed downtown during 2005 and 780 additional units were under construction be the end of that year. The new mix of residents, employers, tourists and amenities in the core of the city supports Baltimore's emergence as a top tier downtown. Among the top 25 metro areas, Baltimore ranks 8th for population (36,980) within a 1-mile radius of the city center and 8th for number of households earning $75,000+ in the same radius. While the city center and

waterfront neighborhoods are experiencing increased investment, the neighborhoods within a 3 to 5 mile radius of the city center have continued to see disinvestment and reflect a need for policies that expand opportunities for growth and revitalization throughout the City.

Source: 2004 Centerpoint Baltimore

In the past half century, Baltimore's economy changed from one based on blue collar manufacturing jobs to one focused on white collar service jobs. A booming service sector, including health care, technology, higher education, and legal and accounting services, has enabled the City of Baltimore to remain the dominant economic center of the region. In 2000, the vast majority of City residents worked in services or related job sectors such as finance, insurance, real estate and information. Among the biggest growth sectors for service jobs have been health care, educational services, and accounting. Employment opportunities in Baltimore have been projected to grow slowly through 2030.

The Baltimore Region's population and economic trends are better understood within the context of the larger Baltimore – Washington DC Region, which represents the functional economic region for Baltimore. Our close economic relationship with the Washington, DC metropolitan area presents both benefits and challenges to our regional economy.



Baltimore's income and population growth can be partially accredited to the migration of affluent residents from Washington, DC to Baltimore. However, this same trend has contributed to the recent rise in the cost of living and increasing home prices in the region, a factor influenced by the discovery of the Baltimore Region's housing bargains by families previously living in the Washington, DC area, with a much higher cost of living.

Baltimore, of course, benefits from proximity to Washington, DC amenities. However, Baltimore, as a distinct and unique community, offers a wealth of cultural resources which are unmatched by many other regions across the country. Baltimore is ranked 1st nationally for its hospitals and 19th for the arts. These assets further enhance the City as a distinct urban core in the region, as well as a desirable place to live.

Recent Policy Initiatives to Promote SMART GROWTH

Project 5000

Project 5000 is an initiative of the Baltimore City Department of Housing and Community Development to acquire and return 5,000 vacant and abandoned properties to productive use. This initiative has targeted specific neighborhoods to support local efforts and future development. It has greatly increased the number of City acquisitions and dispositions, reduced the average acquisition time and improved the disposition process. Project Scope, a collaborative effort between Baltimore City and the Greater Baltimore Board of Realtors, enables professional realtors to list and market Project 5000 properties.

Source: East Baltimore Development, Inc.

Project 5000 (P5K) aims to:

- Seek tax sale foreclosures, quick-takes, and traditional acquisitions.
- Transfer vacant Housing Authority of Baltimore City (HABC) properties to the City for redevelopment.
- Increase capital bond authority from 45 to 60 million dollars and direct more than one third of that to housing and community development projects.
- Call on law firms and title companies to help clear title.
- Call on local businesses and realtors to discount services.

The following development efforts were enhanced through Project 5000 implementation:

- The Reservoir Hill Neighborhood Revitalization Initiative, where bundles of properties were offered to developers.
- EBDI, the broad urban renewal development effort in East Baltimore, where more than 1,000 properties were acquired and offered through Project 5000.
- Chesapeake Habitat for Humanity, which has been renovating homes in the northeast neighborhoods of Waverly, Better Waverly, and Pen Lucy since 1982, has been facilitated by Project 5000 acquisitions.

Brownfield Development

A significant amount of environmentally contaminated properties often serve as a barrier to redevelopment efforts in urban communities. The City of Baltimore has been very successful in pursuing brownfield clean up, as well as redevelopment opportunities for these sites. The Baltimore Development Corporation coordinates the City's brownfield activities and has overseen the completion of 30 brownfields projects since 1996, which have produced more than 3,000 new or retained jobs and $300+ million in new investment. A combination of federal, state and local initiatives has aided the City's redevelopment efforts including these important milestones:

Source: Struever Bros. Eccles & Rouse, Inc.

Source: Struever Bros. Eccles & Rouse, Inc.

1995
- EPA funds Baltimore as one of the first Brownfields Pilot Communities
- Baltimore City Planning Department forms the "Brownfields Work Group"

1996
- Baltimore City creates the Brownfields Redevelopment Council

1997
- Maryland Brownfields/ Voluntary Cleanup Legislation becomes law
- Baltimore City adopts a Brownfields Property Tax Credit

1999
- Baltimore is designated an EPA Brownfields Showcase Community

2000
- Maryland State legislature expands both the funding and legibility for the Brownfields Revitalization Incentive Program

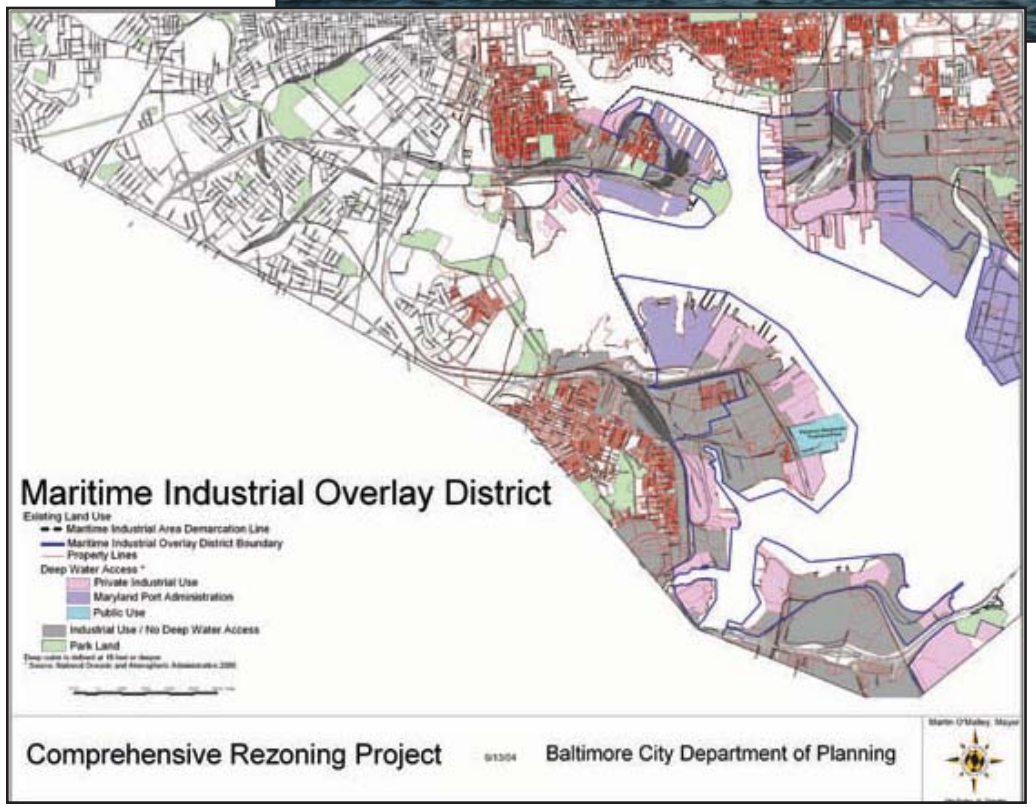
2003
- Baltimore Development Corporation is awarded a $1.2 million grant from the EPA for a Brownfields Revolving Loan Fund and site assessment program

Brownfield redevelopment efforts in Baltimore have resulted in a variety of mixed use, commercial and industrial uses. Among completed projects is the American Can Company, which is a mixed use development in the Canton neighborhood along the revitalized waterfront of the East Inner Harbor. The project was completed by Struever Bros. Eccles & Rouse, Inc. in 1998 and involved a $19 million renovation of a vacant factory into a vibrant retail and office center. This was the first Maryland property to successfully complete the Brownfields Voluntary Clean-Up Program through the Maryland Department of the Environment and also incorporated Historic Tax Credits.

Maritime Industrial Overlay District

The Maritime Industrial Overlay District was adopted in the fall of 2004 to preserve deep-water frontage of the Port of Baltimore for maritime use and resolved increasing conflict between encroaching residential development and maritime industrial uses. This overlay district defined an area where maritime shipping can be conducted without the intrusion of non-industrial uses and where investment in maritime infrastructure is encouraged. Included are existing industrial areas zoned heavy industrial (M-3) in Canton, Fairfield, Curtis Bay, Hawkins Point, and Locust Point. Preservation is accomplished by prohibiting the following uses in the overlay areas:

- Hotels and motels
- Offices, business and professional, other than accessory
- Planned unit developments
- Restaurants and lunch rooms, other than accessory
- Live entertainment or dancing in accessory restaurants
- Taverns



SMART GROWTH CASE STUDIES

MOUNT VERNON URBAN RENEWAL PLAN

The Mount Vernon Urban Renewal Plan of 2005 replaced previous urban renewal plans for the area and furthers the goal of using a powerful regulatory control in this important historic Baltimore neighborhood for preservation of architectural and historic character rather than wide scale demolition and reconstruction. The main goals of the plan are:

- To help maintain and protect the existing architectural and historic fabric of the community;
- To use the historic architecture of the neighborhood as a theme to attract growth and development;
- To ensure an active, pedestrian-friendly environment that encourages pedestrian activity;
- To encourage urban accessibility by providing sufficient parking while encouraging the shared use of parking spaces and promoting transit;
- To develop mechanisms that ensure the improved maintenance of structures and properties within the district; and
- To assure that the neighborhood and business associations participate in the conceptual process for future development in their area.

Height limits are intended to protect view corridors of historic landmarks such as Washington monument and the Belvedere Hotel and to increase density along Charles Street and near transit areas. A density height bonus is allowed in certain zones if the following criteria are met:

- For residential development, 10% or more units are sold or rented to low income households (0-80% of adjusted mean income).
- LEED certified design is incorporated for an energy efficient “green building.”
- All on-site parking is provided underground or off-site through an agreement with a Parking District.
- Significantly less parking is provided on site than required by contributing to a Parking District that provides shared off-site parking or by providing routine shuttle connections to local transit stops.

Parking requirements allow all new construction within the boundaries of the plan one (1) space maximum per dwelling unit of on-site parking, unless parking is provided underground. This provision can be increased to 2 spaces maximum through a variance procedure.

Baltimore Waterfront Promenade

Baltimore's Waterfront Promenade has become a national model for waterfront development and represents a unique public and private partnership that has ensured public access to the City's most cherished natural asset – its harbor. It is a public pedestrian walkway that functions as a waterfront sidewalk for development sites and public spaces that have emerged from the former industrial waterfront. The concept of the seven-mile promenade was established in the 1960's as a key component of the Inner Harbor Master Plan – a visionary plan that proposed massive redevelopment of land adjacent to the historic harbor that was the basis for the founding of Baltimore in 1729. The Inner Harbor park and its wide brick walkway met instant success and approval by the local population. The commercial development of Harborplace in 1980 became an instant attraction and sealed the successful fate of the Inner Harbor.

The success of the Inner Harbor enlightened the City to consider extending its success to the adjacent waterfront neighborhoods. Fells Point, Canton, the South Baltimore waterfront, the Middle Branch and Inner Harbor East were seen as potential candidates for creative redevelopment. The City hired a planning firm to develop the Inner Harbor East Master Plan that included an extension of the promenade along the project's waterfront. The City built the promenade through Inner Harbor East through a series of construction contracts in the late 1980's and 1990's.

The promenade requirements in Fells Point and its adjacent waterfront neighborhood to the east, Canton, were legalized through the Fells Point and Canton Waterfront Urban Renewal Plans. As redevelopment occurred on waterfront parcels in these areas, each developer was required to set back the development from the water's edge to allow for the promenade construction to city specifications and to grant a public easement to the City over the land for the promenade.

Concurrently, an extension of the Inner Harbor success was being anticipated along the South Baltimore waterfront. A joint effort between the developer for the shipyards, the nearby community and the City produced the Key Highway Urban Renewal Plan which was adopted in 1986 to guide development. Once again, a key component was the established route and specifications for the promenade. The promenade has been constructed on several development parcels and will continue to expand as development continues.

Smart Growth and the Comprehensive Plan

From infill development with a variety of housing options to economic growth in expanding industries and improvements to public amenities, LIVE • EARN • PLAY • LEARN , A Business Plan for a World Class City, truly aims to improve all four of aspects of healthy urban living! This new Comprehensive Master Plan (CMP) reflects Baltimore's interpretation of urban smart growth through a broad range of policies and strategies that promote stable redevelopment and vibrant urban neighborhoods. Implementing strategies that are aligned with the following Baltimore smart growth objectives are discussed in this section to emphasize smart growth as a pervasive theme of LIVE • EARN • PLAY • LEARN. Implementation will take place between 2007-2012.

The following smart growth objectives are based on national smart growth strategies and have been tailored to Baltimore priorities by the City of Baltimore Department of Planning:

- Promote quality urban design and improved permitting processes to encourage development.
- Implement mechanisms to encourage redevelopment of declining commercial districts.
- Target redevelopment for maximum City and neighborhood benefit.
  - The Housing Market Typology
  - Growth Promotion Areas
- Implement measures to ensure housing affordability and diversity.
- Implement mechanisms to promote economic opportunities that stimulate pedestrian activity.
- Improve transportation access and choice.
- Promote preservation and reuse of historic structures.
- Strengthen relationships with universities and colleges.
- Improve and preserve public parks and open space.
- Promote public schools as community assets.

Four specific regulatory initiatives pursued by the City; Mixed Use zoning, a Transit-Oriented Development (TOD) Zone, a Parks and Open Space Zone, and revised parking regulations, are discussed in detail in the next chapter. They are included here where appropriate to indicate their connection to broader smart growth initiatives.

Promote Quality Urban Design and Improved Permitting Processes to Encourage Development.

The City strives to improve the quality of development and the character of neighborhoods with new design and landscape guidelines, requirements in the building code for quality materials and environmentally sensitive construction, and a "Design Excellence" program that will utilize top design talent for important civic projects. In addition, quality development will result from revised zoning regulations and improved permitting and enforcement processes. Design standards for development will produce more consistent design patterns and flexibility for contemporary development.

The Comprehensive Plan addresses this smart growth goal with two main objectives and several specific implementing strategies.

1. Improve design quality of Baltimore's built environment.
   - Develop design guidelines to respond to the unique character of Baltimore City.
   - Create and adopt a City-wide landscape ordinance.
   - Update the building code to promote sustainable or high performance buildings through incentives and regulations.
   - Create standards for hiring design professionals to foster the design of high quality city projects.
2. Streamline and strengthen the development process.
   - Modernize zoning codes to meet current needs (refer to the next chapter for details).
   - Improve efficiency of the One-Stop Shop for Permits.
   - Increase the number of zoning code enforcers.
   - Create a task force on interagency coordination for web-based, real time access to development projects.

Implement Mechanisms to Encourage Redevelopment of Declining Commercial Districts.

Mechanisms for addressing an excess of commercially zoned properties are essential to effectively promoting development activity. The redevelopment of commercial districts will be encouraged with a variety of strategies to better accommodate the modern needs of specific neighborhoods and businesses. Mixed use zoning, as well as targeted initiatives downtown, in the convention center area and at brownfield properties, will promote a network of commercial districts that are stable, are pedestrian friendly, and fulfill the diverse needs of Baltimore's economy.

The Comprehensive Plan addresses this smart growth goal with several strategies that are described here:

1. Retain and attract business in all growth sectors, especially business, bioscience, and hospitality and tourism.
   - Identify and rezone nodes in the city that can support high-density, mixed-use commercial properties.
   - Create a Light Industrial Mixed-Use Zoning District.
   - Create a Bioscience Development District.
   - Preserve and enhance Central Business District office space.
   - Create a strategic Convention Center Area Master Plan.
   - Preserve use of eminent domain for underutilized and/or contaminated parcels of commercial and industrial land.

Target Redevelopment for Maximum City and Neighborhood Benefit.

Poppleton Neighborhood

Neighborhood revitalization requires a multi-faceted approach that utilizes a range of policies including a revised property tax system, strategic use of the Project 5000 program to acquire vacant properties, and targeted public investments. However, limited investment resources must be targeted to maximize the impact of revitalization efforts. Neighborhood Plans, the Housing Market Typology and Growth Promotion Areas (GPAs) will provide frameworks for making public and private sector investment decisions that promote important neighborhood improvements and attract new residents and business through efficient use of existing infrastructure.

The Comprehensive Plan objectives and strategies listed here promote this smart growth goal. The Housing Market Typology and Growth Promotion Areas (GPAs) are referenced under multiple smart growth objectives and are explained on the following pages in more detail.

Upton Neighborhood

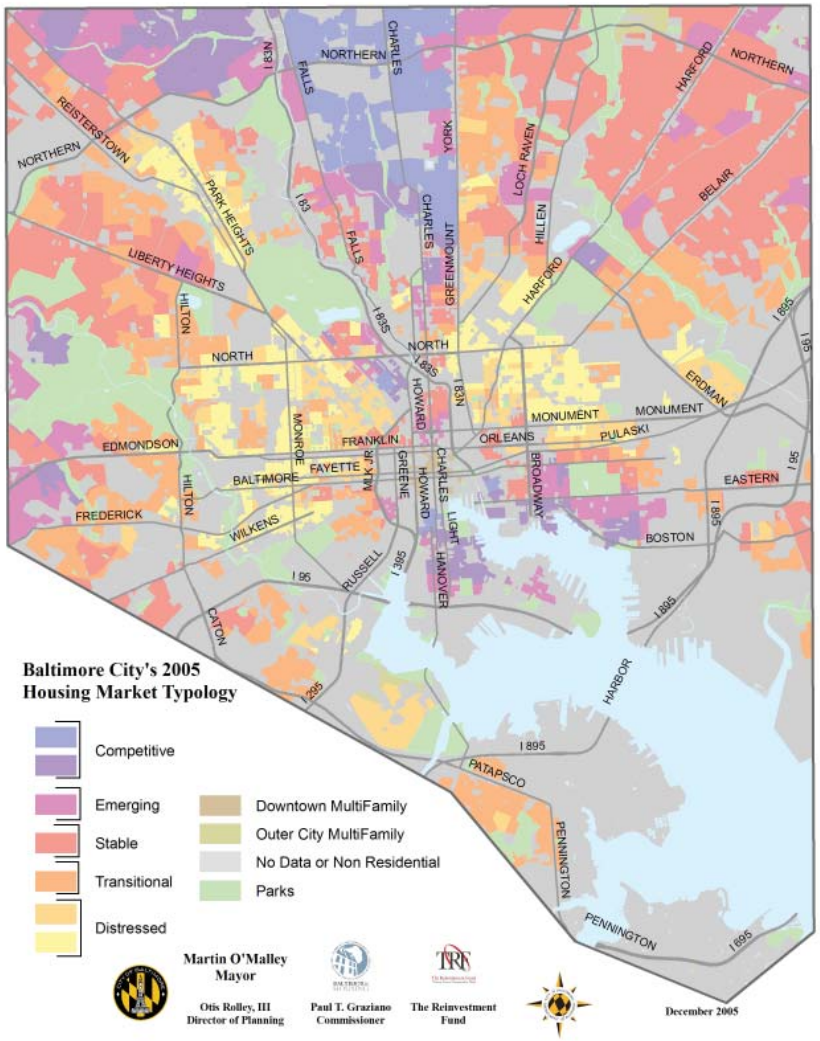
1. Strategically redevelop vacant properties throughout the City.
   - Establish a multi-tiered property tax to encourage development of vacant property and parcels.
   - Develop a vacant housing reclamation strategy for Transitional and Distressed neighborhoods as indicated in the Housing Market Typology.
2. Target neighborhood planning to leverage investment.
   - Create Area Master Plans in a targeted manner.
   - Leverage Capital Improvement Planning (CIP) resources in targeted areas using neighborhood plans.
3. Increase the City's population by 10,000 households in 6 years.
   - Develop Growth Promotion Areas (GPAs) to absorb future population growth in the region.
   - Market the City to surrounding jurisdictions and Washington, DC.

Housing Market Typology

This 2005 update of the City's housing market typology was jointly developed by the Baltimore City Planning Department, Baltimore Housing and The Reinvestment Fund to assist the City in identifying neighborhoods where public intervention is needed and targeting limited resources to effectively promote revitalization. This typology can be used to focus implementation of many types of financial and regulatory tools. Some tools, such as demolition, may be necessary in distressed markets to bring about change in whole blocks yet may be applied more selectively in stable markets on properties that may lead to destabilization in the future. In addition, the housing market typology can be applied to enable the City and private investors to focus resources in ways that leverage strong markets and bridge the gap with weaker markets to spur additional investment and strengthen the weaker market. For example, redevelopment of a block of row houses located in a neighborhood with a "Transitional" housing market, but adjacent to an area with a "Stable" market will take advantage of the strength of the adjacent market to achieve a successful project and serve as a catalyst for additional investment in the "Transitional" neighborhood.

The typology is a housing market classification scheme based on quantitative data using a statistical process called "Cluster Analysis," by which groupings of neighborhoods were developed based on similarities and distinctions in eight types of data. The following eight variables about the city's housing market were selected to best represent housing market conditions at the individual property level.

Median sale price (square root)	Percent foreclosure
Percent owner occupied	Percent code violations
Percent of rental housing with subsidy	Percent commercial properties
Percent vacant structures	Percent vacant lots



Growth Promotion Areas

Based on initiatives set out by the State of Maryland's Smart Growth Program, the entire City of Baltimore has been designated a Priority Funding Area (PFA). This means the City has the infrastructure, transit and school capacity for a significant increase in residents. We welcome new residential development throughout the City and encourage a variety of new housing products to be built.

While it is our goal to promote the entire City, there are many areas with naturally strong markets where development moves forward with only limited City intervention. However, there are other areas where the City needs substantially more resources to effect lasting change to the real estate market. The Comprehensive Master Plan, LIVE • EARN • PLAY • LEARN, recommends establishing Growth Promotion Areas (GPA) to provide us with specific areas within the City to strategically attract additional resources and capital to capture a substantial part of future State growth.

The Growth Promotion Areas are areas of Baltimore City where:

1. Existing roads, utilities and other infrastructure and services can accommodate growth while minimizing environmental impacts;
2. There is significant growth capacity as evident in the significant amount (20% or greater) of vacant housing stock and/or land;
3. The market has failed to spur sustainable economic and community development;
4. The ability to leverage or generate significant private investment in an area is dependent on state resources above existing allocations;
5. Planning efforts have been adopted that are designed to achieve market stability
6. Transit Oriented Development that provides 1) economic efficiency and growth; 2) expanded transportation choice; 3) efficient land use; and 4) measurable neighborhood benefits.

Analysis of all City neighborhoods identified 13 GPA's, which will be further developed during the comprehensive rezoning process as planning initiatives and funding availability are assembled, as well as consensus by several stakeholders.

Implement Measures to Ensure Housing Affordability and Diversity.

The City of Baltimore will promote specific programs to ensure affordability and mixed income neighborhoods. The City will develop an inclusionary housing requirement which may offer building incentives or zoning variances to support the production of at least 10 percent of the units in projects of 30 units or more to be affordable to buyers at 30-120 percent of the metropolitan area median income. The affordability requirement will be higher (at least 20 percent) when the City is a development partner. Housing choice will also be achieved through targeted investment in housing programs using the Housing Market Typology to stabilize local real estate markets and programs for preserving housing for low income households and the homeless.

This important smart growth goal is a central theme of the Comprehensive Plan as reflected in the following objective and strategies.

1. Expand and protect housing choices for all residents.
   - Develop and implement a City-wide inclusionary housing plan.
   - Ensure that at least 3,000 housing units per year are affordable to seniors, disabled, homeless, and low-income households.
   - Expand eviction prevention services to help households retain their housing.
   - Target homeownership and rehabilitation loans and counseling products using the Housing Market Typology.
   - Create and preserve mixed-income neighborhoods in Competitive, Emerging and Stable neighborhoods with targeted disposition of City properties.
   - Develop a comprehensive plan to eliminate homelessness in 10 years.

Implement Mechanisms to Promote Economic Opportunities that Stimulate Pedestrian Activity.

Economic development that promotes strong neighborhood centers which are dense and have a mixture of uses can easily be pedestrian-friendly by providing many reasons for being within a defined geographic area. Also, efforts to promote unique retail and entertainment districts will result in more pedestrian oriented neighborhoods in Baltimore. The following Comprehensive Plan objectives and strategies promote pedestrian activity.

1. Promote Transit Oriented Development (TOD) and Mixed-Use Development to reinforce neighborhood centers and main streets.
   - Implement a TOD strategy to foster stronger neighborhood centers.
   - Provide preferential capital funding for TOD projects.
   - Create mixed-use with residential zoning category.
   - Ensure all residents are within 1.5 miles of quality groceries and neighborhood services.
2. Promote unique retail venues as shopping and tourist destinations.
   - Reinstate the “Shuttle Bug” system along main streets and shopping districts within the City.
   - Increase retail space downtown from 400,000 square feet to one million square feet.
   - Designate and support Art and Entertainment Districts.

Improve Transportation Access and Choice.

Source: Maryland Transit Administration

Source: Maryland Transit Administration

Efforts to make Baltimore's transportation system more diverse and easier to use will utilize a great variety of strategies. Alternative modes of transportation to auto travel will be developed through improvements to pedestrian, bicycle, transit, and water taxi infrastructure. In addition, traffic-calming and Transportation Demand Management (TDM) strategies will better manage automobile travel and parking in Baltimore to create a more balanced transportation system. This smart growth goal is promoted by the following Comprehensive Plan objectives and strategies:

1. Create a comprehensive transportation plan to improve mobility and choice.
   - Create a city-wide pedestrian plan.
   - Implement the Bicycle Master Plan to create a complete bikeway system.
   - Create traffic-calming policies and procedures.
   - Target Pavement Maintenance Management System (PMMS) funding to bicycle and bus routes and surface rail crossings.
2. Facilitate movement throughout the region.
   - Create a regional authority to manage public transit services throughout the metropolitan area.
   - Support efforts to implement the Baltimore Regional Rail Plan and its Red Line and Green Line priority segments.
   - Protect and create right-of-way along existing and proposed rail lines.
   - Create inter-modal transit hubs in areas of low automobile ownership.
   - Establish a development mitigation program to reduce congestion effects of new development.
3. Enhance transportation options to provide workers with commuting options and mitigate traffic congestion.
   - Expand the number of participants in the Commuter Choice program throughout the Baltimore Region.
   - Implement Transportation Demand Management (TDM) strategies with large employers and institutions.
   - Increase the number of water taxi stops near employment locations.

Promote Preservation and Reuse of Historic Structures.

Baltimore's historic buildings, spaces, and neighborhoods are important components of our urban and cultural infrastructure, as well as an economic asset. The historic structure tax credit programs currently available have been a very successful tool in promoting rehabilitation and economic development. Initiatives to strengthen this program and the City's preservation guidelines and enforcement, as well as the use of a rehabilitation code and rehabilitation loan programs, will further increase historic preservation activity in the City. Also, efforts to bolster awareness of Baltimore's history, such as the "Authentic Baltimore" program, will foster greater interest in historic preservation. The following objectives and strategies from the Comprehensive Plan support this truly urban smart growth goal.

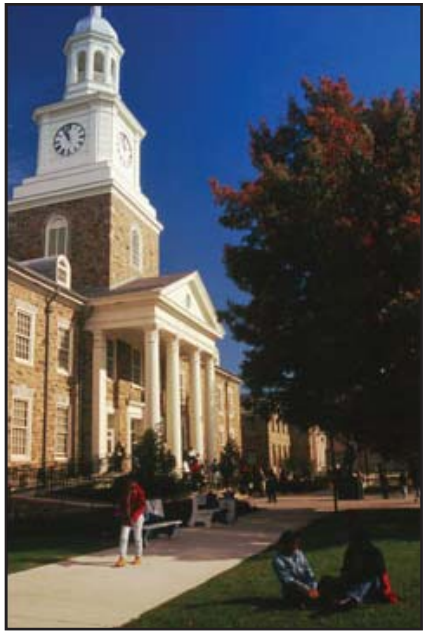
1. Protect and enhance the preservation of Baltimore's historic buildings and neighborhoods.
   - Update City-wide historic preservation guidelines.
   - Promote use of the Maryland Building Rehabilitation Code.
   - Simplify and actively pursue the local historic district designation process for Baltimore neighborhoods.
   - Create, expand and promote the historic structure tax credit programs for local historic districts and landmarks.
   - Strengthen CHAP ordinance enforcement by providing dedicated staff to proactively enforce CHAP guidelines.
   - Implement a program that physically demarcates the City's locally designated historic districts.
   - Create a fund/program that provides rehabilitation loans to low income families in locally designated historic districts.

2. Strengthen stewardship of historical and cultural resources.
   - Expand the "Authentic Baltimore" program and link to the Baltimore City Historic Landmark Program.
   - Implement a feasibility study to enhance and re-use under-utilized historic structures.

Strengthen Relationships with Universities and Colleges.

Education is a major economic development engine in Baltimore and steps will be taken to ensure that the collective and individual concerns of educational institutions are addressed by appropriate City agencies. Also, a process for City adoption of university master plans will provide greater predictability as campuses change and grow, as well as promote environmental design standards, transit use and better management of automobiles. A new mixed-use zoning district will promote better connections between universities and surrounding neighborhoods with strong commercial nodes near campuses and help market the City to new residents and business. This smart growth goal is addressed in the Comprehensive Plan with the following objectives and strategies.

1. Encourage partnerships between and among universities and the City.
   - Establish a City liaison to integrate higher education institutions into the City's economic development program.
   - Create a mechanism to adopt campus master plans.
2. Improve the physical relationship between campuses and adjacent neighborhoods.
   - Develop a new zoning district that encompasses mixed use development related to residential neighborhoods, colleges and universities.



Source: Morgan State University

Source: College of Notre Dame of Maryland

Enhance and Preserve Public Parks and Open Space.

Baltimore's parks, open spaces, environmentally sensitive lands, and trees combine to form a green network that is a crucial component of our urban environment. Strategies that promote a strong park system and active stewardship of our natural resources are necessary to improving the quality and attractiveness of our neighborhoods for current and future residents. A green network counteracts hard urban spaces and provides for a healthy balanced City. This smart growth goal is reflected in the following Comprehensive Plan objectives and strategies.

1. Maintain a well-managed system of parks and open spaces.
   - Draft and adopt a City-wide plan for parks and open spaces.
   - Locate dedicated, sustainable public and private funding sources for our parks and cultural assets.
   - Create a park and open space zoning district in the Zoning Code.
   - Improve park stewardship and safety by expanding the current parks partnership program.
2. Protect and enhance Baltimore's natural habitat and environmental resources.
   - Develop a Waterway Trash Management Plan to ensure compliance with the National Pollutant Discharge Elimination Permit.
   - Restore and protect at least 1 mile per year of all streams and riverbanks in floodplains and stream valleys.
   - Target sidewalk, lighting and signal improvements near parks and open space.
   - Develop a plan to reduce trash within and along Baltimore's parks and open spaces.
   - Complete plans for and creation of a Greenway Trail System.
   - Increase Baltimore's green infrastructure by increasing the number of trees and tree canopy size.
3 Ensure public access to the waterfront.
   - Complete the Harbor Promenade and Middle Branch park/trail systems.

Promote Public Schools and Libraries as Community Assets.

Public schools are an essential service utilized by the City's children and improved access to them through a "Safe Routes to School" program is essential to maintain these facilities as a focal point of neighborhoods. As an important neighborhood amenity, several Comprehensive Plan strategies aim to improve the use of public school facilities and public libraries by the surrounding community and ensure that surplus facilities are reused in a manner that benefits neighborhoods. The following Comprehensive Plan objectives and strategies reflect this goal.

1. Enhance schools and public libraries as neighborhood assets.
   - Develop a Community Schools Policy to facilitate the use of school buildings beyond the school day.
   - Create a dozen community school centers, with dedicated space for community uses.
   - Ensure access to public library services for all residents.
   - Ensure reuse of surplus school facilities is timely and compatible with surrounding neighborhoods.
2. Improve pedestrian and bicycle access to schools.
   - Implement a "Safe Routes to School" Program at schools.
   - Implement physical improvements near educational facilities to ensure safe access.
   - Coordinate implementation of the Bicycle Master Plan with the school facilities plan.

Source: Parks and People Foundation

Source: Parks and People Foundation

Source: National Walk Our Children to School Day

A Regulatory Approach to Urban Redevelopment

Baltimore City's Zoning Code was adopted in 1971 and has become increasingly outmoded since that time. To address the need for updated regulations and more straightforward implementation of smart growth principles, the Baltimore City Department of Planning has developed specific zoning and policy initiatives to promote a more vibrant urban environment. Four policy initiatives were developed by the City and are identified as priorities in the Comprehensive Master Plan, LIVE • EARN • PLAY • LEARN, which provides the legal basis for rezoning. Incorporating these proposed changes into the Plan will increase the likelihood of implementation and achieving smart growth objectives. Plan strategies that call for these four zoning changes are summarized in Appendix D. In addition, these policies will be incorporated into the Comprehensive Rezoning Project, which will result in a total rewrite of the existing code and will be completed approximately two years after the adoption of the Comprehensive Plan in the fall of 2006.

The Comprehensive Rezoning Project has the following goals:

- Ease of use: The new zoning code should be brief and user-friendly.
- Flexibility: The zoning code should respect historic patterns while accommodating contemporary development and design solutions.
- Use categories updated: Categories and definitions should meet modern spatial requirements, emerging land uses, residential needs and economic changes.
- Design standards: The new zoning code should include form-based approaches that offer opportunities to neighborhoods and reflect variety of existing building types.
- Parking Standards: Revised parking standards need to encourage transit-oriented development and reduce auto dependency.

This chapter provides a summary of each of the following initiatives pursued with a focus on the intent of the proposed regulations, changes to current regulations, and challenges to implementation. The future land use map on the following page indicates where the new zoning districts will likely be implemented in the City.

- Expand Mixed Use Zoning Districts.
- Develop a Transit-Oriented Development (TOD) strategy and zoning proposal.
- Create a Park and Open Space Zoning District to preserve open space resources.
- Implement transportation strategies that reduce demand for automobile travel.

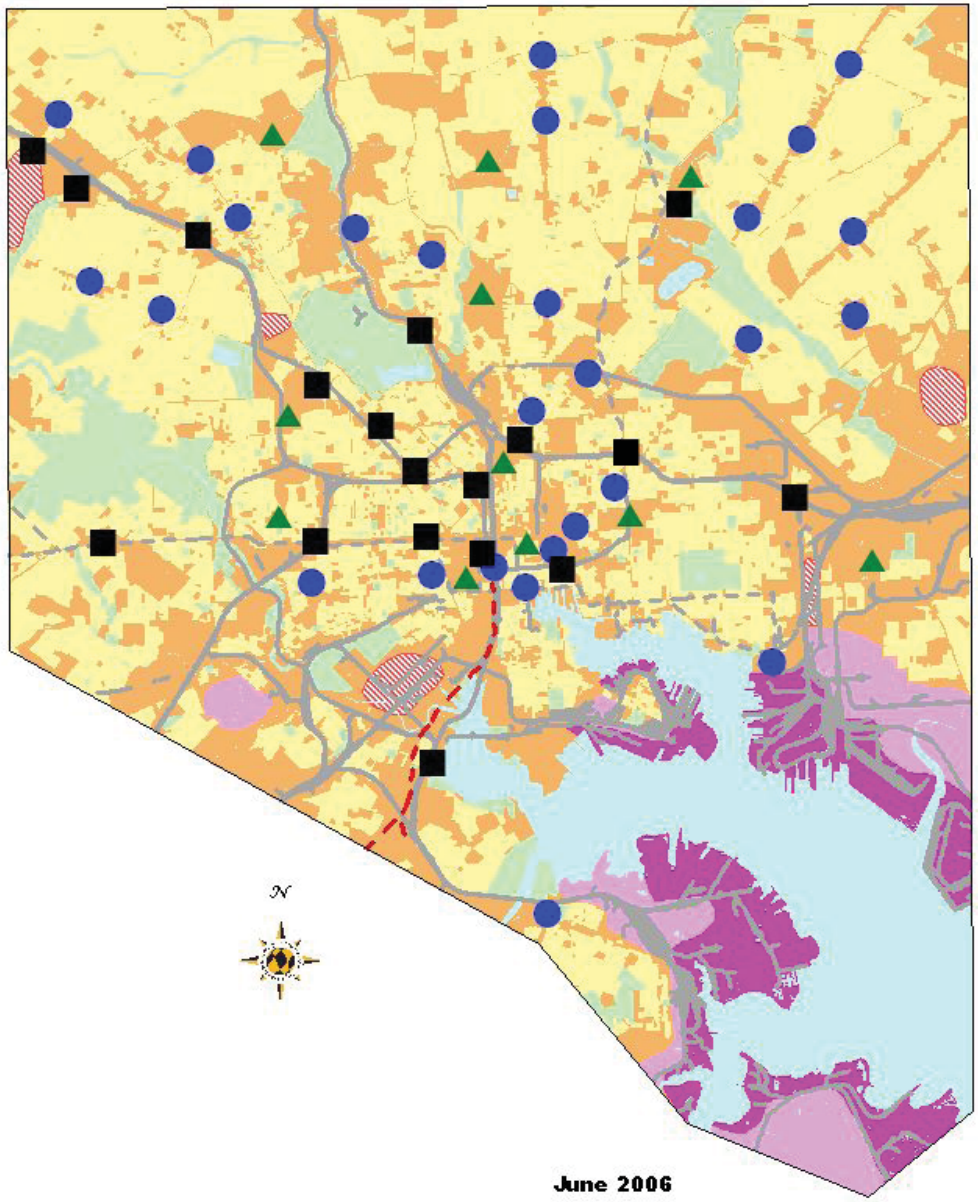
Proposed Future Land Uses

Proposed

- Commercial Mixed Use Nodes
- Transit-Oriented Development
- Biotech/University/Hospital District
- Light Industrial Mixed Use
- Industrial Mixed Use
- Transit Lines
- MAGLEV (ROW)

Existing

- Residential
- Non - Residential
- Park Property
- Water
- Maritime Use
- Freight and Transit Lines



Martin O'Malley
Mayor

Otis Rolley III
Director of Planning

Expand Mixed Use Zoning Districts

A mixture of uses helps make neighborhoods more pedestrian and transit friendly by providing for a dense mixture of activities and a diversity of users in a place throughout the day. Mixed-use developments that combine residential and commercial use can enhance the character of neighborhoods and business districts, while adding commercial uses in industrial districts accommodates the needs of modern industrial establishments in areas that do not include residential uses.

Currently, one mixed-use zoning district is included in the City Zoning Code and provides only very limited combinations of commercial and residential uses. As a result, most mixed use developments in Baltimore are approved through a PUD process. A proposal to update this district and create several other mixed-use zoning districts, both with and without residential use, is being developed and will be refined during the comprehensive rezoning effort.

Mixed-Use Zones with Residential

Our existing business and residential districts need to be reviewed to ensure they encourage the development of commercial nodes to meet the needs of businesses and neighborhoods. The updating of these districts will include a review of density, FAR, parking and design standards.

The following districts are proposed:

A. Office-Residence

The existing OR Districts will be retained and incorporated into the expanded mixed-use zoning districts.

- This district provides high density office and residential with retail limited as an accessory use.
- Retail is allowed as internally-accessed shops in multi-unit buildings with fifty or more dwelling units or in a building that contains more than 20,000 square feet of gross floor area devoted to business and professional office use.

B. Neighborhood District

This district will be used principally in row house neighborhoods and will allow a variety of by-right commercial uses that exist presently as nonconforming uses throughout the City.

- This district will provide a predictable mix of uses that does not require a public hearing or BMZA approval for each change in use, as is currently required for lawfully established nonconforming uses.
- This district will encourage commercial uses appropriately located within residential areas to better serve neighborhood needs instead of perpetuating existing nonconforming uses that conflict with residential uses.

C. Bioscience/University/Hospital Districts

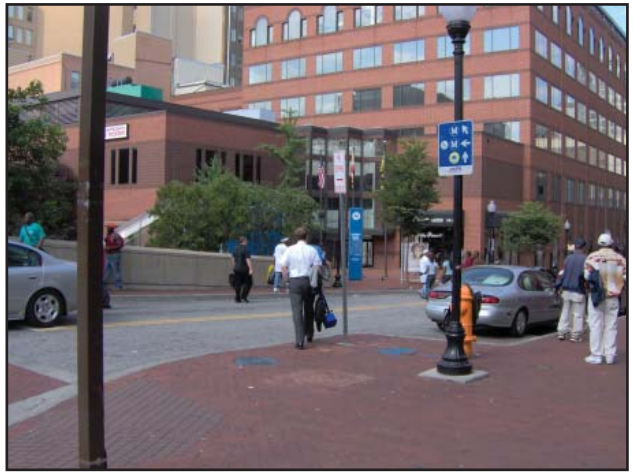
Bioscience areas, universities and hospitals tend to be large land owners with complex, interrelated buildings and functions. A new district will be created to better manage, zone and develop these institutions.

- This district will allow a mix of uses (biotechnology companies, medical offices, educational institutions, retail, and housing) to support both institutions and surrounding neighborhoods.
- This district will be different from the other mixed use categories based on the use mix and the general purpose statements that will guide development in this district.
- The Zoning Code will provide a tool for adoption of campus master plans.
- A district master plan will direct institution expansion so that property owners can continue to invest in the area with some assurance of stability.
- Balancing the interests and needs of universities and communities will be a challenge to the implementation of this district.

D. Transit-Oriented Development (TOD)

Zoning for Transit-Oriented Development will ensure convenient pedestrian and vehicular access to transit stations and will include incentives to encourage a dense mixture of land uses near transit. Baltimore's TOD strategy is discussed in detail in the following chapter.

- This zoning will create a process to ensure developments adjacent to existing and future transit stations possess strong physical connections to the station and adjoining neighborhoods.
- This district will encourage a horizontal and vertical mixture of uses near transit.
- This district will require site plans to be focused on pedestrian circulation.
- This district will provide for a wide range of housing options available to all socioeconomic groups.
- This district will establish a process to encourage shared parking.
- Crafting density regulations to accurately reflect market demand will be a challenge to the implementation of this district.



Mixed-Use Zones Without Residential

Business and industrial mixed-use zones are intended to be non-residential in order to protect the business and industrial users from residential development pressures and minimize conflict between land uses.

Source: Bay Area Economics

Source: Bay Area Economics

A. Industrial Mixed-Use

According to the Industrial Land Use Analysis from the Baltimore Development Corporation (January 2004), the current requirements of industrial users no longer fit into the strictly industrial models in our present Zoning Code. Today's industrial users have a mix of office and other supporting uses that are not traditionally industrial in nature, but are necessary to include within the same buildings. Likewise, the forms of the structures that are desired for modern industrial applications are very different from Baltimore's older stock of industrial buildings.

- This district will provide industrial districts with supporting commercial uses that are needed.
- This district will include design guidelines that promote the character and form of an industrial park.
- This district will restrict commercial uses to allow industrial functions to dominate and expand.
- Implementing the right balance of land uses will be the major challenge of this district.

B. Light Industrial Mixed-Use

This district is the inverse of the Industrial Mixed-Use District and provides for clean industrial uses that can benefit from commercial surroundings in business districts.

- This district allows light industrial uses within traditional commercial areas
- The design guidelines and performance standards will provide the flexibility needed for these industrial uses to function.
- The challenge in implementing this district is providing a measure of security that the industrial uses allowed will not create negative externalities on surrounding properties.

Develop a Transit-Oriented Development (TOD) Strategy

Source: Station North Arts and Entertainment District

A Transit Oriented Development (TOD) is "a place of relatively higher density that includes a mixture of residential, employment, shopping, and civic uses and types, located within an easy walk of a bus or transit center." (TOD Task Force, MDOT, 2000)

Transit-Oriented Development is perceived as an important land use strategy to pursue in Baltimore to achieve city priorities and help the city become competitive for federal transit funding. The Baltimore City Planning Department, in collaboration with partners, has taken many important steps towards developing a Transit-Oriented Development (TOD) zoning approach in order to systematically pursue TOD opportunities. A TOD Task Force is being formed to develop a detailed TOD zoning proposal, which will be adopted as part of the Comprehensive Rezoning Project. The work completed by the Planning Department will guide this committee and includes policy formation, pilot projects, zoning research, the Red Line transit study, and spatial analysis of station areas in Baltimore City.

Leadership is essential to successful TOD implementation. Without a clear understanding of what the City of Baltimore wants this compelling land use approach to accomplish, TOD zoning would not effective. Therefore, Baltimore's journey towards TOD zoning began with the formulation of TOD objectives and an effort to communicate design principles of TOD to the development community.

TOD Objectives

Economic Efficacy and Growth
Maximize transit assets for public benefit and leverage these investments towards the realization of broader economic development goals.

Transportation Choices
Expand transportation choices by enhancing the quality of bicycle, pedestrian and transit access, and managing the use of the automobile.

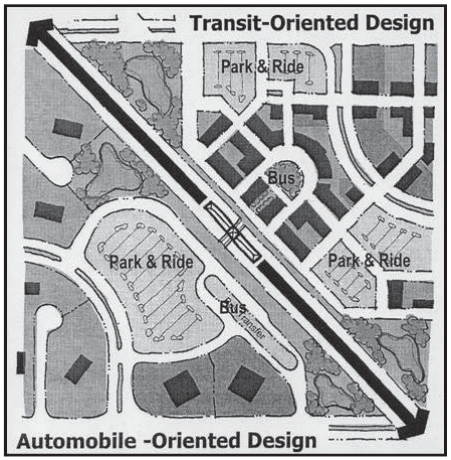
Efficient Land Use
Guide future development into compact mixed-use activity centers near transit that promote efficient land use and provide convenient access to jobs and daily services.

Neighborhood Benefits
Enhance character, safety and sense of place in neighborhoods near transit stations, and promote a broad range of housing choices.

Design Principles

A "TOD Checklist" of design criteria has been included in the City's Development Guidebook to guide site plan review and to ensure the following principles are addressed for developments within a half mile radius of transit stations (refer to appendix A for the checklist). These design principles will directly inform the scope of future TOD zoning.

- Higher density development in relation to the surrounding community
- A mix of land uses, horizontally and vertically
- Compact pedestrian-oriented design and streetscapes
- Building design and orientation to the street and transit facilities
- Connected street pattern without super-blocks and cul-de-sacs
- A system of quality open space and amenities
- Limited and managed automobile parking

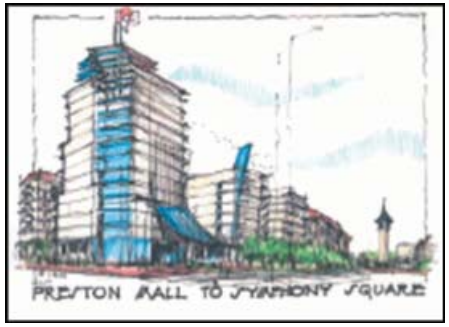


Source: PB Place Making

Pilot Projects

In 2004, the Planning Department undertook a comprehensive review of existing transit stations to identify promising pilot projects. The following criteria were evaluated:

- Station area assets (within ¼ and ½ mile radius of transit stop)
- Neighborhood Demographic Characteristics
- Station Site Area and Configuration



Source: Draft State Center Transit-Oriented Development Strategy, March 2005

This review identified multiple potential pilot areas and the City negotiated with the Maryland Departments of Planning and Transportation to select the State Center area as a priority study area. A design charrette was held in January 2005 to outline a vision for the State Center office complex and surrounding area. Results were documented in a State Center Transit-Oriented Development Strategy (March 2005), which has informed further planning work with the community and the state's decision to issue an RFQ for all state-owned properties in the area (roughly 25 acres) in September 2005. After a landmark review process which engaged resident representatives of all surrounding neighborhoods in the selection process, the State recently (April 2006) entered into a period of exclusive negotiations with a development partner.

Although specific zoning recommendations have yet to result from this process, the market analysis yielded rich insights as to the current market for TOD in Baltimore, as well as current restraints and opportunities for promoting Transit-Oriented Development in the Baltimore context. Baltimore's TOD opportunities are based on the strengths of specific station areas. The State Center project presented the strongest potential for TOD with its diversity of cultural institutions, limited ownership of large parcels that reduces acquisition efforts, rising land values, and a strong

housing market fueled by access to Penn Station and the MARC commuter train to Washington, DC. However, even in this neighborhood, market opportunities are tempered by residential competition with Washington, DC and a limited local transit system which combine to limit opportunities for reduced parking and associated urban design benefits. Our work on this and related projects has highlighted the critical importance of the inter-governmental and interagency coordination required to create actionable projects for public-private partnership. Building on networks and partnerships created in this pilot process, the City and State are now also working towards the realization of TOD projects at Westport, Lexington Market, and Shot Tower (existing stations) as well as the Poppleton and West Baltimore MARC areas adjacent to the proposed Red Line.

Form Based Zoning Best Practices

The City of Baltimore has been working with the State, the developers and the community representatives, to create a research and planning program that can address broader TOD zoning and policy needs over the coming year. Creating a pedestrian and transit friendly environment around stations requires codes that support high density, mixed use development. Form-based codes are considered possible tools for creating the land use mix that supports TOD. The City conducted a best practices review to explore the application of form-based codes to TOD. This review of implemented form based codes resulted in the following conclusions:

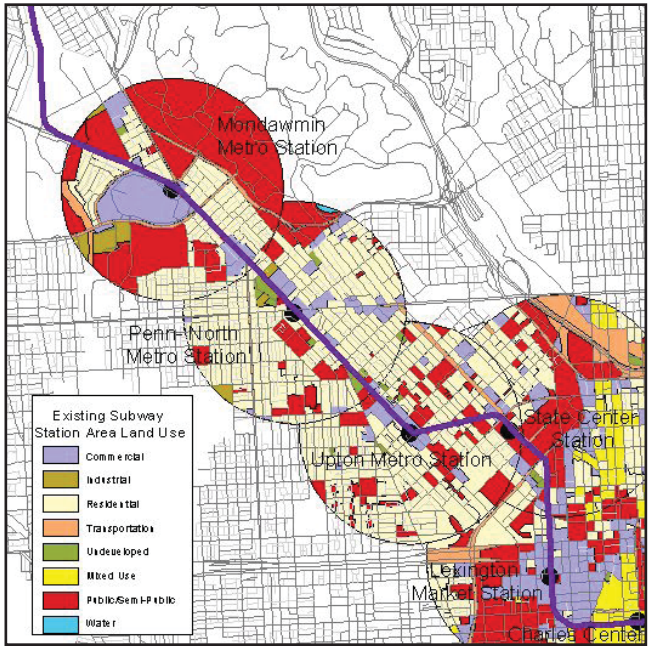
- Form-based codes being implemented follow one of two typical models:
  1. A code applied through a master plan process for a large area or an entire jurisdiction and not directly connected to TOD.
  2. A code applied to a single station area to promote TOD principles.
- While form regulations are the focus of codes reviewed, use regulations were typically included and reflect a hybrid approach that combines form-based regulations with more conventional zoning tools.
- Form-based codes provide the important advantage of more effectively regulating physical form and character than conventional zoning; however, these form regulations are resource intensive to develop.
- When applied to large areas, the rural/urban transect concept developed by Duany Plater-Zyberk & Company typically does not serve as a typology framework itself. Rather, it informs a framework based on district or neighborhood categories specific to a city to more effectively reflect local land use needs.
- Form-based codes can be implemented on an optional basis in order to accommodate market demands. We anticipate that this approach may be necessary in Baltimore's weak market areas.
- Adequate provision can be added to address the needs and potential of Baltimore's designated historic districts and neighborhoods.

Red Line Study Process and Land Use Recommendations:

The Planning Department has also been working closely with MDOT, MTA, Baltimore County, and the Red Line consultant team, to develop a transit-supportive land use plan and policies for the proposed Red Line transit-way. As part of this study, market research was conducted and sketch plans developed for five station areas (three in the City and two in the County), which were selected to represent an appropriate range of existing conditions and land use potential.

West Baltimore Marc Station Area Sketch Plan
Source: PB Place Making

In the City, these high altitude sketches addressed how transit investments might be leveraged towards the reconfiguration of a suburban strip shopping mall area, an older industrial and residential zone and to inform existing plans in a strong market, mixed use area. This work is being used to inform alignment decisions, potential policy interventions, and further outreach in the Red Line planning process.

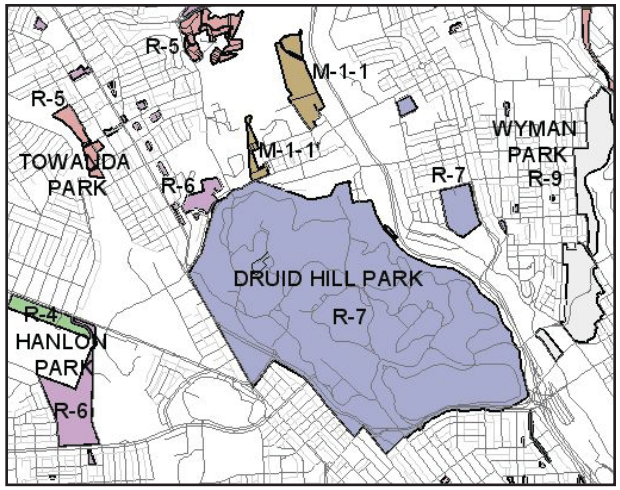


Analysis of Subway Station Area Land Use

The Red Line planning process has also produced draft zoning recommendations about density, land use mix, and form regulations based on a generic station typology. This document is a crucial step in codifying the objectives, design principles, and lessons learned from pilot projects. This conceptual code is being refined with analysis of zoning, land use, and densities at existing as well as proposed station areas to inform the creation of a City-wide TOD zoning approach. This work will help inform the TOD Task Force in making decisions regarding appropriate densities, incentives, designs, and land use targets for the City of Baltimore.

West Baltimore Marc Station Area Sketch Plan
Source: PB Place Making

Create a Park and Open Space Zoning District

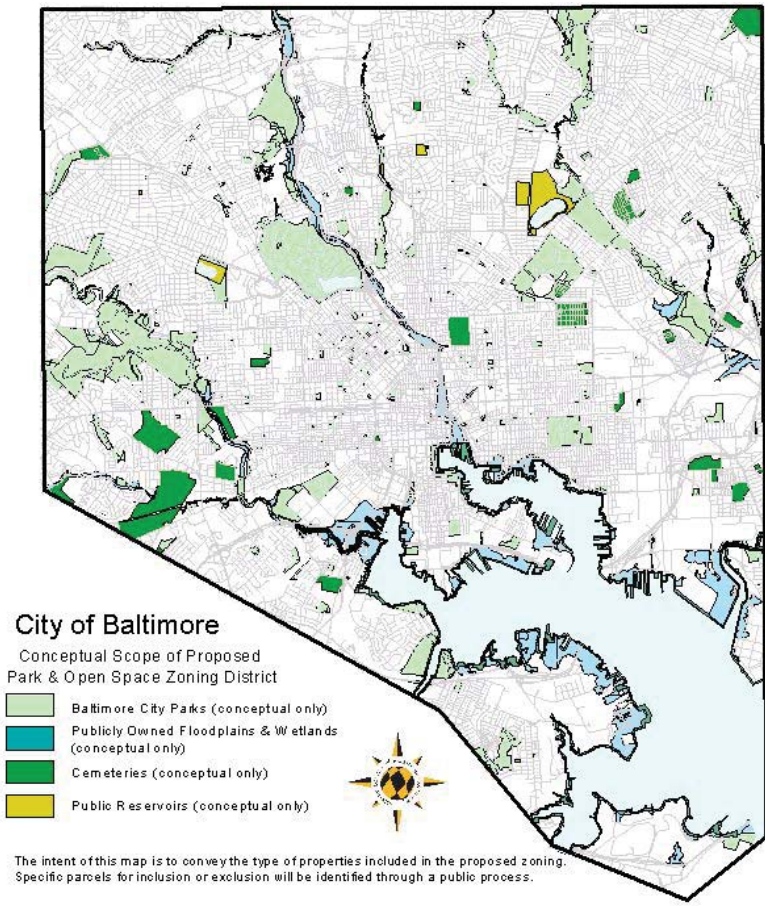


Current Zoning of Baltimore City Parks near Druid Hill Park

Quality open space and recreational opportunities promote healthy neighborhoods and stable property values. In addition, a well established open space system infuses the urban infrastructure with natural features and a green presence. A parks and open space zoning proposal for Baltimore City is intended to provide a layer of protection for open space resources against development pressures. Currently, most Baltimore City public parks, publicly owned floodplains, and wetlands are located in a variety of residential and commercial zones and their presence is not evident on zoning maps. A new zoning district will clearly identify open space lands and clarify development expectations.

A conceptual proposal for this district has been developed and will be refined in during the Comprehensive Rezoning Project. A review of parks and open space zoning in other American cities provided guidance as the proposal was developed. Common features of open space zoning across the country include the following:

- It is more common to implement a parks and open space base zoning district rather than an overlay zone or a district that includes only public parks.
- The scope of properties range from only select environmentally sensitive lands to a variety of recreation and open space properties.
- It is more common to include publicly owned properties and not private open space properties.



Purpose of the Proposed Park & Open Space District

The purpose of the proposed Park and Open Space Zoning District is to enhance the quality of life for the City's residents by permanently protecting its open space resources and distinguishing between different types of open space to provide for appropriate land uses.

This district is intended to be applied exclusively to publicly-owned lands with the exception of private cemeteries.

Regulatory Intent

The proposed regulations are designed and intended to:

1) Protect parks and open space from development pressures.
2) Promote parks and open space as important public assets.
3) Preserve the integrity of environmentally sensitive lands.
4) Provide public cultural and recreational opportunities.

Basic Scope:

Four sub-districts are proposed to effectively regulate use of distinct types of open space. The descriptions below characterize types of properties to be included. Specific parcels will be rezoned after this zoning district is adopted.

1) Public Parks: The scope of included public parks will likely vary from the total inventory of City owned park properties to allow flexibility in the use of specific parcels. For example, recreation centers located independent of a park property may be excluded from the district.
2) Public Reservoirs: Reservoirs operated by the Department of Public Works at Lake Ashburton, Lake Montebello and the Guilford Reservoir are included to allow and regulate the existing recreational use of these properties, while maintaining the utility functions that are the primary focus of these properties.
3) Public Flood Plains and Wetlands: Flood plain and wetland properties acquired by the City are included to prevent development in environmentally vulnerable areas.
4) Cemeteries: Publicly and privately owned cemeteries are proposed for inclusion to promote these properties as important open space assets.

Use Regulations:

A variety of recreational and cultural activities will be allowed and will vary to accommodate the specific needs of each sub-district. The following issues guide the formation of use regulations:

1) Use regulations for cemeteries are intended to be consistent with how these properties are currently regulated.
2) Use regulations for floodplains are to be consistent with the Floodplain Overlay Zone.
3) Restrictions on commercial uses must be coordinated with the Master Concession Plan currently being developed by the Department of Recreation and Parks to reflect greater flexibility than currently allowed.
4) Utility functions of the Department of Public Works and telecommunication uses within city parks are intended as conditional uses.
5) Offices not affiliated with the park system or related non-profit organizations are to be permitted to fulfill historic preservation and sustainability goals for historic structures located on park property when such a use provides no conflict with the character of a park property. These types of offices are indicated as conditional uses.

Implement Transportation Strategies to Reduce Demand for Automobile Travel

LIVE • EARN • PLAY • LEARN, the City's Comprehensive Plan, identifies parking policies as an important component of improving Baltimore's transportation system. In recent years, the City has constructed public parking facilities in the central business district, which has raised the question of how to better accommodate parking demand in the future to promote a more diverse transportation system where auto travel is balanced with transit options. The comprehensive plan strategies aimed at achieving Baltimore's transportation and accessibility goals are stated below to provide the greater policy context for pursing parking management policies.

Goal: Improve Access to Jobs and Transportation Linkages between Businesses

Objective: Enhance transportation options to provide workers with commuting options and mitigate traffic congestion.

- Expand the number of participants in the Commuter Choice program throughout the Baltimore Region.
- Support efforts to implement the Baltimore Region Transit Plan.
- **Implement Transportation Demand Management (TDM) strategies with large employers and institutions.**
- Implement the Bicycle Master Plan.
- Increase number of water taxi stops near employment locations.

Revised parking regulations will be addressed in the upcoming Comprehensive Rezoning Project. In the meantime, parking innovations are being incorporated into small area plans and urban renewal plans, such as the updated Mount Vernon URP discussed previously. In addition, a Transportation Demand Management (TDM) checklist is being incorporated into the City Development Guidebook. This checklist encourages developers and institutions to implement strategies that expand transportation choices, encourage alternatives to automobile travel, and manage provided parking. This checklist will also open up discussion about parking in Baltimore and point to needed zoning changes including:

- Shared parking and more flexible off site parking requirements
- Parking management associations
- Parking maximums near transit stations

CHECKLIST FOR MANAGING TRANSPORTATION AND REDUCING PARKING DEMAND

The following transportation and land use strategies, often referred to as Transportation Demand Management (TDM) strategies, benefit developments by effectively reducing parking demand over time and assuring the most efficient use of required parking. As a result, they support an improved transportation system for the City of Baltimore.

Increase Transportation Choices with the following strategies ....

Mixed Use Development
Source: James Prichard

- Increase transit options by:
  - Providing or contributing to a local shuttle, tram or other alternative transit service.
  - Improving access to bus routes and transit through coordination with the Maryland Transit Administration (MTA).
  - Supporting water taxi service where applicable.
- Improve sidewalks, paths & crosswalks to promote walking and increase pedestrian safety.
- Create and improve bicycle lanes and bicycle parking & storage options.
- Include a mix of land uses to expand the range of walkable destinations.
- Provide shared parking facilities for mixed-use developments to promote walking.
  - Include residential units in commercial projects to reduce the need for auto travel.
  - Locate development near transit stations to reduce the need for auto travel.
  - Expand access to or directly provide car sharing services such as Zipcar, Flexcar, etc...
  - Provide taxi stands to increase convenience of taxi use.
  - Encourage carpooling and ride sharing for employees and tenants.
- Encourage employees to work alternative schedules to reduce congestion and to telecommute.

Symphony Center - Mixed Use Development
Source: Maryland Transit Administration

Encourage Alternatives to Automobile Travel with the following strategies…

- Inform users of your site about altering their mode of transportation with signs, kiosks, brochures, maps, and websites that promote transit, ride sharing, car sharing, biking and walking.
- Provide financial incentives to commuters and tenants to change their mode of transportation:
  - Cash pay out to tenants in lieu of access to parking
  - Free or discounted transit passes
  - Parking discounts to high occupancy vehicles and shared vehicles
  - Eliminate (or reduce) discounts for monthly parking passes

Lack of Pedestrian Amenities

Manage Parking Spaces with the following strategies…

- Rent or sell parking spaces separately rather than automatically including them with building space (unbundled parking spaces).
- Inventory existing parking infrastructure within a 2,000 foot radius of your site.
- Take advantage of off site parking opportunities.
- Initiate shared parking facilities with nearby developments.
- Work with the community and local businesses to create a parking management association to implement parking strategies that maximize use of existing spaces by maintaining an inventory of area parking, enforcing shared parking agreements, administering incentives, and dealing with spillover problems.

Quality Design of Parking Facilities

Lessons Learned

The Baltimore City Planning Department reviewed 200 national smart growth policies to determine their relevance to Baltimore City and develop our own priorities for sustainable redevelopment and improved livability. We found that while the City has already implemented important smart growth initiatives, there were national strategies that would be useful to promoting redevelopment in Baltimore. However, we also found that some national smart growth policies were not oriented towards our urban context and therefore not as relevant. In addition, issues specific to our urban environment are not adequately addressed by national strategies that seem inherently oriented towards suburban, Greenfield development. These issues will be addressed in this section.

Baltimore's Smart Growth Principles…an Urban Interpretation

From the list of national smart growth principles, a set of principles for the City of Baltimore were developed to reflect the specific challenges and opportunities faced by an older urban city. While many national principles are relevant to Baltimore, a comparison of the two lists reveals Baltimore's focus on improving many of the aspects of an existing urban environment, rather than creating new urban centers in Greenfield locations.

National Smart Growth Principles…

1. Mix land uses.
2. Take advantage of compact building design.
3. Create a range of housing opportunities and choices.
4. Create walkable neighborhoods.
5. Foster distinctive, attractive communities with a strong sense of place.
6. Preserve open space, farmland, natural beauty and critical environmental areas.
7. Strengthen and direct development towards existing communities.
8. Provide a variety of transportation choices.
9. Make development decisions predictable, fair and cost effective.
10. Encourage community and stakeholder collaboration in development decisions.

Baltimore Smart Growth Principles…

1. ***Promote quality urban design and improved permitting processes to encourage development.***
2. ***Implement mechanisms to encourage redevelopment of declining commercial districts.***
3. ***Target redevelopment for maximum City and neighborhood benefit.***
4. ***Implement measures to ensure housing affordability and diversity.***
5. ***Implement mechanisms to promote economic opportunities that stimulate pedestrian activity.***
6. ***Improve transportation access and choice.***
7. ***Promote preservation and reuse of historic structures.***
8. ***Strengthen relationships with universities and colleges.***
9. ***Improve and preserve public parks and open space.***
10. ***Promote public schools and libraries as community assets.***

The Urban Perspective

The following issues are crucial to promoting healthy, stable redevelopment and neighborhoods in an urban context. While implementation to address these issues does not seem to be covered in existing smart growth literature, they are the focus of the strategies and policy initiatives that were detailed in this document. These urban characteristics are restated here to distinguish them from Greenfield smart growth.

- Affordability and diversity of housing in neighborhoods experiencing intense development pressure is a typical urban concern that is relevant to Baltimore. The challenge is to identify mechanisms for supporting neighborhood stability, while promoting needed redevelopment.
- The City's current infrastructure was built to support a larger population and presents financial and management challenges as it ages. The challenge is to target development to certain neighborhoods to take advantage of existing infrastructure and make systematic improvements to an aging system.
- Mechanisms for addressing an excess of commercially zoned properties are essential to effectively promoting redevelopment activity.
- Limited investment resources, both public and private, must be targeted to maximize the impact of revitalization efforts.
- Historic structures are an economic asset, as well as cultural amenity, in Baltimore. Historic preservation, and the tax credits that accompany it, should be maximized as an economic development tool.
- Urban centers feature large institutions. Baltimore's universities and hospitals should be integrated into the urban fabric to better benefit surrounding neighborhoods and effectively market the City to new residents and businesses.
- The Baltimore City Planning Department implements many smart growth practices in an ad hoc and informal manner. There is a need to integrate smart growth strategies into more straightforward regulations to make development practices more predictable and friendly.

Appendix A

A Checklist for Evaluating Transit Oriented Development

This is a checklist intended to guide Baltimore City agencies in reviewing proposed projects near transit stations and in assessing the transit-friendliness of land use plans, codes and ordinances. The following principles serve as a starting point for considering how transit-oriented design (TOD) can reinforce the community and transit system:

- Higher density development in relation to the surrounding community
- A mix of land uses, horizontally and vertically
- Compact pedestrian-oriented design and streetscapes
- Building design & orientation to the street and transit facilities
- Connected street pattern without super-blocks and cul-de-sacs
- A system of quality open space and amenities
- Limited and managed automobile parking

Checklist for Transit-Oriented Development

Land Use

- Are there higher densities at the defined transit center?
- Is there a variety of housing products that promotes affordability and diversity?
- Is there a mix of uses including residential, commercial, and retail within walking distance of transit facilities (1/4 to 1/2 mile radius)?
- Is there a mix of uses within buildings?
- Are active uses, such as retail, located on the ground floor and directly connected to sidewalks?
- Does the mix of uses complement development elsewhere along the transit corridor (encourage travel in both directions)?
- Do land uses support pedestrian activity throughout the day, including evenings and weekends?
- Are “transit-friendly” land uses (walkable, mixed-use, not dominated by activities with significant automobile use) permitted outright, not requiring special approval?
- Are single-use zones and automobile oriented uses such as parking lots, gas stations, or drive-thrus, discouraged near transit centers?

Site & Building Design

- Are active uses, such as retail and public facilities, clustered near transit facilities?
- Do architecture and quality open space create a focus around the transit center?
- Are buildings and public spaces oriented towards sidewalks and streets?
- Are buildings located at the street line with entrances and active uses opening to sidewalks?
- Is access to transit maximized? Do sidewalks connect transit to neighborhood destinations?
- Do buildings incorporate architectural features that convey a sense of place?
- Are amenities, such as storefront windows, awnings, lighting, trees and landscaping to help create a comfortable pedestrian environment along streets and buildings?
- Do new developments provide transitions in density and scale to connect with the existing neighborhood?
- Does the site's design allow for the intensification of densities over time?
- Is there adequate lighting at store entrances, sidewalks and streets to ensure safety?

Street Patterns & Parking

- Are parking requirements reduced, or shared parking allowed, for uses in close proximity to transit? Is there an arrangement for phasing of parking requirements?
- Is parking located near but not directly adjacent to transit stations?
- Is structured parking encouraged, rather than surface lots, in high density areas?
- Is most of the parking located to the side or rear of buildings and away from main streets?
- Are street patterns based on a grid/interconnected system with compact blocks that exclude super-blocks?
- Do streets easily connect from the transit center to the larger neighborhood?
- Can residents and employees safely walk or bicycle to a store, post office, park, café, or bank?
- Are pedestrian routes buffered from traffic and large expanses of parking with streetscape and landscape designs?
- Are there safe & convenient crosswalks across busy streets?
- Are traffic calming measures applied to slow traffic speed in key pedestrian districts?
- Are there bicycle facilities in the transit center, including bicycle lanes and parking?

Appendix B

A Summary of Various Cities' Progressive Parking Policies

Progressive parking policies being implemented across the country were reviewed for relevance to Baltimore. Zoning policies for the following cities were analyzed: Boston; Chicago; Eugene, OR; Hartford, CT; Iowa City; Pittsburgh; Portland, OR; San Antonio; San Diego; San Francisco; and Seattle.

General observations include:

- Progressive parking policies are generally aimed at creating a better balance between automobile and transit use in downtown areas.
- Western cities are more likely to have innovative and holistic parking policies.
- The most common regulations observed involved quantity of parking, shared parking, and transportation management plans, as well as design standards to reduce the presence of parked automobiles in urban communities.
- Regulations limiting parking supply varied in objective. Some cities (mostly West Coast) aim to limit parking supply and demand for parking spaces, while others (Chicago in particular) aim to limit surface parking, not the total parking supply.

Managing Parking Supply

- Reduced parking requirement minimums.
- Parking requirement maximums.
- Parking Caps – a maximum of spaces is established for a defined geographic area. Parking districts have the same goal with more flexible implementation.
- Shared Parking – common parking facility for multiple uses with differing peak demand times that provides amount for actual peak demand.
- Cooperative Parking – common parking facility for multiple uses; combined requirements of all uses with percentage reductions common.
- Reserved Parking – preferential parking for carpooling or carsharing can be used to reduce the number of total spaces required.

Managing Parking Demand (often used to justify parking reductions – can be required)

- Transportation Management Plans (TMP's): various tools used to reduce parking demand by increasing the demand for alternatives to SOV travel. Typical tools include:
  - Providing vanpools.
  - Promoting ridesharing, flex time, transit use, bicycles (San Francisco).
  - Discounting carpool spaces and subsidizing rideshare services.

- Subsidizing transit passes.
- Commuter Choice Programs.
- Pricing Strategies – increased parking fees to decrease demand (Chicago); cash-out programs; elimination of SOV parking subsidies; subsidize HOV parking; priced to favor short-term parking; variable price parking.
- Bicycle Parking/ Facilities – required spaces and facilities w/ quantities indicated.
- Transit Investment.

Parking Design

- Parking must be located behind principle buildings and in inner blocks.
- Façade guidelines aim to improve appearance.
- Structures located on a commercial street must provide commercial space along the street façade.

Parking Financing

- Density Bonus – a regulatory incentive to encourage structured parking construction by reducing cost by increasing revenue potential.
- Payment in Lieu of Taxes – a financial agreement that encourages structured parking construction by reducing the tax burden for a fixed number of years.

Appendix C

A Summary of Various Cities' Parks and Open Space Policies

Purpose: In order to guide Baltimore City in its efforts to pursue a park zone classification, cities with park zoning were reviewed and evaluated based on a number of factors. Cities included in analysis are: Austin, Boston, Chicago, Cincinnati, Cleveland, Denver, El Paso, Indianapolis, Milwaukee, New York, Pittsburgh, Portland, Rochester, Seattle, and St. Louis. This paper discusses approaches to parks & open space protections, reviews the most common features identified within various cities' park zoning, and includes exceptional approaches. In addition, Baltimore Region jurisdictions were analyzed for their park zoning.

I. Zoning/Protection Approach

- The majority of cities surveyed currently have a zone classification or zone district that includes parks and open space, rather than an overlay district. Zoning varies in scope from including only city owned parkland, as in Indianapolis, to including a wide range of public and private open space, as in Portland or Boston.
- Two cities implement overlay zones to protect parks and open space in a specific location or with unique qualities:
  - Austin, TX applies an overlay district for downtown parks.
  - New York, NY applies a "Special Natural Area District" to properties with outstanding natural features.
- While not zoning that explicitly protects parkland, related zoning and policies include the following:
  - Cleveland, OH implements mapped "public land protective districts" to create buffers around important parks and public spaces where character of development is controlled to preserve integrity of these open space assets.
  - Seattle, WA applies park districts that include properties related geographically or by function and identifies elimination of any one property in the district would be detrimental and seriously scrutinized.
  - Carroll County, MD applies "open space maintenance districts" to assess private property to cover maintenance costs of public open space for preservation and fire protection.

II. Scope of Lands Included in Zoning :

- The majority of zoning includes public parks and open space, not just public parkland.
- The scope of "open space" varies from select environmentally sensitive lands to a wide range of passive and active recreation spaces not defined as parks.
- The definition of "parkland" varies across cities to include only select city parks to a description of a wide range of recreation properties such as playgrounds, ball fields, pools, botanical gardens, arboreta scenic areas, bicycle trails, and other recreational uses.

- While most cities include only or mostly public land in protective zoning, eight jurisdictions identified their parks and open spaces as both public and private.
  - Some examples include:
    - Portland, OR - Public and Private open, natural, and improved park and recreational areas.
    - Denver, CO– Public or privately owned land including natural habitats, golf courses, public recreation centers, as well as privately owned parks.

III. Park Zone Sub districts

- Two cities, Chicago and Boston, further divide properties within their respective an open space districts into sub-categories. The intent of each is to further specify and map the nature of properties included in zone.
  - Chicago classifies four different types of Parks and Open Spaces into: 1) Regional or Community Parks 2) Neighborhood Park, Mini-Park, or Playlot 3) Open Space or Natural Area or 4) Cemetery.
  - Within their Open Space District, Boston has nine sub districts including: 1) Air-Right, 2) Cemetery, 3) Community Garden, 4) Parkland, 5) Recreation, 6) Shoreland, 7) Urban Plaza, 8) Urban Wild, and a 9) Waterfront Access Area.

IV. Land Use and Park Use Regulations

- Land Use regulations: most cities limit allowed uses to those directly related to passive and active recreation. Regulations regarding conditional uses vary greatly from very limited uses to more flexible regulations that allow a greater variety of structures and uses within parks. Indianapolis has a particularly flexible process for allowing many conditional uses and the zoning is considered limited in its ability to restrict the nature of development in and around parks and open space.
- Park use regulations provide a list of permitted and prohibited conduct within the parks. Park regulations commonly asserted include those concerning animals, swimming, parking, concessions, amplified sound, beverages, and advertisements.

V. Baltimore Region Park Zoning

- Anne Arundel, Harford, and Howard Counties implement Park and Open Space Zones.
- Carroll and Baltimore Counties do not implement such zoning.
- In addition, Washington, DC does not implement park or open space zoning.

Appendix D

Excerpt Language from the Comprehensive Master Plan

The following excerpts from LIVE • EARN • PLAY • LEARN: A Business Plan for a World Class City, Baltimore's new Comprehensive Master Plan, provide the mechanism for implementation of the zoning and policy initiatives that were developed by the City of Baltimore Department of Planning and discussed in the chapter "A Regulatory Approach to Urban Redevelopment" of this document.

1. Expand Mixed-Use Zoning Districts in the Zoning Code.

"[Live] …Goal 2: Elevate the Design and Quality of Baltimore's Built Environment.

Objective 3: Promote Transit Oriented Development (TOD) and Mixed-Use Development to Reinforce Neighborhood Centers and Main Streets.

- Implement a Transit Oriented Development strategy to foster stronger neighborhood centers.
- Provide preferential capital funding for TOD projects.
- Create a mixed-use with residential zoning category.
- Ensure all residents are within 1.5 miles of quality groceries and neighborhood services..."

"[Earn]…Goal 1: Strengthen Identified Growth Sectors.

Objective 1: Retain and Attract Businesses in all Growth Sectors.

- Create an industrial mixed-use zoning district.
- Create a light industrial mixed-use zoning district…

Objective 2: Retain and Attract Business in Bioscience.

- Create a Bioscience Development District…

Objective 3: Retain and Attract Business in Business Support Services.

- Identify and rezone nodes in the city that can support high-density, mixed-use commercial properties…

Goal 3: Improve Access to Jobs and Transportation Linkages between Businesses.

Objective 2: Promote Economic Development Throughout the City by Improving Business-to-Business Connectivity via Transportation Linkages.

- Create Transit-Oriented Development zoning and incentive programs for transit nodes throughout the City (i.e. State Center, West Baltimore Marc)..."

"[Learn]… Goal 2: Capitalize on Untapped Potential of Higher Education Institutions.

Objective 3: Improve the Physical Relationship Between Campuses and Adjacent Neighborhoods.

- Develop a new zoning district that encompasses mixed-use development related to residential neighborhoods, colleges, and universities…"

2. Develop a Transit Oriented Development (TOD) Strategy.

"[Live] …Goal 2: Elevate the Design and Quality of Baltimore's Built Environment.

Objective 3: Promote Transit Oriented Development (TOD) and Mixed-Use Development to Reinforce Neighborhood Centers and Main Streets.

- Implement a Transit Oriented Development strategy to foster stronger neighborhood centers.
- Provide preferential capital funding for TOD projects…"

"[Earn] …Goal 3: Improve Access to Jobs and Transportation Linkages between Businesses.

Objective 2: Promote Economic Development Throughout the City by Improving Business-to-Business Connectivity via Transportation Linkages.

- Create Transit-Oriented Development zoning and incentive programs for transit nodes throughout the City (i.e. State Center, West Baltimore Marc)..."

3. Create a Park and Open Space Zoning District.

"[Play] …Goal 3: Increase the Attractiveness of Baltimore's Natural Resources & Open Spaces.

Objective 1: Maintain a Well Managed System of Parks & Open Spaces.

- Create a park and open space district in the zoning ordinance…"

4. Implement Transportation Strategies to Reduce Demand for Automobile Travel.

"[Live] …Goal 3: Improve Transportation Access and Choice for City Residents.

Objective 1: Create a Comprehensive Transportation Plan to Improve Mobility and Choice.

- Create a City-wide pedestrian plan.
- Implement Bicycle Master Plan to create a complete bikeway system.
- Implement Transportation System Management (TSM) techniques to improve the efficiency and safety of the existing roadway system.
- Create traffic-calming policies and procedures.
- Target Pavement Maintenance Management System (PMMS) funding to bicycle and bus routes and surface rail crossings.

Objective 2: Facilitate Movement throughout the Region.

- Create a regional authority to manage public transit services throughout the metropolitan area.
- Protect and create Rights-of-Way along existing and proposed rail lines.
- Create intermodal transit hubs in areas of low automobile ownership.
- Establish a development mitigation program to reduce congestion effects of new development."

"[Earn] …Goal 3: Improve Access to Jobs and Transportation Linkages between Businesses.

Objective 1: Enhance Transportation Options to Provide Workers with Commuting Options and Mitigate Traffic Congestion.

- Expand the number of participants of the Commuter Choice program throughout the Baltimore Region.
- Support efforts to implement the Baltimore Regional Rail Plan and its Red and Green Line priority segments.
- Implement Transportation Demand Management (TDM) strategies with large employers and institutions.
- Implement the Bicycle Master Plan.
- Increase number of water taxi stops near employment locations.

Objective 2: Promote Economic Development Throughout the City by Improving Business-to-Business Connectivity via Transportation Linkages.

- Restore and increase on-street parking in mixed-use and business districts.
- Create Transit-Oriented Development zoning and incentive programs for transit nodes throughout the City (i.e. State Center, West Baltimore Marc)..."

Photography
Breck Chapman - pages 3, 10 (top photo), 21, 28, 35 (bottom)
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