

FROM	NAME & TITLE	Eric W. Tiso,  Director of Development Oversight and Project Support	CITY of BALTIMORE MEMO	
	AGENCY NAME & ADDRESS	Department of Planning 8 th Floor, 417 East Fayette Street		
	SUBJECT	City Council Bill #25-0137 / Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31		

TO

The Honorable President and
Members of the City Council
City Hall, Room 400
100 North Holliday Street

DATE: January 16, 2026

At its regular meeting of January 15, 2026, the Planning Commission considered City Council Bill #25-0137, for the purpose of changing the zoning for the properties known as 4308 Hayward Avenue (Block 4502A, Lot 003), 4310 Hayward Avenue (Block 4502A, Lot 003A), 4312 Hayward Avenue (Block 4502A, Lot 003B), and Lot 31 (Block 4502A, Lot 031), as outlined in red on the accompanying plat, from the R-5 Zoning District to the TOD-1 Zoning District; and providing for a special effective date.

In its consideration of this Bill, the Planning Commission reviewed the attached staff report, which recommended approval of City Council Bill #25-0137 and adopted the following resolution:

RESOLVED, That the Planning Commission concurs with the recommendation of its departmental staff, adopts the findings and equity analysis outlined in the staff report, with consideration for testimony and facts presented in the meeting, and recommends that City Council Bill #25-0137 be **approved** by the City Council.

If you have any questions, please contact me at eric.tiso@baltimorecity.gov or by phone at 410-396-8358.

attachment

- cc: Ms. Nina Themelis, Mayor’s Office
 The Honorable John Bullock, Council Rep. to Planning Commission
 Mr. Justin Williams, BMZA
 Mr. Geoffrey Veale, Zoning Administrator
 Ms. Stephanie Murdock, DHCD
 Ms. Hilary Ruley, Law Dept.
 Mr. Francis Burnszynski, PABC
 Mr. Luciano Diaz, DOT
 Ms. Nancy Mead, Council Services
 Mr. Winfield Willis



Brandon M. Scott
Mayor

PLANNING COMMISSION

Jon Laria, Chair; Eric Stephenson, Vice Chair

STAFF REPORT



Tim Keane
Director

January 14, 2026

LEGISLATION: City Council Bill #25-0137/Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31

SUMMARY OF REQUEST: CCB #25-0137 will change the zoning for the properties known as 4308 Hayward Avenue (Block 4502A, Lot 003), 4310 Hayward Avenue (Block 4502A, Lot 003A), 4312 Hayward Avenue (Block 4502A, Lot 003B), and Lot 31 (Block 4502A, Lot 031), as outlined in red on the accompanying plat, from the R-5 Zoning District to the TOD-1 Zoning District; and providing for a special effective date.

RECOMMENDATION: Adopt findings and approve

STAFF: Kari Nye

PETITIONER: Bull Rogers Station, LLC (represented by Winfield Willis)

OWNER:

- 4308 Hayward Avenue: Edwin D. Simmons
- 4310 Hayward Avenue: Winfield Willis
- 4312 Hayward Avenue: Winfield Willis
- Lot 31: Winfield Willis (d/b/a Bull Rogers Ave. LLC)

COUNCIL DISTRICT: 5

SITE/GENERAL AREA

Site Conditions: The subject properties are in Northwest Baltimore on the north side of Hayward Avenue, approximately 300' east of the intersection with Wabash Avenue, and 150' south of Rogers Avenue Metro Station and the CSX Railway. This approximately 2-acre site consists of four parcels, two of which are vacant and two of which are currently improved with single-family detached homes. The applicant owns three of the properties and has a purchase agreement in place with the owner of 4308 Hayward. This site is zoned R-5 and located within the Park Heights Master Plan area, the Park Heights Urban Renewal Plan area, and the Park Heights Impact Investment Area.

General Area: The site sits near a small cluster of rowhomes and single-family detached homes in the Woodmere Neighborhood Statistical Area. The immediate area sits adjacent to 17.5 acres of State-owned, TOD-1-zoned property, including approximately 9.5 acres of surface parking

lots serving Rogers Avenue Metro Station. Two higher-speed roads – W. Northern Parkway and Wabash Avenue – bound the general area. Immediately west is auto-oriented commercial development at Northwest Plaza. Industrial uses and right-of-way extend eastward along the rail line.

HISTORY

There are no previous legislative or Planning Commission actions regarding this site.

CONFORMITY TO PLANS

The 2024 Comprehensive Master Plan for the City of Baltimore was enacted by Ordinance #24-426, dated December 2, 2024. The subject properties are designated Residential: Medium-Density in the General Land Use Plan. The properties are also designated within the Transit-Oriented Development (TOD) Opportunity Zone in the TOD Opportunity Map, making them eligible for TOD zoning. The proposed zoning change from R-5 to TOD-1 conforms to that designation.

The Park Heights Master Plan was adopted on February 2, 2006, and amended on September 11, 2008. City Council Bill #25-0137 is consistent with the goals and objectives of the Park Heights Master Plan, specifically the recommendation to pursue housing development and a broader range of housing options at metro stations, including Rogers Avenue Metro.

The Park Heights Urban Renewal Plan (URP) was originally established on April 16, 1973. There were a series of successive amendments to that plan. The last amendment, dated June 2, 2014, reauthorized the City's acquisition authority and was approved by the Mayor and City Council of Baltimore by Ordinance 14-297, dated October 1, 2014. The subject properties are designated Low-Density Residential in the Land Use Plan in the URP. The proposed zoning change from R-5 to TOD-1 does not conform to that designation, however the URP significantly pre-dates Transform Baltimore, the City's comprehensive rezoning in 2017.

APPLICANT'S PROPOSAL AND CODE CONTEXT:

The applicant seeks to rezone four properties from R-5 to TOD-1 to facilitate development adjacent to Rogers Avenue Metro Station. The proposal consists of 250+ housing units, including a mix of for-sale townhomes, condos, and multifamily rental, as well as green space, and the option for first-floor retail.

REZONING:

Below are the approval standards under §5-508(b) of Article 32 – Zoning for proposed zoning map amendments:

(b) *Map amendments.*

(1) *Required findings.*

As required by the State Land Use Article, the City Council may approve the legislative authorization based on a finding that there was either:

(i) a substantial change in the character of the neighborhood where the property is located; or

(ii) a mistake in the existing zoning classification.

(2) *Required findings of fact.*

In making the determination required by subsection (b)(1) of this section, the City Council must also make findings of fact that address:

- (i) population changes;
- (ii) the availability of public facilities;
- (iii) present and future transportation patterns;
- (iv) compatibility with existing and proposed development for the area;
- (v) the recommendations of the City agencies and officials; and
- (vi) the proposed amendment's consistency with the City's Comprehensive Master Plan.

(3) *Additional standards – General*

Additional standards that must be considered for map amendments are:

- (i) existing uses of property within the general area of the property in question;
- (ii) the zoning classification of other property within the general area of the property in question;
- (iii) the suitability of the property in question for the uses permitted under its existing zoning classification; and
- (iv) the trend of development, if any, in the general area of the property in question, including changes, if any, that have taken place since the property in question was placed in its present zoning classification.

ANALYSIS AND RECOMMENDATION

As noted above, for rezonings, the City Council must consider the following, where appropriate. Staff's assessment follows each of these criteria.

§ 5-508 (b) Evaluation criteria:

As required by the State Land Use Article, the City Council may approve the legislative authorization based on a finding that there was either: (i) a substantial change in the character of the neighborhood where the property is located; (ii) a mistake in the existing zoning classification.

Change: The use of R-5 zoning was appropriate during the last comprehensive rezoning in 2017 as the site continued to exist as medium-density residential. However, Rogers Avenue Metro is the central of three major transit stations connecting the Wabash Avenue corridor and has become a high-priority opportunity for transit-oriented development (TOD) in Northwest Baltimore. For example, MDOT has identified the Rogers Avenue Metro Station as a TOD priority area. MDOT anticipates issuing a development solicitation of its land adjacent to the subject properties, following completion of due diligence. This would complement ongoing joint development efforts at State-owned land adjacent to Reisterstown Plaza Metro .8 miles to the north, as well as recently completed private development at W. Cold Spring Metro 1.1 miles to the south. Further, Baltimore City Department of Transportation (BCDOT) is currently engaged in a State-funded Complete Streets redesign of the 2.14-mile segment of Wabash Avenue from Reisterstown Plaza Metro to W. Cold Spring Metro, to support transit accessibility and help the corridor become more vibrant, walkable, and connected. Finally, the Baltimore City Department of Planning is working with BCDOT and MDOT to expand the existing State-designated TOD area from Reisterstown Plaza Metro to Rogers Avenue Metro. Altogether, State, City, and private investments in TOD in this corridor, and specifically at Rogers Avenue Metro Station, constitute a substantial change since 2017.

Required findings of fact:

- (i) **Population changes**
Since the adoption of *Transform Baltimore* in 2017, the population in the Woodmere Neighborhood Statistical Area is estimated by American Community Survey data to have declined by 502 residents, or by approximately 22%.
- (ii) **Availability of public facilities**
The area continues to be adequately served by existing municipal water, sewer, and public services.
- (iii) **Present and future transportation patterns**
The proposed development may introduce some limited additional vehicular traffic. Development at Rogers Avenue Metro Station is also expected to increase transit ridership, walkability, and bikeability.
- (iv) **Compatibility with existing and proposed development for the area**
The adjacent State-owned parcels are zoned TOD-1. MDOT is preparing to pursue development of the north parking lot, with additional development at the south parking lot to follow, pending public engagement and funding for transit infrastructure. The proposed rezoning can accommodate development that is compatible with existing development in the immediate vicinity and with development anticipated by the State.
- (v) **Recommendations of City agencies and officials**
No recommendations have been identified from City agencies or officials that should prevent the approval of a change in zoning for this area.
- (vi) **Consistency with the City's Comprehensive Master Plan**
The rezoning to TOD-1 is consistent with the adopted Comprehensive Plan, which identifies the area as a TOD Opportunity Zone.

Additional standards that must be considered for map amendments:

- (i) **existing uses of property within the general area of the property in question;** the immediate area includes transit, residential, and industrial uses.
- (ii) **the zoning classification of other property within the general area of the property in question;** the surrounding properties are zoned TOD-1, R-5, R-6, and I-2.
- (iii) **the suitability of the property in question for the uses permitted under its existing zoning classification;** two of the properties have been undeveloped, while the remaining two have been used for residential purposes for more than 70 years.
- (iv) **the trend of development, if any, in the general area of the property in question, including changes, if any, that have taken place since the property in question was placed in its present zoning classification;** the trend in the immediate area is toward more compact, walkable, transit-oriented development. This is evident in the State of Maryland's preparations to convert underutilized, adjacent surface parking to

development; by the City Department of Transportation’s Complete Streets redesign of Wabash Avenue; by TOD projects on the corridor that are underway or recently completed; and by the City of Baltimore’s designation of the subject properties as part of a Transit-Oriented Development Opportunity Zone in the 2024 Comprehensive Plan.

RECOMMENDATION: Staff therefore recommends that the Planning Commission adopt these findings and recommend the bill favorably, with respect to the rezoning.

EQUITY:

- Impact:
 - The rezoning is anticipated to increase housing options in Park Heights, including opportunities for homeownership and affordable rental, as well as to provide open space and the option for transit-accessible commercial in Woodmere. The rezoning is also expected to facilitate better transit access and connectivity for current and future users.

- Engagement:
 - The applicant has worked for the past five years to consult with residents on his plan. The community organization for this area, Hilltop 41, has submitted a letter of support. MDOT is a major property owner in the area and has submitted a letter of support.

- Internal Operations:
 - Staff does not anticipate any undue impact to staff time or resources as a result of this rezoning.

NOTIFICATION: Hilltop 4100 and Park Heights Renaissance were notified of this action. Notification was also given via the required posting on the property, as well as via the Department of Planning’s Citywide GovDelivery service and the Northwest District Planner’s localized GovDelivery service.



Tim Keane
Director