

FROM	NAME & TITLE	Eric W. Tiso,  Director of Development Oversight and Project Support	CITY of BALTIMORE  <b>MEMO</b>	
	AGENCY NAME & ADDRESS	Department of Planning 8 <sup>th</sup> Floor, 417 East Fayette Street		
	SUBJECT	City Council Bill #25-0093 / Zoning – Harford Road Overlay District		

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 16, 2026, the Planning Commission considered City Council Bill #25-0093, for the purpose of establishing the Harford Road Overlay District; delineating the boundaries of the district; creating applicable use regulations within the district; establishing bulk and yard regulations within the district; detailing other applicable standards within the district; amending certain off-street parking requirements; and generally relating to the establishment of the Harford Road Overlay District.

In its consideration of this Bill, the Planning Commission reviewed the attached staff report, which recommended amendment and approval of City Council Bill #25-0093 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 #25-0093 be **amended and approved** by the City Council.

If you have any questions, please contact me at [eric.tiso@baltimorecity.gov](mailto: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  
The Honorable Ryan Dorsey, Councilmember, 3<sup>rd</sup> District  
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



Brandon M. Scott  
Mayor

## PLANNING COMMISSION

*Jon Laria, Chair; Eric Stephenson, Vice Chair*

### STAFF REPORT



Tim Keane  
Director

**January 15, 2026**

**REQUEST:** City Council Bill #25-0093/ Harford Road Overlay District

For the purpose of establishing the Harford Road Overlay District; delineating the boundaries of the district; creating applicable use regulations within the district; establishing bulk and yard regulations within the district; detailing other applicable standards within the district; amending certain off-street parking requirements; and generally relating to the establishment of the Harford Road Overlay District.

**RECOMMENDATION:** Approve with the following amendments:

- Changing the uses in Table 12-1403 as follows:
  - *Alternative Energy System: Commercial* from Permitted (P) in IMU-1 to Conditional By Board (CB) in IMU-1

**STAFF:** Brandon Kanoy

**PETITIONER:** Councilmember Ryan Dorsey

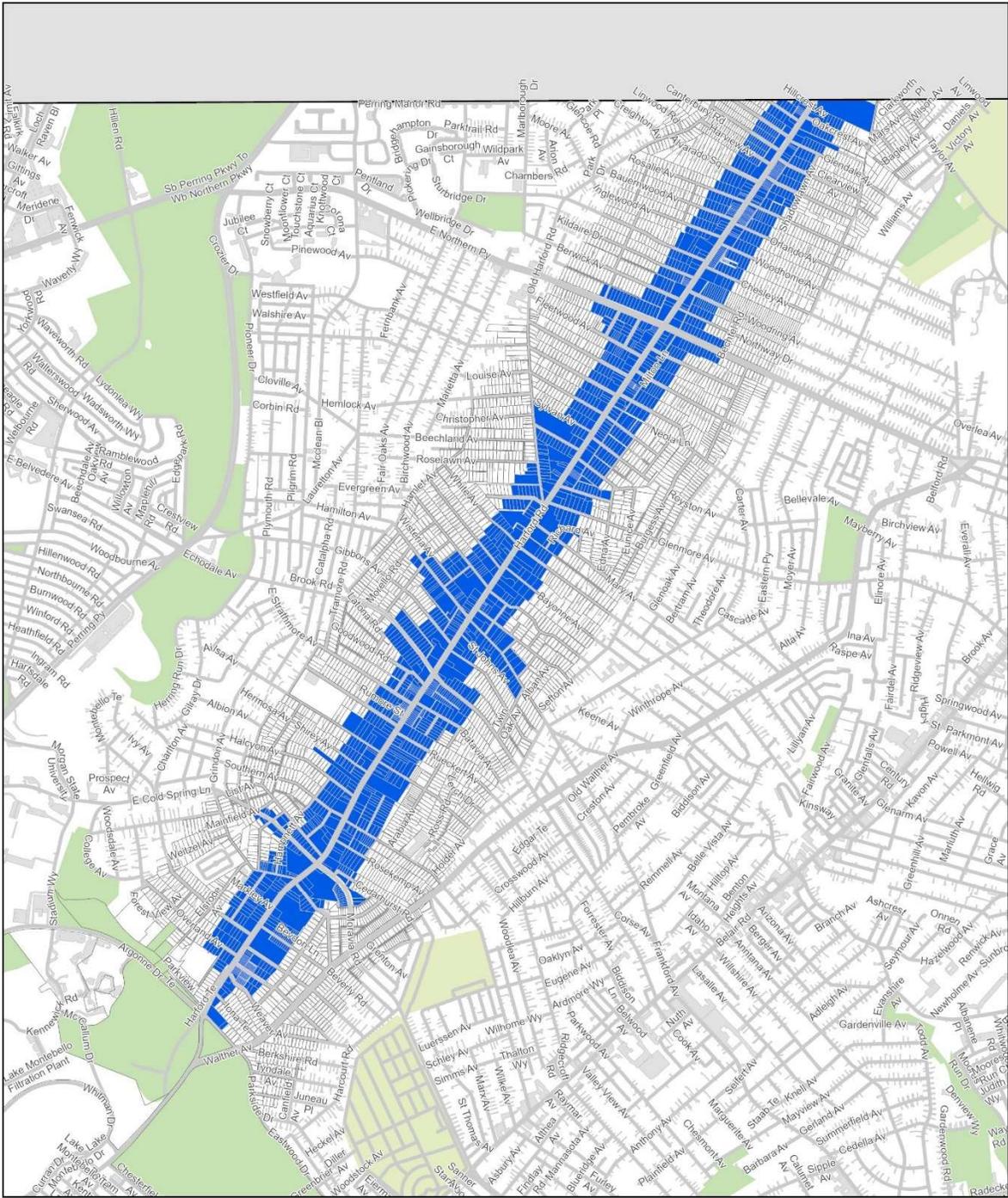
**OWNER:** Various private, public, institutional owners, and Mayor and City Council

### **SITE/GENERAL AREA**

Site Conditions:

The overlay zoning district extends along the Harford Road Corridor in the 3<sup>rd</sup> Councilmanic District from Argonne Drive/ Parkside Drive on the South to the City-County line on the North. The East-West boundaries extend approximately 500 feet East and West of the Harford Road corridor, except for several main intersections where it extends further into the residential fabric. The district also narrows south of Overland Avenue until it terminates at Argonne Drive and Parkside Drive.

The map on the following page illustrates the detailed boundaries for the Harford Road Zoning Overlay. No major changes are proposed to this boundary compared to the boundary initially considered by Planning Commission and the Mayor and City Council for this district.



# Harford Road Overlay District

■ Overlay district



### General Area:

The zoning overlay district primarily encompasses the commercial corridor along Harford Road corridor, but also some residential categories within the approximate 500-foot buffer on the east and west sides of Harford Road. The commercial areas include Lauraville, Hamilton supported by the Hamilton-Lauraville Main Street Program, and North Harford Road. The residential areas in the zoning overlay area include the following neighborhoods: Arcadia, Beverly Hills, Lauraville, Moravia-Walther, Waltherson, Hamilton, Hamilton Hills, Westfield and North Harford Road.

### **HISTORY**

The Planning Commission recommended amendment and approval of this document on August 1, 2024.

### **CONFORMITY TO PLANS**

One Urban Renewal Plan (URP) exists within the boundaries of the overlay district: The Hamilton Business URP. This URP extends South from Gibbons Ave. and Harford Road to Evergreen Ave. There is also a Harford Road Master Plan completed in 1977, and a more recent Harford Road Corridor Study completed in 2008. The Lauraville Business URP, formerly in this district, expired on October 20, 2024, and was not reimplemented.

All overarching goals for the implementation of the Harford Road Overlay District align with the Comprehensive Land Use Plan. This overlay district specifically implements regulations which increase transportation equity, provide a stronger sense of design for public spaces, and allow for a more robust small business ecosystem.

### **ANALYSIS**

#### Background:

The Harford Road Overlay District was initiated by Councilman Ryan Dorsey to allow for increased customer supply for businesses along Harford Road by increasing density along the corridor and within a delineated buffer. At the same time, the zoning overlay is intended to preserve and maintain the character of the neighborhood and existing development. In particular, the Zoning Overlay's main objectives are to:

- Improve pedestrian experience along the corridor,
- Improve transit access and ridership,
- Reduce the requirements for business owners, developers, and the City to allocate resources to cars and trucks,
- Promote sustainable mixed-use development,
- Promote investment in public spaces through new construction; and
- Increase housing opportunity and diversity.

Existing zoning districts in the proposed zoning overlay area include commercial zoning districts C-1, C- 2, C-3, office-residential district OR-1, and industrial mixed-use district IMU-1. The residential districts within the boundaries of the zoning overlay district include R-1, R-3, R-4, R-5, R-6, and R-7.

The Zoning Overlay District Bill identifies specific uses allowed for non-residential/commercial districts, and one additional use (multi-family) for residential districts.

Many of the amendments to the bill suggested by Planning during the first review of this item have been implemented in the current language. These former amendments limited the various permitted uses within the applicable districts, and simplified compliance with bulk and yard standards for multi-family development. Planning still recommends 1 amendment regarding Commercial Alternative Energy Systems, from Permitted to Conditional by Board, as recommended at the first review of this item. This amendment is highlighted in yellow in the table on the following page.

Additional clarifying language regarding the design prohibition of curb cuts along Harford Road aligns the current bill with the same final language of this section as amended by Ordinance 24-436. This wording retains the same goal and clarifies applicability of this design standard. The language is highlighted in blue below for convenience and clarity.

**§ 12-1405. OTHER APPLICABLE STANDARDS.**

(E) *DESIGN STANDARDS.*

(2) *PROHIBITED DESIGN ELEMENTS.*

(i) *IN GENERAL.*

NEW CURB CUTS ARE **PROHIBITED ON HARFORD ROAD AT REAL PROPERTY WITH REAR OR SIDE ACCESS**

<b>TABLE 12-1403: HARFORD ROAD OVERLAY DISTRICT – OFFICE, COMMERCIAL, AND INDUSTRIAL DISTRICTS – PERMITTED AND CONDITIONAL USES</b>						
USES	SUBDISTRICTS					USE STANDARDS
	OR-1	C-1	C-2	C-3	IMU-1	
<b>RESIDENTIAL</b>						
DWELLING (ABOVE NON-RESIDENTIAL GROUND FLOOR)	P	P	P	P	P	
DWELLING: MULTI-FAMILY	P	P	P	P	P	PER § 12-1404
DWELLING: ROWHOUSE	P	P	CB	CB		
DWELLING: LIVE-WORK	P	P	P	P	P	
<b>INSTITUTIONAL</b>						
COMMUNITY CENTER	CB	CB	CB	CB	P	
CULTURAL FACILITY	CB	CB	CB	P	CB	PER § 14-308
PLACE OF WORSHIP	P	CB	CB	CB	CB	PER § 14-332

**TABLE 12-1403: HARFORD ROAD OVERLAY DISTRICT –  
OFFICE, COMMERCIAL, AND INDUSTRIAL DISTRICTS –  
PERMITTED AND CONDITIONAL USES**

USES	SUBDISTRICTS					USE STANDARDS
	OR-1	C-1	C-2	C-3	IMU-1	
<b>OPEN-SPACE</b>						
COMMUNITY-MANAGED OPEN-SPACE FARM	CB	CB	CB	CB	CB	PER § 14-307
COMMUNITY-MANAGED OPEN-SPACE GARDEN	P	P	P	P	P	PER § 14-307
PARK OR PLAYGROUND	P	P	P	P	P	
URBAN AGRICULTURE	CB	CB	CB	CB	P	PER § 14-339
<b>COMMERCIAL</b>						
ART GALLERY	P	P	P	P	P	
ARTS STUDIO	P	P	P	P	P	P
ARTS STUDIO: INDUSTRIAL	P	P	P	P	P	
BODY ART ESTABLISHMENT	P	P	P	P	P	
CARRY-OUT FOOD SHOP	P	P	P	P	P	
DAY-CARE CENTER: ADULT OR CHILD		CB	P	P	P	PER § 14-309
ENTERTAINMENT: INDOOR		CB	P	P	P	PER § 14-312
ENTERTAINMENT: LIVE				P	CB	PER § 14-319
FINANCIAL INSTITUTION		P	P	P	P	
GREENHOUSE OR NURSERY		P	P	P	P	PER § 14-339
HEALTH-CARE CLINIC	P		P	P	P	
HEALTH AND FITNESS CENTER		P	P	P	P	
HOTEL OR MOTEL		P	P	P	P	
KENNEL				CB	CB	PER § 14-317
OFFICE	P	P	P	P	P	
OUTDOOR DINING	P	P	P	P	P	PER § 14-329
PERSONAL SERVICES ESTABLISHMENT	P	P	P	P	P	
RECREATION: INDOOR	P	P	P	P	P	PER § 14-312
RECREATION: OUTDOOR	P	P	P	P	P	PER § 14-312
RESTAURANT	P	P	P	P	P	

**TABLE 12-1403: HARFORD ROAD OVERLAY DISTRICT –  
OFFICE, COMMERCIAL, AND INDUSTRIAL DISTRICTS –  
PERMITTED AND CONDITIONAL USES**

USES	SUBDISTRICTS					USE STANDARDS
	OR-1	C-1	C-2	C-3	IMU-1	
<b>COMMERCIAL (CONT.)</b>						
RETAIL GOODS ESTABLISHMENT (NO ALCOHOLIC BEVERAGES SALES)	P	P	P	P	P	
RETAIL GOODS ESTABLISHMENT (WITH ALCOHOLIC BEVERAGES SALES)		P	P	P	P	PER § 14-336
TAVERN	P	P	P	P	P	PER § 14-337
<b>INDUSTRIAL</b>						
ALTERNATIVE ENERGY SYSTEM: COMMERCIAL					[CB] P	
FOOD PROCESSING: LIGHT	CB	P	P	P	P	
INDUSTRIAL: LIGHT					P	
MOVIE STUDIO					P	
PRINTING ESTABLISHMENT			P	P	P	
RESEARCH AND DEVELOPMENT FACILITY					P	
<b>OTHER</b>						
ALTERNATIVE ENERGY SYSTEM: COMMUNITY-BASED		P	P	P	P	PER § 14-306
ELECTRIC SUBSTATION: ENCLOSED, INDOOR, OR OUTDOOR	CB	CB	CB	CB	CB	PER § 14-340
TELECOMMUNICATIONS FACILITY <sup>1</sup>	CB, P	CB, P	CB, P	CB, P	CB, P	PER § 14-338
UTILITIES	CB	CB	CB	cB	cB	PER § 14-340
WIRELESS COMMUNICATIONS SERVICES <sup>2</sup>	CB, P	CB, P	CB, P	CB, P	CB, P	PER § 14-338

<sup>1</sup> ONLY TELECOMMUNICATIONS BASE STATIONS THAT COMPLY WITH THE STEALTH DESIGN STANDARDS OF § 14-338 ARE CONSIDERED PERMITTED USES.

<sup>2</sup> ONLY WIRELESS COMMUNICATION SERVICES THAT ARE MODIFICATIONS TO – AND DO NOT SUBSTANTIALLY CHANGE THE PHYSICAL DIMENSION OF – AN EXISTING TELECOMMUNICATIONS FACILITY, ARE CONSIDERED PERMITTED USES.

Bill Effects:

The Harford Road Overlay District bill establishes a Special Purpose District to be included in Title 12 of the Zoning Code by adding Subtitle 14 – Harford Road Overlay District. This bill does not substantively differ in content from the final amended language when Planning Commission and City Council first considered establishment of the Harford Road Overlay District. Sections 12-212, 12-1401, 12-1402, 12-1403, 12-1404, and 12-1405 of the bill retain the same final language as amended by Ordinance 24-436.

This bill repeals and re-ordains Table 12-1403 to limit commercial land uses in the overlay district. All underlying residential districts retain their permitted uses pursuant to the applicable zoning tables, 8-301 and 9-301 for R-1A through R4, and R-5 through R-10, respectively. Additionally, this overlay district allows for enhanced multi-family development in all districts, no matter the underlying zoning. All multi-family developments are required to comply with the bulk and yard standards for R-10 zoning districts. Design and site plan review requirements apply to all necessary development in this district.

The bill implements Title 16, subtitle 6 of the Zoning Code (entitled Required Off-Street Parking) to exempt off-street parking requirements in the overlay district. Content of this subtitle does not substantively differ from prior versions brought to Planning Commission and City Council for consideration. Clerical and format changes align the current bill with standard City legal organization and notation. With this new subtitle, the Harford Road Overlay District prohibits new curb cuts for vehicles and driveways on Harford Road when real property access exists from another road or right-of-way. It also grants authority for the City to align existing curb cuts along Harford Road with current standards. Curb cuts are NOT prohibited on any of the other roads in this district. Any new curb cuts are still required to comply with the Curb Cut Policy.

The table on the following page compares the proposed Office, Commercial, and Industrial uses with their applicable counterpart districts not in the Overlay District. In the table, OD refers to the Overlay District, and ZC refers to the current Zoning Code. Comparisons to residential districts and uses are not included in this table, as all permitted and conditional uses are identical to Tables 8-301 and 9-301 (as applicable) with the addition of Multi-Family as a Permitted use in all residential districts.

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**Table 12-1403: Harford Road Overlay District –  
Office, Commercial, and Industrial Districts –  
Permitted and Conditional Uses COMPARISON**

Uses	Subdistricts										Use Standards
	OR-1		C-1		C-2		C-3		IMU-1		
	OD	ZC	OD	ZC	OD	ZC	OD	ZC	OD	ZC	
<b>Residential</b>											
Dwelling (Above Non-Residential Ground Floor)	P		P	P	P	P	P	P	P	P	
Dwelling: Multi-Family	P	P	P	P	P	P	P	P	P	P	Per § 12-1404
Dwelling: Rowhouse	P	P	P	P	CB	CB	CB	CB			
Dwelling: Live-Work	P		P	P	P	P	P	P	P	P	
<b>Institutional</b>											
Community Center	CB		CB	CB	CB	CB	CB	P	P		
Cultural Facility	CB	P	CB	CB	CB	CB	P	P	CB	CB	Per § 14-308
Place of Worship	P	P	CB	P	CB	P	CB	P	CB		Per § 14-332
<b>Open-Space</b>											
Community-Managed Open-Space Farm	CB	CB	CB	CB	CB	CB	CB	CB	CB	CB	Per § 14-307
Community-Managed Open-Space Garden	P	P	P	P	P	P	P	P	P	P	Per § 14-307
Park or Playground	P	P	P	P	P	P	P	P	P	P	
Urban Agriculture	CB	CB	CB	CB	CB	CB	CB	CB	P	P	Per § 14-339
<b>Commercial</b>											
Art Gallery	P	CB, P	P	P	P	P	P	P	P	P	
Arts Studio	P	CB, P	P	P	P	P	P	P	P	P	
Arts Studio: Industrial	P		P	P	P	P	P	P	P	P	
Body Art Establishment	P		P	CB	P	P	P	P	P	P	
Carry-Out Food Shop	P		P	CB	P	P	P	P	P	P	
Day-Care Center: Adult or Child		CB, P	CB	CB	P	P	P	P	P	P	Per § 14-309
Entertainment: Indoor			CB	CB	P	P	P	P	P	P	Per § 14-312
Entertainment: Live							P	P	CB	CB	Per § 14-319

**Table 12-1403: Harford Road Overlay District –  
Office, Commercial, and Industrial Districts –  
Permitted and Conditional Uses**

Uses	Subdistricts										Use Standards
	OR-1		C-1		C-2		C-3		IMU-1		
	OD	ZC	OD	ZC	OD	ZC	OD	ZC	OD	ZC	
<b>Commercial (cont.)</b>											
Financial Institution			P	P	P	P	P	P	P	P	
Greenhouse or Nursery			P	P	P	P	P	P	P	P	Per § 14-339
Health-Care Clinic	P	P		CB	P	P	P	P	P	P	
Health and Fitness Center			P	P	P	P	P	P	P	P	
Hotel or Motel			P	CB	P	P	P	P	P	CB	
Kennel							CB	CB	CB	CB	Per § 14-317
Office	P	P	P	P	P	P	P	P	P	P	
Outdoor Dining	P		P	P*	P	P*	P	P	P	P	Per § 14-329
Personal Services Establishment	P		P	P	P	P	P	P	P	P	
Recreation: Indoor	P		P		P	P	P	P	P	P	Per § 14-312
Recreation: Outdoor	P		P		P	CB	P	CB	P	CB	Per § 14-312
Restaurant	P		P	P	P	P	P	P	P	P	
Retail Goods Establishment (No Alcoholic Beverages Sales)	P		P	P	P	P	P	P	P	P	
Retail Goods Establishment (With Alcoholic Beverages Sales)			P	CO	P	CO	P	CO	P	CO	Per § 14-336
Tavern	P		P	CB	P	P	P	P	P	CO	Per § 14-337
<b>Industrial</b>											
Alternative Energy System: Commercial									CB [P]	P	
Food Processing: Light	CB		P	P	P	P	P	P	P	P	
Industrial: Light									P	P	
Movie Studio									P	P	
Printing Establishment					P	P	P	P	P		
Research and Development Facility									P	P	

**Table 12-1403: Harford Road Overlay District –  
Office, Commercial, and Industrial Districts –  
Permitted and Conditional Uses**

Uses	Subdistricts										Use Standards
	OR-1		C-1		C-2		C-3		IMU-1		
	OD	ZC	OD	ZC	OD	ZC	OD	ZC	OD	ZC	
<b>Other</b>											
Alternative Energy System: Community-Based			P	P	P	P	P	P	P	P	Per § 14-306
Electric Substation: Enclosed, Indoor, or Outdoor	CB	CB	CB	CB	CB	CB	CB	CB	CB	P, CB	Per § 14-340
Telecommunications Facility <sup>1</sup>	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	Per § 14-338
Utilities	CB	CB	CB	CB	CB	CB	CB	CB	CB	CB	Per § 14-340
Wireless Communications Services <sup>2</sup>	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	CB, P	Per § 14-338

<sup>1</sup> ONLY TELECOMMUNICATIONS BASE STATIONS THAT COMPLY WITH THE STEALTH DESIGN STANDARDS OF § 14-338 ARE CONSIDERED PERMITTED USES.

<sup>2</sup> ONLY WIRELESS COMMUNICATION SERVICES THAT ARE MODIFICATIONS TO – AND DO NOT SUBSTANTIALLY CHANGE THE PHYSICAL DIMENSION OF – AN EXISTING TELECOMMUNICATIONS FACILITY, ARE CONSIDERED PERMITTED USES.

\* UNDER § 14-329(A)(1) AND (A)(2), BOTH OUTDOOR DINING AND ROOFTOP DINING, RESPECTIVELY, REQUIRE APPROVAL AS A CONDITIONAL USE BY THE BOARD OF MUNICIPAL AND ZONING APPEALS IF LOCATED IN A C-1, C-1-E, C-1-VC, OR C-2 ZONING DISTRICT .

OD = OVERLAY DISTRICT  
ZC = ZONING CODE

Equity:

- Impact:

This request and subsequent approval of this bill will be an effective tool that will improve local community access to a diverse and thriving business district and housing choices along the Harford Road corridor. It will benefit the community by increasing the opportunity for affordable housing in the area. At the same time, the business community will benefit from an increased number of residents who will patronize existing businesses, as well as attract new ones. It will contribute to improving the health, safety and well-being of the residents by making the community more walkable and bikeable.

Staff believes there will be no discernible negative equity impacts to the surrounding community from this proposal.

- **Engagement:**

The community has been fully engaged in this proposed Bill. In preparation for this Bill, over the past couple of years, Councilman Dorsey, as well as the former District Planner, Carmen Morosan, held numerous meetings and discussions with members of the Lauraville Community Review Panel - the community review body of the Lauraville Business URP representing seven neighborhoods along the Harford Road Corridor. Councilman Dorsey hosted a well-attended informational meeting in July of 2024 to explain the Bill and its implications, and address concerns of the residents and business community. Email notifications were sent on numerous occasions in 2024 to inform the residents about the Bill.

- **Internal Operations:**

- The proposed legislation would not affect Planning Department activities or operations. However, some aspects of the bill, if enacted, could create a large demand for staff in Zoning Administration and Zoning Enforcement. Planning staff would defer to the BMZA and the Zoning Administrator for additional comment.

### Notification

During the first consideration of this item in 2024, Carmen Morosan provided notice to the following groups: The Lauraville Community Review Panel, the Lauraville Business Association, The Hamilton Lauraville Main Street, the Hamilton Business Association, HARBEL, and the following community associations: Arcadia Improvement Association, Mayfield Improvement Association, Beverly Hills Improvement Association, Lauraville Improvement Association, Waltherson Improvement Association, Moravia-Walther Improvement Association, Hamilton Hills Neighborhood Association, Hamilton Neighborhood Association, Westfield Neighborhood Improvement Association and North Harford Road Community Association.

Planning provided notice of this action via GovDelivery, as well as via the Northeast and Outer Southeast newsletter on 31 December 2025.

Additional notifications to comply with the notice requirement for Council Committee hearings will go out at the appropriate time.



**Tim Keane**  
**Director**