



BALTIMORE CITY COUNCIL LAND USE & TRANSPORTATION COMMITTEE

Mission Statement

On behalf of the Citizens of Baltimore City, the Land Use & Transportation Committee is committed to shaping a reliable, equitable, and sustainable future for Baltimore's land use and transportation systems. Through operational oversight and legislative action, the committee aims to develop and support lasting solutions grounded in principles of good governance.

The Honorable Ryan Dorsey

CHAIR

PUBLIC HEARING

4/30/2026

9:00 AM

CLARENCE "DU" BURNS COUNCIL CHAMBERS

25-0137

Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31

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**LAND USE & TRANSPORTATION COMMITTEE****The Honorable Ryan Dorsey
CHAIR****Bill Hearing***25-0137**Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31*

Sponsor: Council Member Isaac Schleifer District 5

Purpose: 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.

REPORTING AGENCIES

Law Department	Approve for form & sufficiency
Department of Housing & Community Development	Favorable
Department of Transportation	Favorable
Planning Commission	Favorable
Board of Municipal & Zoning Appeals	No Objection

BACKGROUND**City Law**

The Baltimore City Code (Article 32 Zoning) allows for the rezoning of property as a legislative authorization under certain circumstances (5-508(b)):

- a. A substantial change in the character of the neighborhood where the property is located
- b. A mistake in the existing zoning classification

If one of these conditions is found, then the City Council is required to find the following facts in order to authorize the rezoning:

- Population changes;
- The availability of public facilities;
- Present and future transportation patterns;
- Compatibility with existing and proposed development for the area;

- The recommendations of the City agencies and officials; and the proposed amendment’s consistency with the City’s Comprehensive Master Plan.
- Existing uses of property within the general area of the property in question.
- The zoning classification of other property within the general area of the property in question.
- The suitability of the property in question for the uses permitted under its existing zoning classification.
- 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.

Bill Overview

This bill, if enacted, would authorize the four properties listed to be rezoned from R-5 Zoning to TOD-1 Zoning. See attached list of zoning districts for additional information

- **R-5 Zoning:** Transitional Residential Zoning District. Accommodates both detached and semidetached dwellings, rowhouse developments, and limited low-rise multi-family garden apartment developments. Limited nonresidential uses.
- **TOD-1 Zoning:** Transit Oriented Development – Encourages development conducive to increased transit usage. TOD-1 is employed in areas around existing and anticipated transit stations. Restrictive height/limited retail use.

The applicant is requesting this zoning change under the substantial change standard. The R-5 Zoning designation was appropriate when it was initially issued in 2017, but since that time, the community has changed and is in a position now to continue development. The site’s close proximity to public transportation, including the Rodgers Ave Metro Station, makes the TOD designation more closely aligned with the property, according to the applicant, and would allow for its redevelopment into housing and commercial use that fits that area.

The Applicant plans to build a 250 residential unit development on the site, which would be within walking distance of the metro station. The Applicant has submitted a letter of support for the development from the local community association. The Applicant has also submitted a letter of support for the rezoning of the site from the Maryland Department of Transportation.

Agency Reports

Several referred agencies have reported on this ordinance and are supportive of it. DHCD noted that the increase in housing may benefit Park Heights and the surrounding communities. The Planning Department report concurred with the applicant that the significant investment at the state and local level in transit-oriented development constituted a substantial change.

FISCAL NOTE

There are no anticipated fiscal impacts from this legislation; however, increasing housing and the number of people who can live in the City does have several economic impacts that can benefit communities, businesses, and the City as a whole.

Analysis by: Tony Leva
 Analysis Date: 4/22/2026

Direct Inquiries to: Anthony.Leva@baltimorecity.gov

C-1 Commercial clusters or pedestrian-oriented corridors of commercial uses that serve the immediate neighborhood. Ensures compatibility between neighboring residential and commercial uses.

C-1-E Commercial clusters or pedestrian-oriented corridors of commercial uses that serve the immediate neighborhood and allow for clustering of entertainment uses. Ensures compatibility between neighboring residential and commercial uses.

C-1-VC Village Center Business District. Intended for areas of pedestrian-oriented corridors of commercial uses that serve the immediate neighborhood in a village center environment.

C-2 Small to medium-scale commercial use, typically located along urban corridors. Designed to accommodate pedestrians and, in some instances, the automobile. Mixed-use development is appropriate within this district.

C-3 Intensive commercial use including key commercial nodes that require additional controls regarding site development, particularly for shopping centers and larger retail establishments.

C-4 Heavy Commercial intended for areas of more intense commercial, including uses related to motor vehicles and those that require outdoor storage. Setbacks, buffering and site development controls mitigate negative impacts on neighboring uses.

C-5 Downtown Zoning District. The district is divided into a series of sub-districts that provide design standards to recognize and achieve the different physical characteristics of Downtown.

EC-1 Educational Campus Zoning. Primary and secondary educational facilities which is restricted to education-related uses. Allows for the development of a campus master plan.

EC-2 Educational Campus Zoning. A campus district for colleges and universities that allows for certain non-educational uses and dormitories for students.

H Hospital Campus Zoning. Addresses the special needs and impacts of a large-scale, multi-functional hospitals and medical campuses.

BSC Bio-Science Campus Zoning. Accommodates bio-science campuses, including supportive uses and some residential. The BSC District allows a broad mix of uses, integrating manufacturing, office, and research and development, etc

I-1 Light Industrial Zoning. Light manufacturing, fabricating, processing, wholesale distributing and warehousing uses.

I-2 General Industrial Zoning. Manufacturing, fabricating, processing, wholesale distributing and warehousing. Commercial uses and open storage allowed.

I-MU Industrial Mixed-Use Zoning. Primarily for existing industrial buildings and permits both light industrial uses and a variety of non-industrial uses, such as dwellings, commercial, creating a mixed-use environment.

MI Maritime Industrial Zoning. Preserves deep-water frontage of the Port of Baltimore for maritime use. Maritime shipping can be conducted without the intrusion of non-industrial uses.

OIC Office-Industrial Campus is intended for developments of architecturally coordinated office and industrial structures built in a campus-like atmosphere.

OR-1 Office Residential Zoning. A mix of office and residential uses. Areas maintain a residential character. 40' Maximum building height.

OR-2 Office Residential zoning. A mix of office and residential uses, maintaining a residential character. 100' maximum building height.

OS Open Space Zoning. Intended to protect and promote public and private open space, provide public reflective, cultural, educational and recreational opportunities, enhance the urban environment and protect natural resources.

R-1 Detached Residential Zoning District intended for neighborhoods of detached dwellings. Limited non-residential uses that are compatible with these residential environments may be allowed.

R-1-A Detached dwellings upon lots of two or more acres in areas of countryside character. Environmental sensitivity is required to preserve natural features. Limited non-residential use.

R-1-B Detached dwellings located upon lots of one or more acre in areas of countryside character. Environmental sensitivity is required to preserve natural features. Limited non-residential uses.

R-1-C Detached dwellings located upon lots 21,780 square feet or more in area of established low density development.

R-1-D Low density neighborhoods of detached dwellings located upon lots 14,520 square feet or more. Limited non-residential uses.

R-1-E Detached dwellings located upon lots of 9,000 square feet or more. Limited non-residential uses.

R-2 Detached and Semi-Detached Residential Zoning District. Intended for residential neighborhoods that accommodate both detached and semi-detached dwellings. Limited non-residential uses.

R-3 Detached Residential Zoning District intended for neighborhoods of detached dwellings. Limited non-residential uses.

R-4 Detached and Semi-Detached Residential Zoning District intended for neighborhoods that accommodate detached and semi-detached dwellings. Limited non-residential uses.

R-5 Transitional Residential Zoning District. Accommodates both detached and semi-detached dwellings, rowhouse developments and limited low-rise multi-family garden apartment developments. Limited non-residential uses.

R-6 Low density rowhouse neighborhoods. Landscaped front yards, setback buildings. Accommodates detached and semi-detached dwellings, rowhouse developments and multi-family developments. Limited non-residential uses.

R-7 Mixed Residential Zoning including detached and semi-detached dwellings, rowhouse developments, and multi-family developments of a larger scale. Limited non-residential uses.

R-8 Traditional form of urban rowhouse. Continuous rowhouse development along full blocks built to or only modestly set back from the street. Also accommodates other residential types of a similar density. Limited non-residential uses.

R-9 Multi-Family Zoning District. Higher density, mid-rise, housing types, including single-family homes, both detached and semi-detached, rowhouse developments, and multi-family developments. Significant open space. Limited non-residential uses.

R-10 Areas of significant residential density accommodated in concentrated high rise and rowhouse development environments. Limited non-residential uses.

TOD-1 Transit Oriented Development - Encourages development conducive to increased transit usage. TOD-1 is employed in areas around existing and anticipated transit stations. Restrictive height/limited retail use.

TOD-2 Transit Oriented Development - Encourages development conducive to increased transit usage. TOD-2 is employed in areas around existing and anticipated transit stations. Restrictive height/full mix of retail use.

TOD-3 Transit Oriented Development - Encourages development conducive to increased transit usage. TOD-3 is employed in areas around existing and anticipated transit stations. Significant height/limited retail use.

TOD-4 Transit Oriented Development - Encourages development conducive to increased transit usage. TOD-4 is employed in areas around existing and anticipated transit stations. Significant height/full mix of retail use.

R-MU Rowhouse Mixed-Use Overlay District allows a mixed-use rowhouse environment, where some rowhouse structures are used for residential and others for first-floor commercial uses. Tied to base parcel zoning.

D-MU Detached Dwelling Mixed-Use Overlay District allows a mixed-use detached environment, where some structures are used for residential and others for first-floor commercial uses. Tied to base parcel zoning.

AE Adult Use Overlay District is intended to provide an area in which to operate an adult use.

W-1 W-1 Overlay District is intended to preserve, create, and enhance public views of and access to the waterfront by providing a public promenade and preserving public access in non industrial areas. Traditional Hardscape, bulkhead edge.

W-2 W-2 Overlay District is intended to preserve, create, and enhance public views of and access to the waterfront by providing a public promenade and preserving public access in non industrial areas. Natural shore, landscaped edge.

Transform Baltimore Zoning Code

ZONING DISTRICT SUMMARY

&

MAP LEGEND



**CITY OF BALTIMORE
COUNCIL BILL 25-0137
(First Reader)**

Introduced by: Councilmember Schleifer
At the request of: Bull Development, LLC
Address: 2818 Hillsdale Rd.
Baltimore, MD 21207
Telephone: (443) 825-0362

Introduced and read first time: December 4, 2025

Assigned to: Land Use and Transportation Committee

REFERRED TO THE FOLLOWING AGENCIES: City Solicitor, Board of Municipal and Zoning Appeals, Planning Commission, Department of Transportation, Department of Housing and Community Development

A BILL ENTITLED

1 AN ORDINANCE concerning

2 **Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue,**
3 **4312 Hayward Avenue, and Lot 31**

4 FOR the purpose of changing the zoning for the properties known as 4308 Hayward Avenue
5 (Block 4502A, Lot 003), 4310 Hayward Avenue (Block 4502A, Lot 003A), 4312 Hayward
6 Avenue (Block 4502A, Lot 003B), and Lot 31 (Block 4502A, Lot 031), as outlined in red on
7 the accompanying plat, from the R-5 Zoning District to the TOD-1 Zoning District; and
8 providing for a special effective date.

9 BY amending

10 Article - Zoning
11 Zoning District Maps
12 Sheet 11
13 Baltimore City Revised Code
14 (Edition 2000)

15 **SECTION 1. BE IT ORDAINED BY THE MAYOR AND CITY COUNCIL OF BALTIMORE,** That
16 Sheet 1 of the Zoning District Maps is amended by changing from the R-5 Zoning District to the
17 TOD-1 Zoning District the properties known as 4308 Hayward Avenue (Block 4502A, Lot 003),
18 4310 Hayward Avenue (Block 4502A, Lot 003A), 4312 Hayward Avenue (Block 4502A, Lot
19 003B), and Lot 31 (Block 4502A, Lot 031), as outlined in red on the plat accompanying this
20 Ordinance.

EXPLANATION: CAPITALS indicate matter added to existing law.
[Brackets] indicate matter deleted from existing law.

Council Bill 25-0137

1 **SECTION 2. AND BE IT FURTHER ORDAINED,** That as evidence of the authenticity of the
2 accompanying plat and in order to give notice to the agencies that administer the City Zoning
3 Ordinance: (i) when the City Council passes this Ordinance, the President of the City Council
4 shall sign the plat; (ii) when the Mayor approves this Ordinance, the Mayor shall sign the plat;
5 and (iii) the Director of Finance then shall transmit a copy of this Ordinance and the plat to the
6 Board of Municipal and Zoning Appeals, the Planning Commission, the Commissioner of
7 Housing and Community Development, the Supervisor of Assessments for Baltimore City, and
8 the Zoning Administrator.

9 **SECTION 3. AND BE IT FURTHER ORDAINED,** That this Ordinance takes effect on the date it is
10 enacted.

BALTIMORE CITY COUNCIL





LAND USE & TRANSPORTATION COMMITTEE

25-0137

*Rezoning – 4308 Hayward Avenue, 4310 Hayward
Avenue, 4312 Hayward Avenue, and Lot 31*

Agency Reports

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



**BALTIMORE CITY
BOARD OF MUNICIPAL
AND ZONING APPEALS**

Brandon M. Scott
Mayor

Justin A. Williams
Interim Executive Director

Members
Leland Shelton
Chair

Victor Clark
Liz Cornish
David Marcozzi
Rian Hargrave

417 E. Fayette St., Ste. 922
Baltimore, MD 21202
(410) 396-4301
zoning.baltimorecity.gov

MEMORANDUM

To: The Honorable Members of the Land Use & Transportation Committee
From: Justin A. Williams, Interim Executive Director
CC: Geoffrey Veale, Zoning Administrator
Date: February 25, 2026
Re: CCB # 25-0137 - Rezoning – 4308, 4310, and 4312 Hayward Ave and Block 4502A, Lot 31
Position: No Objection

The staff of the Board of Municipal and Zoning Appeals (BMZA) have reviewed City Council Bill #25-0137.

This bill proposes a legislative map amendment 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). Specifically, the legislation seeks to rezone these parcels from the R-5 Zoning District to the TOD-1 Zoning District.

As a quasi-judicial agency, the Board of Municipal and Zoning Appeals typically adjudicates land use matters based on specific evidentiary standards. Because this legislation places the authority to grant the rezoning approval with the City Council, the Board defers to the Council’s judgment on whether the applicant has satisfied the approval standards and findings of fact outlined in the Baltimore City Zoning Code.

Accordingly, the Board takes no position on the specific factual merits of the application but offers **No Objection** to the passage of the bill.

For any questions regarding this report or to discuss these concerns further, please contact **Justin Williams** at justin.williams@baltimorecity.gov or **(410) 396-4301**.



CITY OF BALTIMORE
MAYOR BRANDON M. SCOTT

TO	The Honorable President and Members of the Baltimore City Council
FROM	Alice Kennedy, Commissioner, Housing and Community Development
CC	Mayor's Office of Government Relations
DATE	February 20, 2026
SUBJECT	25-0137 Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31

Position: Favorable

BILL SYNOPSIS

The Department of Housing and Community Development (DHCD) has reviewed City Council Bill 25-0137 Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31 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.

If enacted, City Council Bill 25-0137 would rezone the properties known as 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31 from the R-5 Zoning District to the TOD-1 Zoning District. If approved, this Bill will take effect on the date of its enactment.

SUMMARY OF POSITION

At its regular meeting of January 15th, 2026, the Planning Commission concurred with the recommendations of its Departmental staff and recommended that the Bill be approved by the City Council. In their report, the Commission noted that the applicant seeks to rezone the four parcels referenced within the Bill from R-5 to TOD-1 to better utilize the property's proximity to the nearby Rogers Avenue Metro Station. Their report also noted that this rezoning would be allowed due to the significant State, City, and private investments in Transit Oriented Development (TOD) along the metro line corridor constituting a substantial change, as much of it has occurred since the 2017 comprehensive rezoning.

The property in reference is not located within any of DHCD's Community Development Zones

but does fall within a Streamlined Code Enforcement area and the Park Heights Impact Investment Area. This rezoning may benefit the Park Heights neighborhood and surrounding communities by increasing housing options, home ownership opportunities and affordable rental, all within a transit accessible location.

FISCAL IMPACT

As drafted, this Bill would have minimal fiscal impact on DHCD.

AMENDMENTS

DHCD does not seek any amendments to this Bill at this time.



CITY OF BALTIMORE
MAYOR BRANDON M. SCOTT

TO	The Honorable President and Members of the Baltimore City Council
FROM	Veronica P. McBeth, Director, Department of Transportation
CC	Mayor's Office of Government Relations
DATE	December 19, 2025
SUBJECT	25-0137 • Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31

Position: Favorable

BILL SYNOPSIS

Council Bill 25-0137 would rezone several properties next to and near the 4300 block of Hayward Avenue from R-5 to TOD-1. The R-5 District primarily allows for low-density, low-rise single- and multi-family residential development, with limited non-residential uses. The TOD-1 District is intended for transit-oriented development near existing and anticipated transit stations, providing for limited building height and retail use.

The proposed legislation would effectively “up-zone” the properties and allow for a new transit-oriented development which is slated to bring 250 new residential units within walking distance of the Rogers Ave Metro Station. The effectiveness of the region’s transit system is limited by the lack of density surrounding stations between Mondawmin and Owings Mills. This legislation and its associated development would be one piece of a wider solution to the system’s relatively low ridership.

SUMMARY OF POSITION

The Department will work with its peer agencies to mitigate the potential traffic impacts of this new development. In the interest of increasing the viability of the region’s subway service by increasing density around metro stations, the Department requests a favorable report on Council Bill 25-0137.

CITY OF BALTIMORE

BRANDON M. SCOTT,
Mayor



DEPARTMENT OF LAW
EBONY M. THOMPSON,
CITY SOLICITOR
100 N. HOLLIDAY STREET
SUITE 101, CITY HALL
BALTIMORE, MD 21202

February 19, 2026

The Honorable President and Members
of the Baltimore City Council
Room 409, City Hall, 100 N. Holliday Street
Baltimore, Maryland 21202

Re: City Council Bill 25-0137 - Rezoning- 4308 Hayward Avenue, 4310
Hayward Avenue, 4312 Hayward Avenue, and Lot 31

Dear President and City Council Members:

The Law Department reviewed City Council Bill 25-0137 for form and legal sufficiency. The bill changes 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) from the R-5 Zoning District to the TOD-1 Zoning District. The ordinance would take effect on the date of its enactment.

Standards for Rezoning

The Mayor and City Council may permit a piecemeal rezoning *only if* it finds facts sufficient to show either a mistake in the existing zoning classification or a substantial change in the character of the neighborhood. Md. Code, Land Use., § 10-304(b)(2); Baltimore City Code, Art. 32, §§ 5-508(a) and (b)(1).

The “change-mistake” rule is a rule of the either/or type. The “change” half of the “change-mistake” rule requires that, in order for a piecemeal Euclidean zoning change to be approved, there must be a satisfactory showing that there has been significant and unanticipated change in a relatively well-defined area (the “neighborhood”) surrounding the property in question since its original or last comprehensive rezoning, whichever occurred most recently. The “mistake” option of the rule requires a showing that the underlying assumptions or premises relied upon by the legislative body during the immediately preceding original or comprehensive rezoning were incorrect. In other words, there must be a showing of a mistake of fact. Mistake in this context does not refer to a mistake in judgment.

Mayor and Council of Rockville v. Rylyns Enterprises, Inc., 372 Md. 514, 538-39 (2002).

Legal Standard for Change

“It is unquestioned that the City Council has the power to amend its City Zoning Ordinance whenever there has been such a change in the character and use of a use district since the original enactment that the public health, safety, morals, or general welfare would be promoted by a change in the regulations.” *Cassel v. Mayor and City Council of Baltimore*, 195 Md. 348, 354 (1950). The Mayor and City Council must find facts of a substantial change in the character and the use of the district since the comprehensive rezoning of the property on June 5, 2017, and that the rezoning will promote the “public health, safety, morals, or general welfare” and not merely advantage the property owner. *Id.* at 354.

To constitute a substantial change, courts in Maryland want to see facts of a “significant and unanticipated change in a relatively well-defined area.” *Rylyns Enterprises*, 372 Md. at 538. The “‘neighborhood’ must be the immediate neighborhood of the subject property, not some area miles away; and the changes must occur in that immediate neighborhood of such a nature as to have affected its character.” *Clayman v. Prince George’s County*, 266 Md. 409, 418 (1972). The changes are required to be physical. *Anne Arundel County v. Bell*, 442 Md. 539, 555 (2015) (citing *Montgomery County v. Woodward & Lothrop*, 280 Md. 686, 712–13 (1977)). However, those physical changes cannot be infrastructure such as sewer or water extension or road widening. *Clayman*, 266 Md. at 419. And the physical changes have to be shown to be unforeseen at the time of the last rezoning. *County Council of Prince George’s County v. Zimmer Development Co.*, 444 Md. 490, 512 (2015). Contemplated growth and density are not sufficient. *Clayman*, 266 Md. at 419.

In determining whether the change benefits only the property owner, courts look, in part, to see if a similar use exists nearby of which the community could easily take advantage. *Cassel*, 195 Md. at 358 (three other similar uses only a few blocks away lead to conclusion that zoning change was only for private owner’s gain).

Legal Standard for Mistake

To sustain a piecemeal change on the basis of a mistake in the last comprehensive rezoning, there must be substantial evidence that “the Council failed to take into account then existing facts ... so that the Council’s action was premised...on a misapprehension.” *White v. Spring*, 109 Md. App. 692, 698, (1996) (citation omitted). In other words, “[a] conclusion based on a factual predicate that is incomplete or inaccurate may be deemed, in zoning law, a mistake or error; an allegedly aberrant conclusion based on full and accurate information, by contrast, is simply a case of bad judgment, which is immunized from second- guessing.” *Id.*

“Error can be established by showing that at the time of the comprehensive zoning the Council failed to take into account then existing facts, or projects or trends which were reasonably foreseeable of fruition in the future, so that the Council’s action was premised initially on a misapprehension[,]” and “...by showing that events occurring subsequent to the comprehensive zoning have proven that the Council’s initial premises were incorrect.” *Boyce v. Sembly*, 25 Md. App. 43, 51 (1975) (citations omitted). “Thus, unless there is probative evidence to show that there were then existing facts which the Council, in fact, failed to take into account, or subsequently occurring events which the Council could not have taken into account, the

presumption of validity accorded to comprehensive zoning is not overcome and the question of error is not ‘fairly debatable.’” *Id.* at 52.

The Supreme Court of Maryland (formerly the Court of Appeals of Maryland) has said it is not sufficient to merely show that the new zoning would make more logical sense. *Greenblatt v. Toney Schloss Properties Corp.*, 235 Md. 9, 13-14 (1964). Nor are courts persuaded that the fact that a more profitable use of the property could be made if rezoned is evidence of a mistake in its current zoning. *Shadynook Imp. Ass’n v. Molloy*, 232 Md. 265, 272 (1963). Courts have also been skeptical of finding a mistake when there is evidence of careful consideration of the area during the past comprehensive rezoning. *Stratakis v. Beauchamp*, 268 Md. 643, 653-54 (1973).

A finding of mistake, however, absent a regulatory taking, merely permits the further consideration of rezoning, it does not mandate a rezoning. *White*, 109 Md. App. at 708. Rather, a second inquiry “regarding whether, and if so, how, the property is reclassified,” is required. *Id.* at 709. This second conclusion is due great deference. *Id.*

Spot Zoning

The City must find sufficient facts for a change or mistake because “Zoning is permissible only as an exercise of the police power of the State. When this power is exercised by a city, it is confined by the limitations fixed in the grant by the State and to the accomplishment of the purposes for which the State authorized the city to zone.” *Cassel*, 195 Md. at 353.

In piecemeal rezoning bills, like the bill under review, if there is not a factual basis to support the change or the mistake, then rezoning is considered illegal spot zoning. *Id.* at 355. Spot zoning “has appeared in many cities in America as the result of pressure put upon councilmen to pass amendments to zoning ordinances solely for the benefit of private interests.” *Id.* It is the “arbitrary and unreasonable devotion of a small area within a zoning district to a use which is inconsistent with the use to which the rest of the district is restricted.” *Id.* It is “therefore, universally held that a ‘spot zoning’ ordinance, which singles out a parcel of land within the limits of a use district and marks it off into a separate district for the benefit of the owner, thereby permitting a use of that parcel inconsistent with the use permitted in the rest of the district, is invalid if it is not in accordance with the comprehensive zoning plan and is merely for private gain.” *Id.*

However, “a use permitted in a small area, which is not inconsistent with the use to which the larger surrounding area is restricted, although it may be different from that use, is not ‘spot zoning’ when it does not conflict with the comprehensive plan but is in harmony with an orderly growth of a new use for property in the locality.” *Id.* The example given was “small districts within a residential district for use of grocery stores, drug stores and barber shops, and even gasoline filling stations, for the accommodation and convenience of the residents of the residential district.” *Id.* at 355-356.

Therefore, the Mayor and City Council must show how the contemplated use is consistent with the character of the neighborhood. *See, e.g., Tennison v. Shomette*, 38 Md. App. 1, 8 (1977) (cited with approval in *Rylyns*, 372 Md. at 546; *accord Mayor and City Council of Baltimore v. Byrd*, 191 Md. 632, 640 (1948)).

Findings of Fact

The City Council is required to make the following findings of fact in determining whether to permit rezoning based on mistake or change in the character of the neighborhood:

- (i) population change;
- (ii) the availability of public facilities;
- (iii) the present and future transportation patterns;
- (iv) compatibility with existing and proposed development;
- (v) the recommendations of the Planning Commission and the Board of Municipal and Zoning Appeals; and
- (vi) the relationship of the proposed amendment to the City's Comprehensive Master Plan.

Md. Code, Land Use, § 10-304(b)(1); Baltimore City Code, Art. 32, § 5-508(b)(2).

Article 32 of the City Code requires the Council to consider the following additional factors:

- (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.

Baltimore City Code, Art. 32, § 5-508(b)(3).

The Mayor and City Council's decision regarding a piecemeal rezoning is reviewed under the substantial evidence test and should be upheld "if reasoning minds could reasonably reach [the] conclusion from facts in the record." *Zimmer Dev. Co.*, 444 Md. at 510 (quoting *Cremins v. Cnty. Comm'rs of Washington Cnty.*, 164 Md. App. 426, 438 (2005)); see also *White*, 109 Md. App. at 699 ("the courts may not substitute their judgment for that of the legislative agency, if the issue is rendered fairly debatable"); accord *Floyd v. County Council of Prince George's County*, 55 Md. App. 246, 258 (1983) ("substantial evidence" means a little more than a "scintilla of evidence.").

Planning Commission Recommendation

The Planning Commission agreed with the recommendation of its staff and recommended approval of Council Bill 25-0137. The applicant for the zoning request owns three out of four of the properties that are subject to the proposed rezoning and has a purchase agreement in place with the current owner of 4308 Hayward Avenue. The subject four properties comprise a two-acre site, two of the lots being vacant and two improved with single family homes. The site is 150 feet south of the Rogers Avenue Metro Station and the CSX Railway. The site is "located within the Park Heights Master Plan area, the Park Heights Urban Renewal Plan area, and the Park Heights Impact Investment Area." The site is adjacent to 17.5 acres of State owned TOD-1 zoned property, which includes parking lots for the Rogers Avenue Metro Station. The site is near a cluster of rowhomes and single-family homes. The general area is bounded by two higher speed roads, West Northern Parkway and Wabash Avenue. Immediately to the left of the site is Northwest Plaza which is auto-

oriented commercial development. The applicant is proposing to develop the site with more than 250 housing units including a mix of for-sale townhomes and condos, multifamily rentals, green space and possible first floor retail.

Prior to the last comprehensive rezoning in 2017 these properties were zoned R-5 and they remained in R-5 zoning after Transform in 2017. The properties are designated Residential: Medium Density by the 2024 Comprehensive Master Plan for the City. They are also designated within the Transit-Oriented Development Opportunity Zone in the Master Plan. The change in zoning to TOD-1 would conform to that designation. The TOD-1 district is “characterized by a more restrictive height and a limited retail use mix.” Baltimore City Code, Art. 32, § 12-401(1). The change in zoning would be consistent with the Park Heights Master Plan recommendation to pursue housing development and a broader range of housing options at metro stations. In the Park Heights Urban Renewal Plan (URP) the site is designated as Low-Density Residential. Therefore, the proposed rezoning would not conform to the Park Heights URP. The URP was last amended in 2020 by way of Ordinance 20-445 in order to change the zoning designation of properties that were rezoned in the 2017 comprehensive rezoning.

The Planning Report states that the proposed rezoning is justified based on a substantial change in the character of the neighborhood where the subject properties are located. The continuation of the properties in R-5 in the 2017 comprehensive rezoning was consistent with their continued use as medium density residential properties. The Rogers Avenue Metro Station, however, is one of three major transit stations and has become a high-priority opportunity for transit-oriented development. After describing the facts surrounding the prioritization of transit-oriented development in this area, the Planning Report states: “Altogether, State, City, and private investments in TOD in this corridor, and specifically at Rogers Avenue Metro Station, constitute a substantial change since 2017.” The Planning Report makes the findings of fact required by Section 5-508(b)(2) of Article 32 and discusses the additional standards that must be considered for a map amendment set forth in Section 5-508(b)(3). The Report notes that the trend in development in the area is toward more compact, walkable, transit-oriented development as evidenced by: “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.” The Planning Report contains an equity analysis. The Maryland Department of Transportation submitted a letter supporting the requested change in zoning.

Process

The City Council is required to hold a quasi-judicial public hearing with regard to the bill where it will hear and weigh the evidence as presented in: (1) the Planning Report and other agency reports; (2) testimony from the Planning Department and other City agency representatives; and (3) testimony from members of the public and interested persons. Baltimore City Code, Art. 32, § 5-601(a). After weighing the evidence presented and submitted into the record before it, the Council is required to make findings of fact for each property about the factors in §§ 10-304 and 10-305 of the Land Use Article of the Maryland Code and § 5-508 of Article 32 of the Baltimore City Code. If, after its investigation of the facts, the Committee makes findings which support: (1) a mistake in the comprehensive zoning or a change in the character of the surrounding

neighborhood; and (2) a new zoning classification for the property, it may adopt these findings and the legal requirements for granting the rezoning would be met.

Certain procedural requirements apply to this bill beyond those discussed above because a change in the zoning classification of a property is deemed a “legislative authorization.” Baltimore City Code, Art. 32, § 5-501(2)(iii). Specifically, notice of the City Council hearing must be given by publication in a newspaper of general circulation in the City, by posting in a conspicuous place on the property and by first-class mail, on forms provided by the Zoning Administrator, to each person who appears on the tax records of the City as an owner of the property to be rezoned. Baltimore City Code, Art. 32, § 5-601(b). The notice of the City Council hearing must include the date, time, place and purpose of the hearing, as well as the address of the property or description of the boundaries of the area affected by the proposed rezoning, and the name of the applicant. Baltimore City Code, Art. 32, § 5-601(c). The posted notices must be at least 3 feet by 4 feet in size, placed at a prominent location near the sidewalk or right-of-way for pedestrians and motorists to view, and at least one sign must be visible from each of the property’s street frontages. Window mounted signs must be posted inside the window glass. Baltimore City Code, Art., § 5-601(d). The published and mailed notices must be given at least 15 days before the hearing; the posted notice must be at least 30 days before the public hearing. Baltimore City Code, Art. 32, § 5-601(e), (f); see also Md. Code, Land Use Art., § 10-303 (procedural requirements).

Council Bill 25-0137 is the appropriate method for the City Council to review the facts and determine whether the legal standard for rezoning has been met. If the required findings are made at the hearing and that all procedural requirements are satisfied, the Law Department approves the bill for form and legal sufficiency.

Sincerely yours,



Michele M. Toth
Assistant Solicitor

cc: Ebony Thompson
Councilmember Schleifer
Ethan Hasiuk
Shamoyia Gardiner
Nina Themelis
Ty’lor Schnella
Aaron Degraffenreidt
Hilary Ruley
Jeff Hochstetler
Ashlea Brown
Desiree Luckey
Ahleah Knapp

BALTIMORE CITY COUNCIL



LAND USE & TRANSPORTATION COMMITTEE

25-0137

*Rezoning – 4308 Hayward Avenue, 4310 Hayward
Avenue, 4312 Hayward Avenue, and Lot 31*

Public Testimony

April, 2025

Councilman,
Isaac Schleifer
District 5
Baltimore City Council

Re: 4308 Hayward Ave, 4310 Hayward Ave, 4312 Hayward Ave, Lot 31

Dear Councilman Schleifer:

Please accept this letter on behalf of Hilltop 4100 Neighborhood Association in support of the rezoning of 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue and Lot 31 (the "Properties") from the R-5 District to the TOD-1 District. At the present, the Properties are improved by a vacant two vacant lots and two single family dwellings. The proposed "250" unit multi family dwelling will be transit oriented development once complete, provide additional transit friendly housing options for community members, and encourage investment in the neighborhood. Under the current R-5 designation, the Property's redevelopment potential is greatly limited. Rezoning the lot to the TOD-1 District will facilitate redevelopment and benefit the Woodmere community as a whole.

Yours truly,

Minerva C. Eaton
President, Hilltop 4100 Neighborhood Association



Wes Moore
Governor

Aruna Miller
Lieutenant Governor

Samantha J. Biddle
Acting Secretary

October 22, 2025

Councilman, Isaac Schleifer
Baltimore City Council - District 5

RE: MDOT's support for rezoning of 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, Lot 31 Baltimore City, Maryland 21215

Dear Councilman Schleifer,

The Maryland Department of Transportation (MDOT) supports the proposed rezoning from R-5 to TOD-1 for 4308, 4310, and 4312 Hayward Avenue and Lot 31, located adjacent to Maryland Transit Administration (MTA) property at the Rogers Avenue Metro Station.

The rezoning aligns with Governor Moore's 2024 State Plan, the *Housing Starts Here* Executive Order, and MDOT's Transit-Oriented Development (TOD) goals to increase transit ridership, expand housing near transit stations, and improve station access and connectivity. TOD-1 zoning will enable a greater mix of uses and higher-density development next to transit, helping to maximize the return on the State's planned \$2 billion investment in MTA's core service area, including new metro railcars. Together, these actions advance Maryland's commitment to compact, walkable communities that reduce congestion, drive economic growth, and enhance access to transit.

The Rogers Avenue Metro Station is an identified TOD priority for MDOT. In July, MDOT completed a TOD Site Strategy confirming the site's feasibility for TOD. Following this work, MDOT and the City have begun discussions to pursue formal TOD designation in recognition of the site's strong development potential and alignment with State priorities. MDOT is now advancing due diligence activities and anticipates a future solicitation of its land owned adjacent to the station following community and stakeholder engagement.

We respectfully request your consideration and approval of the proposed zoning as it will facilitate a future mixed use project which aligns with the broader goals of TOD across the State.

Thank you for your consideration.

Sincerely,

Signed by:
A handwritten signature in black ink that reads 'Joe McAndrew'.

2AD366FD390A40A...
Joe McAndrew

Assistant Secretary
Maryland Department of Transportation

BALTIMORE CITY COUNCIL



LAND USE & TRANSPORTATION COMMITTEE

25-0137

*Rezoning – 4308 Hayward Avenue, 4310 Hayward
Avenue, 4312 Hayward Avenue, and Lot 31*

Additional Materials



509 S. Exeter St, Suite 300,
Baltimore, MD 21202
tel: 410-539-7700

WE HEREBY CERTIFY, that the annexed advertisement of Order No 55842

Sold To:

Bull Rogers Station LLC c/o Winfield Willias - 311062
2816 Hillisdale Rd
Baltimore, MD 21207

Bill To:

Bull Rogers Station LLC c/o Winfield Willias - 311062
2816 Hillisdale Rd
Baltimore, MD 21207

Was published in "The Baltimore Sun", "Daily", a newspaper printed and published in Baltimore City and/or surrounding counties on the following dates:

7 Apr 2026

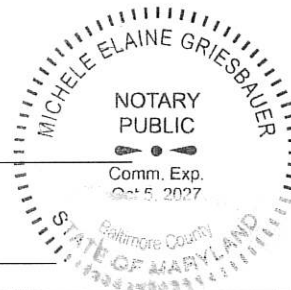
The Baltimore Sun Media Group

By Brian Price

Subscribed and sworn to before me this 7 day of April 2026.

By Michele Elaine Griesbauer
Notary Public

My commission expires 10/5/27



**BALTIMORE CITY COUNCIL
PUBLIC HEARING ON BILL NO. 25-0137**

The Land Use and Transportation Committee of the Baltimore City Council will conduct a public hearing on City Council Bill No. 25-0137 on April 30, 2026, at 9:00 a.m. in the Clarence "Du" Burns Chamber, City Hall, 100 N. Holliday Street, 4th Floor, Baltimore, MD 21202. Information on how the public may be able to observe the hearing virtually, depending on the availability of the technology, via Webex, will be available at <https://baltimore.legistar.com/Calendar.aspx>.

Rezoning – 4308 Hayward Avenue, 4310 Hayward Avenue, 4312 Hayward Avenue, and Lot 31

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.

Applicant: Bull Development
For more information, contact the Committee Staff at (410) 396-1091.

NOTE: This bill is subject to amendment by the Baltimore City Council.

RYAN DORSEY
Chair
Baltimore Sun

April 7, 2026 50604



Oct 29, 2025

VIA ELECTRONIC MAIL

The Honorable Isaac Schleifer
Baltimore City Council
City Hall, 5th Floor
100 North Holliday Street
Baltimore, Maryland 21202
isaac.schleifer@baltimorecity.gov

Re: Rezoning – 4308 Hayward Ave, 4310 Hayward Ave, 4312 Hayward Ave, Lot 31

Dear Councilman Schleifer:

On behalf of my client, Bull Rogers Station LLC, I write to request that you, as the Councilmember for the 5th Councilmanic District, introduce a City Council bill to rezone the properties known as 4308 Hayward Ave, 4310 Hayward Ave, 4312 Hayward Ave, Lot 31 (the "Properties") from the R-5 Zoning District to the TOD-1 Zoning District. In furtherance of this request, the following is submitted:

1. A draft of the City Council bill to rezone the Property;
2. A rezoning plat showing the property to be rezoned outlined in red;
3. A completed Statement of Intent for the City Council bill;
4. A letter of support for the proposed rezoning from the Hilltop 4100 Community Association; and
5. A letter of support for the proposed rezoning from the Maryland Department of Transportation.

I am simultaneously transmitting these documents electronically to Mr. Ben Guthorn in the Department of Legislative Reference and Mr. Eric Tiso in the Department of Planning and would be happy to provide hard copies if necessary.

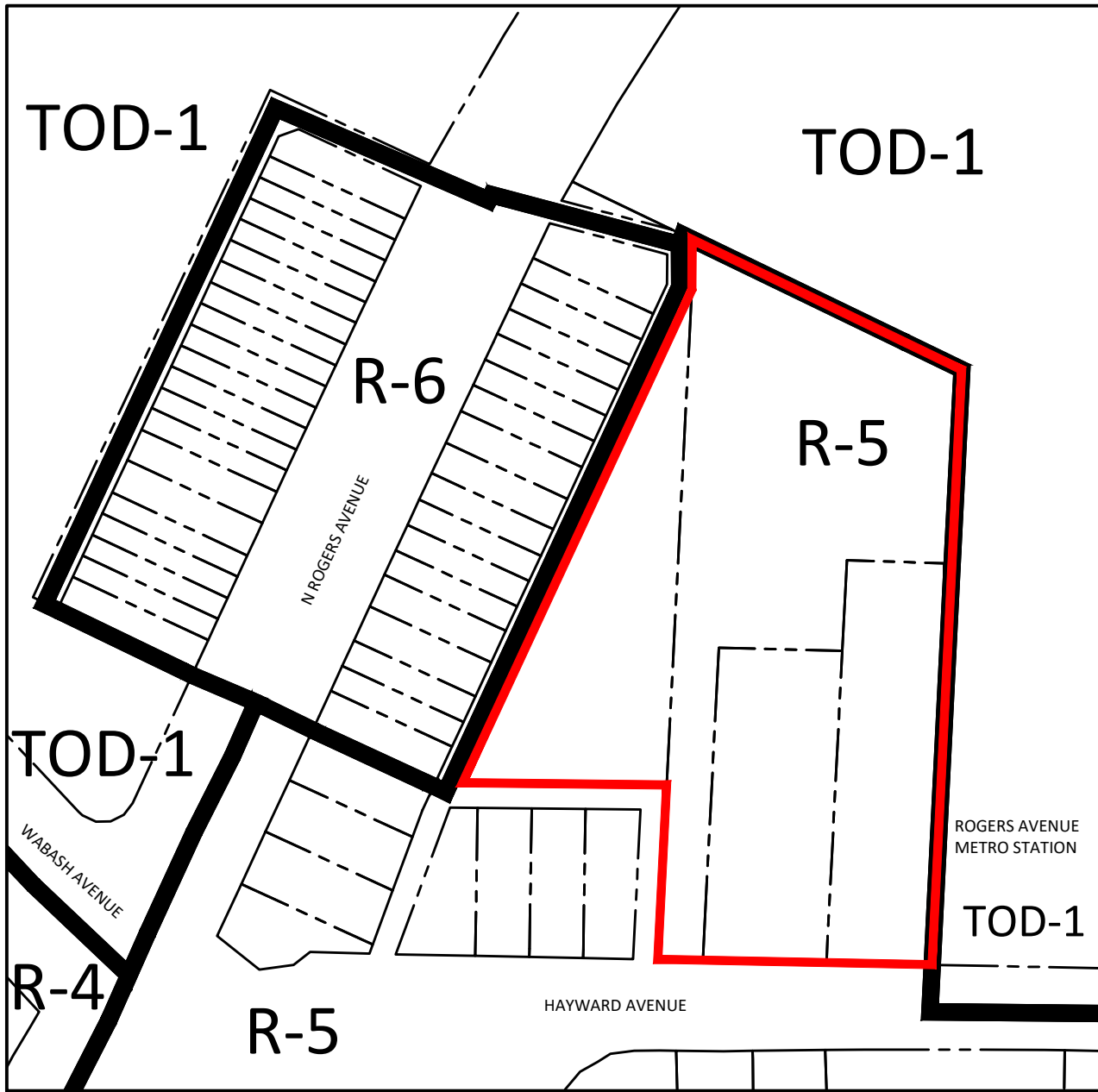
Thank you in advance for your assistance and please do not hesitate to contact me if there is any further information you need.



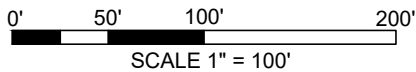
Enclosures

cc: Mr. Ben Guthorn, Department of Legislative Reference
(via electronic mail w/enclosures)
Mr. Eric Tiso, Department of Planning
(via electronic mail w/enclosures)
Bull Rogers Station, LLC
(via electronic mail w/enclosures)

**SHEET NO. 11 OF THE ZONING MAP OF THE
ZONING CODE OF BALTIMORE CITY**



NOTES:
 IN CONNECTION WITH THE PROPERTIES KNOWN AS LOTS NO. 3, 3A, 3B, AND 31 ON BALTIMORE CITY BLOCK PLAT 4502-A. THE APPLICANT WISHES TO REQUEST THE REZONING OF THE AFOREMENTIONED PROPERTY AND RIGHT-OF-WAY FROM R-5 ZONING TO TOD-1 ZONING, AS OUTLINED IN RED.



LEGEND:

- PROPERTY LINE
- ZONING BOUNDARY

WARD: 28 SECTION: 2
 BLOCK: 4502-A LOT: 3, 3A, 3B, 31

HAYWARD AVENUE - ZONING PLAT

PROPERTY OWNER:	APPLICANT:	PREPARED BY:
4308 HAYWARD AVE: SIMMONS, EDWIN D 4308 HAYWARD AVE BALTIMORE MD 21215 4310 HAYWARD AVE: WILLIS, WINFIELD LEWIS, PATRICIA R 2816 HILLSDALE RD BALTIMORE, MD. 21207	4312 HAYWARD AVE: WILLIS, WINFIELD LEWIS, PATRICIA R 4310 HAYWARD AVE BALTIMORE, MD. 21215	BULL ROGERS STATION, LLC 2816 HILLSDALE RD, BALTIMORE, MD 21207 CITYSCAPE ENGINEERING, LLC 3600 CLIPPER MILL RD SUITE 214 BALTIMORE, MD 21211 PHONE: 410-601-3290

 MAYOR

 PRESIDENT CITY COUNCIL

DATE: 10/2025

DEPARTMENT OF LEGISLATIVE REFERENCE**STATEMENT OF INTENT FORM (LR-01)**

100 Holliday Street
 City Hall, Suite 626
 Baltimore, Maryland 21202

Phone: (410) 396-4730
 Email: ben.guthorn@baltimorecity.gov

01. Property Information.			
Property Address: 4308-4312 Haward Ave and Lot 31 (See attached list)		Block: 4502A	Lot: 003, 003A, 003B, 031
City: Baltimore	State: MD	Zip Code: 21215	
02. Applicant's Contact Information.			
First Name: Winfield		Last Name: Willis	
Mailing Address: 2818 Hillsdale Rd			
City: Baltimore	State: MD	Zip Code: 21207	
Telephone Number: 443-825-0362		Email Address: win.willis@bulldevco.com	
03. Agency.			
Is the applicant acting as an agent for another? <input type="checkbox"/>			
If the applicant is acting as an agent for another, please include the names of all individuals on whose behalf the applicant is acting. If a corporate entity is involved, please include the name of each entity and each respective majority owner.			
<i>(Use an additional sheet if necessary.)</i>			
Corporate Entity: Bull Rogers Station, LLC			
01	First Name: Winfield	Last Name: Willis	
Mailing Address: 2818 Hillsdale Rd			
City: Baltimore	State: MD	Zip Code: 21207	
02	First Name:	Last Name:	
Mailing Address:			
City:	State:	Zip Code:	
04. Current Property Owner's Contact Information (if different than applicant).			
First Name: Please see the attached list		Last Name:	
Mailing Address:			
City:	State:	Zip Code:	
Telephone Number:		Email Address:	

05. Property Acquisition.

Date the property was acquired by the current owner: See Attached

Deed Reference	Liber/Book:	Folio/Page:
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06. All Proposed Zoning Changes for the Property.

Zoning District	Current Zoning District: R-5	Requested Zoning District: TOD-1
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Conditional Use	Existing Use:	Proposed Conditional Use:
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Please describe all intended uses of the Property:

Please refer to "Permitted and Conditional Use" tables found at the end of Article 32 – Zoning. e.g. Table 9-301, Table 10-301, etc.

Multifamily	Conversion of a Single-Family Dwelling Unit to Multiple Dwelling Units		
	Proposed Number of Units:		
	Gross Square Footage of Building: <i>(Not including basement area)</i>		
	Unit 01	Gross Sq./Ft:	No. of Bedrooms: _
	Unit 02	Gross Sq./Ft:	No. of Bedrooms: _
	Unit	Gross Sq./Ft:	No. of Bedrooms: _
	Unit	Gross Sq./Ft:	No. of Bedrooms: _
	<i>(Add additional units as needed.)</i>		

ARTICLE 32, § 9-703. CONVERSION STANDARDS.
 (a) In general.
 All conversions must meet the standards set forth in this section.
 (b) Existing dwelling.
 (1) The existing dwelling must be:
 (i) a structure originally constructed as a single-family dwelling; and
 (ii) 1,500 square feet or more in gross floor area.
 (2) For purposes of this subsection, gross floor area does not include any basement area.
 (c) GFA per dwelling unit.
 The converted dwelling must meet the following gross floor area per unit type:
 (1) 1-bedroom unit: 750 square feet.
 (2) 2-bedroom unit: 1,000 square feet.
 (3) 3- or more bedroom unit: 1,250 square feet.

*Please note that one off-street parking space is required per each dwelling unit added.

07. Contract Contingency.

Is there a purchase contract contingent on the requested legislative authorization? **No**

If there is a purchase contract contingent on the requested legislative authorization, please include the names and addresses of all parties to the contract.

(Add additional parties as needed.)

1ST PARTY

First Name: **Edwin**

Last Name: **Simmons**

Mailing Address: **4308 Hayward Ave**

City: **Baltimore**

State: **MD**

Zip Code: **21215**

2ND PARTY

First Name:

Last Name:

Mailing Address:

City:

State:

Zip Code:

The purposes, nature, and effect of the contract are:

Contract Attached

08. Affidavit.

I, Winfield Willis, solemnly affirm under the penalties of perjury that the information given in this Statement of Intent is true and complete to the best of my knowledge, information and belief.

Winfield Willis

Applicant's Signature

10/1/2025

Date

**CERTIFICATE OF MAILING
WRITTEN NOTICE TO PROPERTY OWNER(S)**

City Council Bill Number: 25-0137

I HEREBY CERTIFY, under penalty of perjury, that the attached* document was mailed to the following:

A. Property Owner:

B. Property Address:

or

C. List of Property Owners
(Place a Check Mark Above & Attach A List of Property Owners with Addresses)

On the following date: 03/26/2026

Mailed By:

Applicant's Name: Winfield Willis

Applicant's Organization: Bull Rogers Station, LLC

Applicant's Title: Principal

Applicant's Address: 2816 Hillside Road, Baltimore, MD 21207

Applicant's Telephone Number: 410-979-8112

Applicant or Representative Signature: *Winfield Willis*

*Note: Please attach a copy of the document that was mailed to the property owner(s).
Email to: Anthony.Leva@BaltimoreCity.Gov

Owner

SIMMONS, EDWIN D

WILLIS WINFIELD LEWIS PATRICIA R

WILLIS, WINFIELD

BULL ROGERS STATION LLC

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

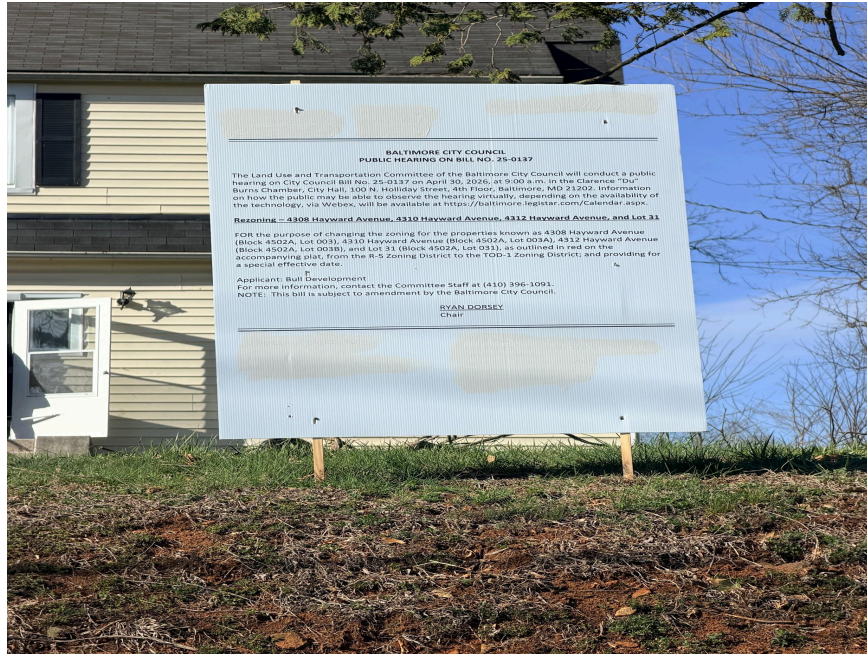
[REDACTED]

Baltimore City Council Certificate of Posting - Public Hearing Notice

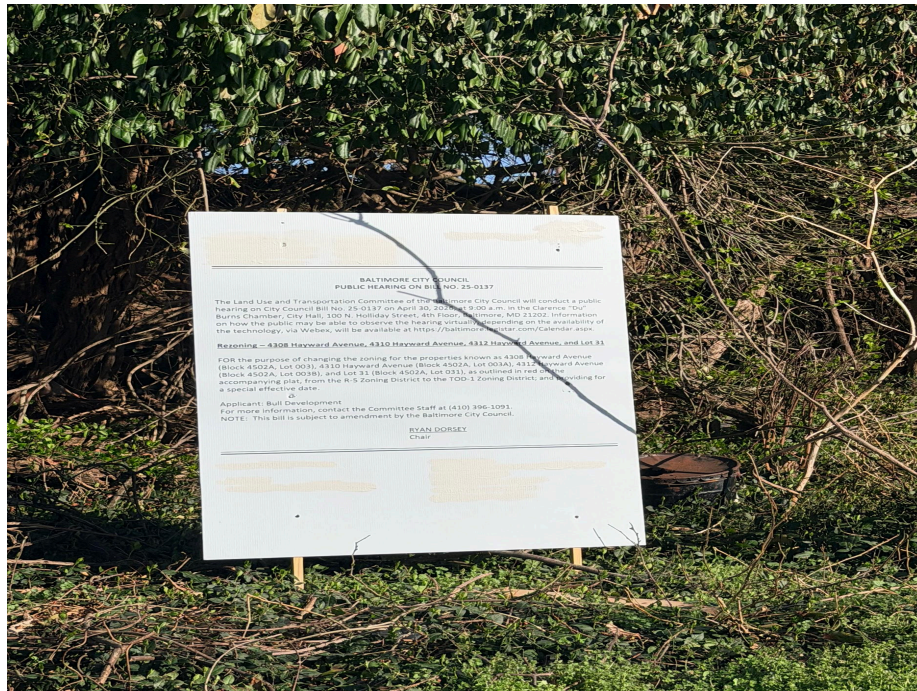
City Council Bill No.:

Today's Date: 03/29/2026

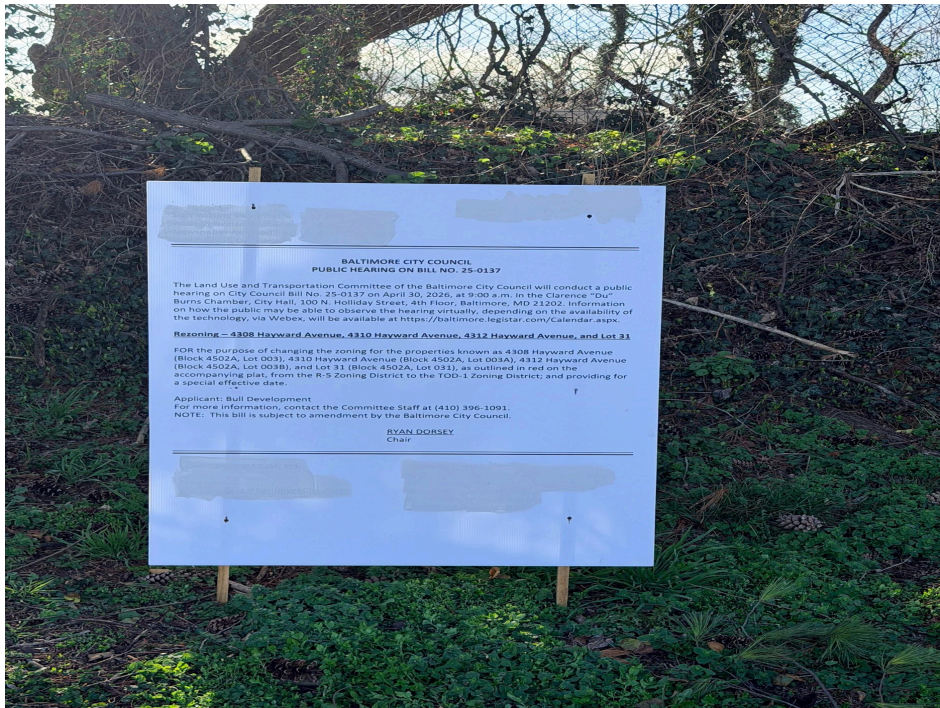
(Place a picture of the posted sign in the space below.)



Email to: Anthony.Leva@BaltimoreCity.Gov



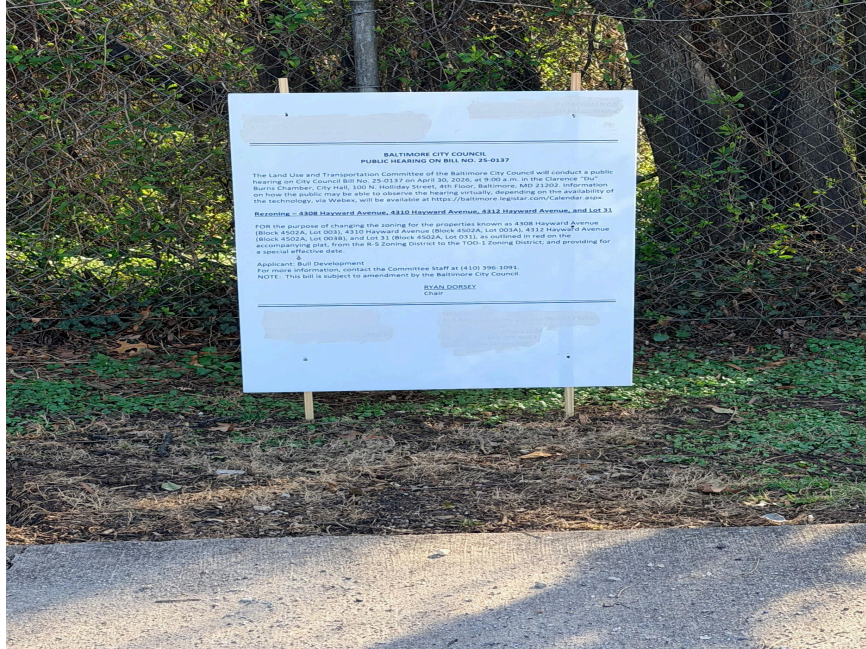
Email to: Anthony.Leva@BaltimoreCity.Gov



Email to: Anthony.Leva@BaltimoreCity.Gov



Email to: Anthony.Leva@BaltimoreCity.Gov



Email to: Anthony.Leva@BaltimoreCity.Gov

Address: 4308-4312 Hayward Ave and Lot 31 Baltimore, MD 21215

Date Posted:03/29/2026

Name: Winfield Willis

Address: 2816 Hillsdale Rd Baltimore,MD 21207

Telephone: 410-979-8112

Applicant or Representative Signature: *Winfield Willis*