



# **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**

**2/26/2026**

**9:00 AM**

**CLARENCE "DU" BURNS COUNCIL CHAMBERS**

**25-0127**

**Rezoning – 4188 ½ O'Donnell Street and Block  
6543A, Lot 001B**

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Antonio Glover

*Staff: Paroma Nandi  
(Paroma.Nandi@baltimorecity.gov)*

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*Staff: Ethan Navarre  
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*Staff: Juliane Jemmott  
(Juliane.Jemmott@baltimorecity.gov)*

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*Staff: Ethan Navarre (Ethan.Navarre@baltimorecity.gov)*

**LAND USE & TRANSPORTATION COMMITTEE****The Honorable Ryan Dorsey  
CHAIR****Bill Hearing***25-0127**Rezoning – 4188 ½ O’Donnell Street and Block 6543A, Lot 001B*

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**Purpose**

FOR the purpose of changing the zoning for the properties known as 4188 ½ O’Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the accompanying plat, from the I-2 Zoning District to the C-2 Zoning District; and providing for a special effective date.

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***REPORTING AGENCIES***

• <b>Law Department</b>	• <b>Approve for form and sufficiency</b>
• <b>Dept of Housing &amp; Community Development</b>	• <b>Favorable</b>
• <b>Dept of Transportation</b>	• <b>Without Recommendation</b>
• <b>Planning Commission</b>	• <b>Favorable</b>
• <b>Board of Municipal and Zoning Appeals</b>	•

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***BACKGROUND***

This bill, if enacted, would rezone the properties listed from I-2 Zoning to C-2 Zoning. According to the report from Housing and Community Development, this is so that attached single-family homes can be built on the property. According to the report from the Planning Department, there is cause to find that a mistake was made in the prior zoning of these properties, and thus a rezoning by the Council would be the correct means of correcting that mistake.

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Analysis by: Tony Leva  
Analysis Date: 2/25/2026Direct Inquiries to: [Anthony.Leva@baltimorecity.gov](mailto:Anthony.Leva@baltimorecity.gov)

**CITY OF BALTIMORE  
COUNCIL BILL 25-0127  
(First Reader)**

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Introduced by: Councilmember Parker  
At the request of: DJBL Kresson, LLC  
Address: c/o Rosenberg Martin Greenberg, LLP  
25 South Charles Street  
21st Floor  
Baltimore, Maryland, 21201  
Telephone: (410) 727-6600

Introduced and read first time: November 24, 2025

Assigned to: Land Use and Transportation Committee

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

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A BILL ENTITLED

1 AN ORDINANCE concerning

2 **Rezoning – 4188 ½ O’Donnell Street and Block 6543A, Lot 001B**

3 FOR the purpose of changing the zoning for the properties known as 4188 ½ O’Donnell Street  
4 (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the  
5 accompanying plat, from the I-2 Zoning District to the C-2 Zoning District; and providing for  
6 a special effective date.

7 BY amending

8 Article - Zoning  
9 Zoning District Maps  
10 Sheet 68  
11 Baltimore City Revised Code  
12 (Edition 2000)

13 **SECTION 1. BE IT ORDAINED BY THE MAYOR AND CITY COUNCIL OF BALTIMORE,** That  
14 Sheet 68 of the Zoning District Maps is amended by changing from the I-2 Zoning District to the  
15 C-2 Zoning District the properties known as 4188 ½ O’Donnell Street (Block 6543A, Lot 001A)  
16 and Block 6543A, Lot 001B, as outlined in red on the plat accompanying this Ordinance.

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

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

**Council Bill 25-0127**

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

# BALTIMORE CITY COUNCIL



## LAND USE & TRANSPORTATION COMMITTEE

*25-0127*

**Rezoning – 4188 ½ O’Donnell Street and Block  
6543A, Lot 001B**

# Agency Reports

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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

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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 25-0127 – Rezoning – 4188 ½ O’Donnell Street and Block 6543A, Lot 001B

Dear President and City Council Members:

The Law Department reviewed City Council Bill 25-0127 for form and legal sufficiency. The bill would change the zoning for the properties known as 4188 ½ O’Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B from the I-2 Zoning District to the C-2 Zoning District. The bill would take effect on the day 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 *Ryllys*, 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 member and recommends approval of Council Bill 25-0127. The two subject parcels are adjacent to each other and were formerly a portion of the adjacent railroad right-of-way. The property is located within the Canton Industrial Area. Adjacent property that is not part of the railroad right-of-way is zoned C-2. The property is currently vacant with no improvements, and the properties are not located in an existing Urban Renewal Plan area, historic district, or other area governed by a plan. The owners of these properties intend to develop the lots along with the surrounding property zoned C-2 with attached single-family dwellings. According to the Planning Report, the properties are integral to the current area to be developed that is zoned C-2 and are no longer part of the railroad right-of-way that is zoned I-2.

In the last comprehensive rezoning in 2017 the property adjacent to these parcels was rezoned to C-2 while the subject properties remained zoned for industrial uses. Similarly, in the Comprehensive Master Plan for the City enacted in 2024 the subject properties are designated in the Industrial group in the General Land Use Plan. As noted in the Planning Report, the proposed use does not conform to this designation.

The Planning Report finds that there was a mistake in the existing zoning for the properties at issue. The Report states:

Prior to the comprehensive rezoning completed in 2017, the area was zoned M-3. During the 2017 rezoning, known as Transform Baltimore, the area directly adjacent was rezoned C-2, however, these two lots which were no longer in use as railroad right-of-way and which are physically integrated with the area zoned C-2 were not rezoned.

The Planning Report discusses the findings of fact required by Section 5-508(b)(2) of Article 32 and the additional standards that must be considered for a map amendment set forth in Section 5-508(b)(3). The Report notes, “[t]he immediate area includes transit, industrial and residential uses,” and “immediate adjacent properties are zoned either C-2 or I-2.” There is a mix of R-8 and I-1 zoning further out from the subject properties. The Planning Report notes that the subject properties are “so small and disconnected from other I-2 uses that they are functional[ly] unusable as zoned.” The Report also notes that the development trend in southeast Baltimore is away from industrial and toward residential.

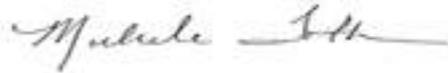
### Process

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 25-0127 is the appropriate method for the City Council to review the facts and determine whether the legal standards for rezoning have been met. If the required findings are made at the hearing and all procedural requirements are satisfied, the Law Department approves the bill for form and legal sufficiency.

Very truly yours,

A handwritten signature in cursive script, appearing to read "Michele Toth".

Michele Toth  
Assistant Solicitor

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

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 #25-0127 / Rezoning – 4188 ½ O’Donnell Street and Block 6543A, Lot 001B		

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 #25-0127, for the purpose of changing the zoning for the properties known as 4188 ½ O’Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the accompanying plat, from the I-2 Zoning District to the C-2 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 #25-0127 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 #25-0127 be **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  
 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  
 Ms. Drew Tildon, Esq.



Brandon M. Scott  
Mayor

## PLANNING COMMISSION

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

### STAFF REPORT



Tim Keane  
Director

**January 15, 2026**

**LEGISLATION:** City Council Bill #25-0127/ Rezoning – 4188 ½ O’Donnell Street and Block 6543A, Lot 001B

For the purpose of changing the zoning for the properties known as 4188 ½ O’Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the accompanying plat, from the I-2 Zoning District to the C-2 Zoning District; and providing for a special effective date.

**SUMMARY OF REQUEST:** CCB #25-0127 will rezone two small parcels from I-2 to C-2, to allow for redevelopment.

**RECOMMENDATION:** Adoption of findings of fact and approval

**STAFF:** Caitlin Audette

**PETITIONER:** DJBL Kresson, LLC, c/o Rosenberg Martin Greenberg, LLP

**OWNER:** DJBL Kresson, LLC

**COUNCIL DISTRICT:** District 1

#### **SITE/GENERAL AREA**

Site Conditions: The two parcels are adjacent to one another and were formerly a portion of the adjacent railroad right-of-way. The properties are located between South Haven Street to the west and the intersection of Dillon and Kresson Streets to the east. The property is north of the O’Donnell Street bridge and south of the Crown Cork site. This property is currently vacant with no improvements. This site is zoned I-2 and is not located within an Urban Renewal Plan (URP) area, Historic District, or any other plan area.

General Area: The property is within the Canton Industrial Area neighborhood, adjacent to Brewer’s Hill to the west, and Greektown to the east. The adjacent property that is not the railroad right-of-way is zoned C-2. The owners intent is to develop the lots under review with the property zoned C-2 for attached single family dwellings.

#### **HISTORY**

- In 2017 with the adoption of the new Zoning Code, the properties adjacent to these parcels was rezoned to C-2, while the parcels under review remain zoned for industrial uses.

## 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 property is designated in the Industrial group in the General Land Use Plan. This proposed development does not conform to that designation.

## APPLICANT'S PROPOSAL AND CODE CONTEXT:

The applicant seeks to rezone the two parcels from I-2 to C-2, due to the fact that these are integral to the area zoned C-2, and are no longer part of the railroad right-of-way.

## 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.**

Mistake: Staff finds that there was a mistake in the existing zoning that would meet the above criteria. Prior to the comprehensive rezoning completed in 2017, the area was zoned M-3. During the 2017 rezoning, known as *Transform Baltimore*, the area directly adjacent was rezoned C-2, however, these two lots which were no longer in use as railroad right-of-way and which are physically integrated with the area zoned C-2 were not rezoned.

Required findings of fact:

(i) **Population changes**

No significant population changes have been identified in the Canton Industrial Area since the adoption of *Transform Baltimore* in 2017. However, there has been a population increase of roughly 400 people in the adjacent Brewer's Hill community to the west.

(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**

This area will be served by the future Redline, though the route of the potential Redline is not yet finalized.

(iv) **Compatibility with existing and proposed development for the area**

The parcels under review are unique in that they are former railroad right-of-way. The adjacent properties were previously industrial and served by the railroad that accessed this site. The larger site is separated by other sites by railroad right-of-way to both the east and west, and the raised O'Donnell Street to the south. To the north is the Crown Cork site which has a variety of uses including artist studios and light industrial spaces.

(v) **Recommendations of City agencies and officials**

No recommendations have been identified from City agencies or officials that would indicate a need for a change in zoning for this area.

(vi) **Consistency with the City's Comprehensive Master Plan**

The Comprehensive Plan identifies the area as potential Transit Oriented Development, due to the proximity of two of the alternative routes of the Red Line. One of the parcels is currently identified as a vacant lot, while the other is not, but appears as such. The rest of the adjacent property is being prepared for redevelopment.

Additional standards that must be considered for map amendments are:

(i) **existing uses of property within the general area of the property in question;**

The two parcels are adjacent to property zoned C-2, but that had historically been occupied by industrial uses. The immediate area includes transit, industrial and residential uses.

(ii) **the zoning classification of other property within the general area of the property in question;**

The immediate adjacent properties are zoned either C-2 or I-2. Further from the site are areas zoned R-8, and I-1.

**(iii) the suitability of the property in question for the uses permitted under its existing zoning classification;**

The properties under review are so small and disconnected from other I-2 uses that they are functional unusable as zoned.

**(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 larger area of southeast Baltimore is experiencing development pressure to transition from industrial to residential. This includes a variety of requests to rezone industrial property to allow for residential and commercial uses.

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

**EQUITY:**

- Impact:
  - The proposal will allow for the redevelopment of the adjacent parcels that are zoned C-2.
- Engagement:
  - The property owners have been in contact with impacted community members, and the Baltimore Industrial Group, neither of which have been historically excluded from planning processes.
- Internal Operations:
  - This will have limited impact on staff resources.

**NOTIFICATION:** Groups in the Canton Industrial Area, Baltimore Industrial Group, Greektown and Brewer's Hill were notified of this action. Notification was also given via the required posting on the property, as well as via the GovDelivery service.



**Tim Keane**  
**Director**



CITY OF BALTIMORE  
MAYOR BRANDON M. SCOTT

<b>TO</b>	The Honorable President and Members of the Baltimore City Council
<b>FROM</b>	Veronica P. McBeth, Director, Department of Transportation
<b>CC</b>	Mayor's Office of Government Relations
<b>DATE</b>	December 19, 2025
<b>SUBJECT</b>	25-0127 • Rezoning – 4188 ½ O'Donnell Street and Block 6543A, Lot 001B

**Position: Without recommendation**

**BILL SYNOPSIS**

Council Bill 25-0127 would rezone two narrow properties from the I-2 Zoning District to the C-2 Zoning District. The properties are former railroad rights-of-way. The I-2 District primarily allows for manufacturing and logistical uses while secondarily allowing commercial uses. The C-2 District is intended for medium-scale commercial uses that may be mixed-use in nature.

**SUMMARY OF POSITION**

The Department projects no fiscal or operational impacts resulting from the legislation and provides no recommendation on Council Bill 25-0127.



CITY OF BALTIMORE  
MAYOR BRANDON M. SCOTT

<b>TO</b>	The Honorable President and Members of the Baltimore City Council
<b>FROM</b>	Alice Kennedy, Commissioner, Housing and Community Development
<b>CC</b>	Mayor's Office of Government Relations
<b>DATE</b>	February 18, 2026
<b>SUBJECT</b>	25-0127 Rezoning – 4188 ½ O'Donnell Street and Block 6543A, Lot 001B

**Position: Favorable**



**BILL SYNOPSIS**

The Department of Housing and Community Development (DHCD) has reviewed City Council Bill 25-0127 Rezoning – 4188 ½ O'Donnell Street and Block 6543A, Lot 001B for the purpose of changing the zoning for the properties known as 4188 ½ O'Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the accompanying plat, from the I-2 Zoning District to the C-2 Zoning District; and providing for a special effective date.

If enacted, City Council Bill 25-0127 would rezone the properties known as 4188 ½ O'Donnell Street and Lot 001B from the I-2 Zoning District to the C-2 Zoning District. If approved, this Bill will take effect on the date of its enactment.

**SUMMARY OF POSITION**

At its regular meeting of January 15<sup>th</sup>, 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 two parcels addressed by the Bill from I-2 to C-2 to develop attached single-family homes on the property. Their report also noted that this rezoning would be allowed based on a mistake made during the 2017 comprehensive rezoning wherein adjacent areas were zoned C-2, while the two lots referenced within the Bill, despite no longer being used as a railroad right of way, retained their prior industrial use designation.

The property in reference is not located within any of DHCD's Streamlined Code Enforcement areas, Community Development Zones, or Impact Investment Areas. This rezoning may benefit surrounding neighborhoods such as Canton and Greektown by providing residents with additional housing opportunities.

**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.

# BALTIMORE CITY COUNCIL



## LAND USE & TRANSPORTATION COMMITTEE

*25-0127*

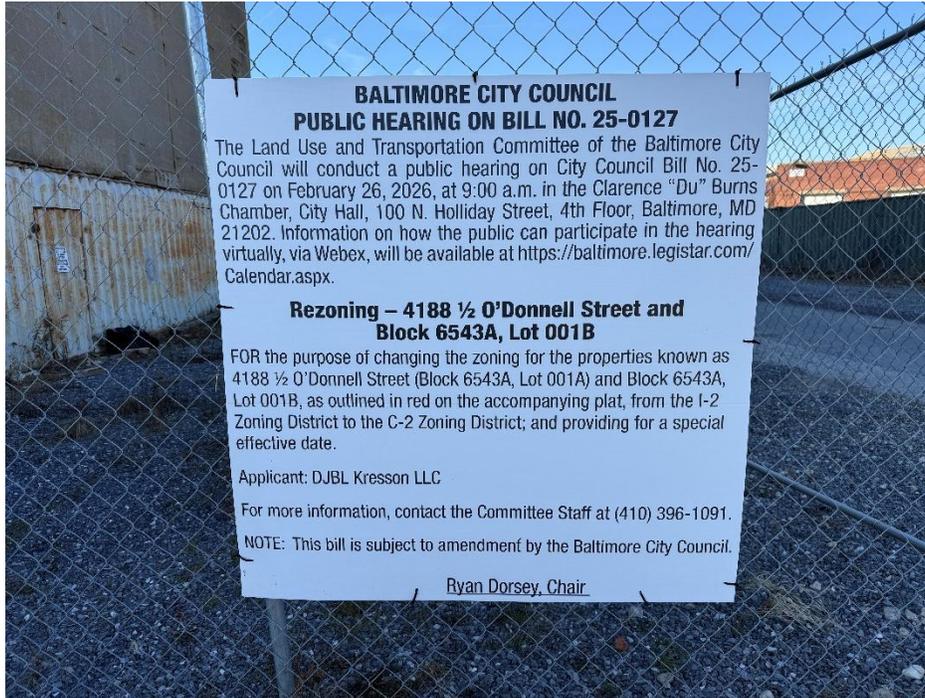
**Rezoning – 4188 ½ O’Donnell Street and Block  
6543A, Lot 001B**

## **Additional Materials**

**Baltimore City Council  
Certificate of Posting - Public Hearing Notice**

Today's Date: [01/22/2026]

**City Council Bill No.: 25-0127**



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

**Address: End of Kresson Street frontage**

**Date Posted: January 22, 2026**

**Name: Martin Ogle**

**Address: 9912 Maidbrook Road Parkville Md, 21234**

**Telephone: 443-629-3411**



Maryland The Daily Record  
200 St. Paul Place  
Baltimore, MD, 21202  
Phone: 4435248100

MARYLAND

# THE DAILY RECORD

## Affidavit of Publication

To: Rosenberg, Martin, Greenberg, LLP - Caroline L. Hecker  
25 S Charles St, Fl 21  
Baltimore, MD, 21201

Re: Legal Notice 4132169,  
PUBLIC HEARING ON BILL NO. 25-0127

We hereby certify that the annexed advertisement was published in Maryland The Daily Record, a Daily newspaper published in the State of Maryland 1 time(s) on the following date(s): 02/03/2026

By



Joy Hough  
Authorized Designee of the Publisher

### Baltimore City

#### BALTIMORE CITY COUNCIL PUBLIC HEARING ON BILL NO. 25-0127

The Land Use and Transportation Committee of the Baltimore City Council will conduct a public hearing on City Council Bill No. 25-0127 on February 23, 2026, at 9:00 a.m. in the Clarence "Doc" Burns Chamber, City Hall, 100 N. Holliday Street, 4th Floor, Baltimore, MD 21202. Information on how the public can participate in the hearing virtually, via Webex, will be available at <https://baltimore.legistar.com/Calendar.aspx>.

#### Rezoning - 4188 1/2 O'Donnell Street and Block 6543A, Lot 001B

FOR the purpose of changing the zoning for the properties known as 4188 1/2 O'Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the accompanying plat, from the I-2 Zoning District to the C-2 Zoning District; and providing for a special effective date.

Applicant: DIBL Krasson LLC

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

ES 4132169

MARYLAND  
**THE DAILY RECORD**

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Invoice Date 02/03/2026  
Customer Rosenberg, Martin,  
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Due Date 03/05/2026

**BILLING ADDRESS**

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Rosenberg, Martin, Greenberg, LLP  
25 S Charles St Fl 21  
Baltimore MD 21201

**ADVERTISER**

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25 S Charles St Fl 21  
Baltimore MD 21201

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1007736515	The Daily Record (BLT) - Public Notice	02/03/2026	25-0127	Legal - Government	1	Legal - Order of Publications - Legal Aid Bureau
<b>Subtotal</b>						\$135.54
<b>Tax</b>						\$0.00
<b>Credits</b>						\$0.00
<b>BALANCE DUE</b>						\$135.54

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IOID: 4132169

Index: Government - Baltimore City

Category: Baltimore City

Affidavit Reference: PUBLIC HEARING ON BILL NO. 25-0127

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<b>Amount Enclosed:</b>					

**Acceptable Payment Methods**

<p><b>PREFERRED METHOD</b> <b>To Pay by ACH Transfer:</b> Bank: Bank of America Send ACH remittance email to ar@bridgetowermedia.com Account Number: 237025443017 Routing: 053000196</p>	<p><b>OTHER METHODS</b> <b>To Pay by Credit Card:</b> Use the Click to Pay Online link located on the email you received or Contact Accounts Receivable: 866-802-8214 Please have your Invoice Number and Credit Card Number Ready.  <i>A payment processing fee (up to 3.0%) may apply where permitted by law and card network rules.</i></p>	<p><b>To Pay by Wire Transfer:</b> Name: BridgeTower OpCo, LLC Bank: Bank of America Swift Code: BOFAUS3N Bank Address: 100 North Tryon Street Charlotte, NC 28255 Account Number: 237025443017 Routing: 026009593</p>	<p><b>To Pay by Check use the following address:</b> Please include invoice number on check BridgeTower OpCo, LLC P.O Box 745929 Atlanta, GA 30374-5929</p>
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CERTIFICATE OF MAILING  
WRITTEN NOTICE TO PROPERTY OWNER(S)

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**City Council Bill Number: 25-0127**

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

A. Property Owner: DJBL Kresson LLC

B. Property Addresses: 4188 ½ O'Donnell Street and Block 654A, Lot 001B, Baltimore, MD 21224

or

C. \_\_\_\_\_ List of Property Owners

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

On the following date: February 11, 2026

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**Mailed By:**

---

**Applicant's Name:** Brooke A. Garman on behalf of Drew E. Tildon, Esq.

**Applicant's Organization:** Rosenberg Martin Greenberg, LLP

**Applicant's Title:** Attorney

**Applicant's Address:** 25 S. Charles Street, 21<sup>st</sup> Floor, Baltimore, MD 21201

**Applicant's Telephone Number:** (410) 727-6600<sub>4916-4934-5425, v. 1</sub>

---

*\*Note: Please attach a copy of the document that was mailed to the property owner(s).*



Brooke A. Garman, Paralegal  
25 South Charles Street, 21<sup>st</sup> Floor  
Baltimore, Maryland 21201  
T: 410.727.6600 | F: 410.727.1115  
bgarman@rosenbergmartin.com

February 11, 2026

**VIA FIRST CLASS MAIL**

DJBL Kresson LLC  
1212 York Road, Suite C-300  
Timonium, MD 21093

**Re: Baltimore City Council  
Public Hearing on Bill No. 25-0127  
Your Properties: 4188 ½ O'Donnell Street and Block 6543A, Lot  
001B, Baltimore, MD 21224**

Dear Property Owner:

**BALTIMORE CITY COUNCIL  
PUBLIC HEARING ON BILL NO. 25-0127**

The Land Use and Transportation Committee of the Baltimore City Council will conduct a public hearing on City Council Bill No. 25-0127 on February 26, 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 can participate in the hearing virtually, via Webex, will be available at <https://baltimore.legistar.com/Calendar.aspx>.

**Rezoning – 4188 ½ O'Donnell Street and Block 6543A, Lot 001B**

FOR the purpose of changing the zoning for the properties known as 4188 ½ O'Donnell Street (Block 6543A, Lot 001A) and Block 6543A, Lot 001B, as outlined in red on the accompanying plat, from the I-2 Zoning District to the C-2 Zoning District; and providing for a special effective date.

Applicant: DJBL Kresson, LLC  
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

Very truly yours,

Brooke A. Garman  
4919-3531-6879, v. 1



Rosenberg Martin Greenberg

25 South Charles Street, 21st Floor  
Baltimore, Maryland 21201



DJBL Kresson LLC  
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