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<b>FROM</b>	NAME & TITLE	THOMAS J. STOSUR, DIRECTOR	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 #16-0653 / REZONING 1314 EAST FAYETTE STREET; 1401, 1501, AND 1601 EAST PRATT STREET; AND 1400, 1500, AND 1600 BANK STREET		

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

DATE: June 7, 2016

At its regular meeting of June 2, 2016, the Planning Commission considered City Council Bill #16-0653, for the purpose of changing the zoning for the property known as 1314 East Fayette Street from the R-8 Zoning District to the B-2-4 Zoning District; and change the zoning for 1401, 1501 and 1601 East Pratt Street, and 1400, 1500, and 1600 Bank Street, from the R-8 Zoning District to the R-10 Zoning District.

In its consideration of this Bill, the Planning Commission reviewed the attached staff report which recommended amendment and approval of City Council Bill #16-653 and adopted the following resolution eight members being present (eight in favor).

RESOLVED, That the Planning Commission concurs with the recommendation of its departmental staff, and recommends that City Council Bill #16-0653 be amended and passed by the City Council.

If you have any questions, please contact Mr. Wolde Ararsa, Division Chief, Land Use and Urban Design Division at 410-396-4488.

TJS/WA

Attachment

- cc: Ms. Kaliope Parthemos, Chief of Staff
- Mr. Colin Tarbert, Deputy Mayor for Economic and Neighborhood Development
- Mr. Leon Pinkett, Assistant Deputy Mayor for Economic and Neighborhood Development
- Ms. Angela Gibson, Mayor's Office
- The Honorable Rochelle "Rikki" Spector, Council Rep. to Planning Commission
- Mr. David Tanner, BMZA
- Mr. Geoffrey Veale, Zoning Administration
- Ms. Sharon Daboin, DHCD
- Mr. Patrick Fleming, DOT
- Ms. Elena DiPietro, Law Dept.
- Ms. Melissa Krafchik, PABC
- Ms. Natawna Austin, Council Services
- Ms. Margaret Webster, HABC



*Stephanie Rawlings-Blake*  
Mayor

## PLANNING COMMISSION

*Wilbur E. "Bill" Cunningham, Chairman*

### STAFF REPORT



*Thomas J. Stosur*  
Director

**June 2, 2016**

**REQUESTS:** City Council Bill #16-0653/Rezoning - 1314 East Fayette Street; 1401, 1501, and 1601 East Pratt Street; and 1400, 1500, and 1600 Bank Street

**RECOMMENDATION:** Amend and Approve

- Delete 1314 East Fayette from City Council Bill #16-0653

**STAFF:** Tamara Woods

**PETITIONER:** The Administration (Department of Housing and Community Development)

**OWNER:** Housing Authority of Baltimore City

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

**Site Conditions:** The subject parcels, 1401, 1501, and 1601 East Pratt Street and 1400, 1500, and 1600 Bank Street comprise what is known as Perkins Homes, a public housing complex that is bordered by Pratt Street to the north, Bethel Street to the east, Bank Street to the south and Eden Street to the west. The parcel located at 1314 East Fayette Street is unimproved and located on the northeast side of the intersection of Central Avenue and Fayette Street. Though it is not directly on the corner, it does have street frontage on each major street.

**General Area:** Though Perkins Homes is its own neighborhood on the City's Neighborhood Statistical Area map, it is bordered by the Fells Point, Little Italy and Washington Hill Neighborhoods. The general project area lies within a vibrant mixed use area on the edge of downtown Baltimore close to the waterfront. This area has one of the city's most successful commercial areas, as well as, single-family and multi-family residential units.

#### **CONFORMITY TO PLANS**

The proposed rezoning is consistent with the goals and objectives of the Baltimore City Comprehensive Master Plan, specifically: LIVE Goal 1: Build Human and Social Capital by Strengthening Neighborhoods and Goal 2: Elevate the Design and Quality of the City's Built Environment.

#### **HISTORY**

There are no prior Planning Commission or City Council actions.

## **BACKGROUND**

The site of the Clarence W. Perkins Homes, known as Perkins Homes, had previously been the location of 799 dwelling units that housed 2,304 people, mostly African Americans. Perkins Homes opened on March 13, 1942 with 688 apartments limited to white residents. Originally planned as a large scale clearance project that would result in low-income housing for Baltimore residents, the development was altered with the start of WWII to house defense employees who largely worked at the Port of Baltimore.

The building design is low-scale, flat roofed garden style apartments that created insular developments, largely unrelated to the surrounding streetscape. This typical multi-tenant housing type was most popular in the Washington, D.C. region as a response to the growing Federal government, and supported by FHA construction, design, and property standards. However, unlike many other housing projects in the city, all of the buildings remain and the open spaces are largely intact.

## **ANALYSIS**

This bill is for a multi-property rezoning which would facilitate the redevelopment of Perkins Homes, a public housing complex that currently has approximately 629 apartment units. The eventual redevelopment of Perkins Homes would include mixed-income housing and provide full replacement of existing units. In order to provide for a greater income mix, more density is required. Therefore, not only will the existing footprint of Perkins Homes at 1401, 1501, and 1601 East Pratt Street and 1400, 1500, and 1600 Bank Street be used, but the Housing Authority of Baltimore City (HABC) will have to redevelop other properties in the area. The subject parcel of this rezoning at 1314 East Fayette Street is one property was being considered for redevelopment. This parcel was part of the original footprint of the redevelopment of New Lafayette Courts into what is now Pleasant View Gardens. This phase of the redevelopment was never completed and the lot is currently unimproved.

### Current Request

City Council Bill #16-0653 proposes to change the zoning for 1314 East Fayette Street from the R-8 zoning district to the B-2-4 zoning district; and change the zoning for 1401, 1501 and 1601 East Pratt Street, and 1400, 1500, and 1600 Bank Street, from the R-8 zoning district to the R-10 zoning district. The current zoning, R-8, is primarily for the development of dense rowhouses.

The requested zoning of B-2-4 for 1314 East Fayette Street is a high density neighborhood business district designation. The permitted use list in B-2-4 provides for a variety of residential, office and commercial uses that are suitable for mixed use neighborhoods and streets. The requested B-2-4 zoning district is a neighborhood business district designation that allows for high density residential with a minimum of 200 square feet of lot area per dwelling unit and a Floor Area Ratio (FAR) of 7.0. The permitted use list provides for a variety of residential, office and commercial uses that are suitable for the area. The R-10 zoning district for Perkins Homes is a high density residential zoning district that has a lot area of 200 square feet per dwelling unit, like B-2-4, but has a FAR of 6.0 and only allows for very limited commercial that is internal to a multi-family building.

In completing its analysis, the Department of Planning Staff not only studied the request based on the Maryland Land Use Article, but also the character of the site. As stated earlier, 1314 East Fayette Street is unimproved, but has frontage on two major commercial corridors, Central Avenue and Fayette Street. It is approximately 2.614 acres and is adjacent to Douglass Homes another public housing development under HABC. The remaining subject parcels of this rezoning, 1401, 1501, and 1601 East Pratt Street and 1400, 1500, and 1600 Bank Street, which comprise Perkins Homes, is a 1942 public housing development located on approximately 23 acres in southeast Baltimore City. The existing development consists of 48 apartment buildings and one community building.

### **Rezoning Standards for Review**

According to Maryland Land Use Article, Division I, Title 10 (Baltimore City Zoning), any proposed zoning changes must be referred to the Baltimore City Planning Commission and to the Board of Municipal and Zoning Appeals (BMZA), which must study the proposed changes in relation to:

1. The plan – The Baltimore City Comprehensive Master Plan is not so specific as to recommend land use and/or zoning changes for the properties in question. But as stated previously, this request is in-line with the goals and objectives of LIVE EARN PLAY LEARN to strengthen neighborhoods by building human and social capital, as well as, elevating the quality of design within the City.
2. The needs of Baltimore City- The proposed B-2-4 and R-10 zoning districts supports the City's Master Plan to strengthen neighborhoods, by specifically stating in LIVE Goal 1 Objective 1: Expand Housing Choices for all Residents and Objective 2: Target Neighborhood Planning to Leverage Investment. In addition, Goal 2 Objective 1: Create standards for hiring design professionals to foster the design of high quality City projects.
3. The needs of the particular neighborhood in the vicinity of the proposed changes- The proposed B-2-4 and R-10 zoning district also supports the specific neighborhood needs to provide for additional commercial uses and higher density variety of residential in the area by implementing a long-term vision of creating a mixed-use more walkable area that allows people to live, work and play in the same neighborhood while expanding housing choice for all incomes. The parcel 1314 East Fayette Street is part of the Oldtown Redevelopment Plan, which was adopted at Planning Commission in 2010, highlights this site for future mixed-use redevelopment as part of an initiative along Fayette Street, a major commercial corridor. Currently, Perkins Homes is in the midst of a planning process that includes all of the parcels, including the Fayette Street site, as well as Perkins Homes itself. The increased density afforded by both the B-2-4 and R-10 rezoning categories would facilitate the increased proposed density.

Once the Planning Commission and BMZA report their findings and recommendations to the Mayor and City Council, the City Council shall make the following findings of fact:

1. Population change- Perkins Homes, is its own neighborhood on the City's Neighborhood Statistical Area Map. This neighborhood experienced an approximate 6% population increase between 2000 and 2010. The subject parcel, 1314 East Fayette Street is in the Dunbar-Broadway neighborhood, which experienced an approximate 25% decrease during the same period. During this time, neighborhoods immediately adjacent to Perkins Homes saw population increases; the Fells Point neighborhood has experienced

at 30.3% population increase, Washington Hill experienced a 3% increase and Little Italy a 4.2% increase.

2. Availability of public facilities- The properties are well served by City services, with no expected impacts as a result of rezoning.
3. Present and future transportation problems- The exact future impact is not known at this time. As a matter of course, any developer would work with the Department of Transportation and the Parking Authority for transportation and parking solutions.
4. Compatibility with existing and proposed development for the area- The rezoning proposal is consistent with the existing and proposed development in the area which typically consists of higher density mixed-use, residential, commercial, office uses. The zoning surrounding 1401, 1501, and 1601 East Pratt Street; and 1400, 1500, and 1600 Bank Street is a mixture of R-8, B-1-2, B-2-2, OR-2, M-2-2. The zoning surrounding and near 1314 East Fayette Street is R-7, R-8, B-2-2, B-3-2 and B-2-4.
5. Recommendations of the Baltimore City Planning Commission and the BMZA- For the above reasons, the Planning Department will recommend approval of the rezoning request to the Planning Commission. The BMZA has not yet commented on this bill.
6. Relationship of the proposed amendment to Baltimore City's plan- As mentioned above, the proposed zoning changes are compatible with LIVE EARN PLAY LEARN, the City's Comprehensive Master Plan.

The City Council may grant the amendment to change the zoning classification based on a finding that there was either a substantial change in the character of the neighborhood where the property is located, or that there was a mistake in the existing zoning classification. In this case, the neighborhood is undergoing substantial change in character that is reflected in the Planning Department analysis below.

### **Supporting Rezoning Based on Substantial Change**

Southeast Baltimore underwent a major comprehensive rezoning in 2007. During this time the area began to undergo the continual substantial change that we see today with the redevelopment of Harbor East from an old industrial site to mixed use. Also, the Baltimore City Parking Authority had just completed the construction of the Fleet and Eden Streets Parking garage. This substantial change of the area has continued over the past seven years through further conversion of old industrial buildings to a mix of uses.

Also, there has been significant new development either built or planned for the general area. The largest redevelopment is the Harbor Point Redevelopment, which is a ±27.6 acre Planned Unit Development (PUD) located south of Lancaster Street between Central Avenue and Caroline Street. In June 2013, the Mayor and City Council approved the Harbor Point PUD with a new PUD that allows for a maximum of 3.02 million gross square feet (gsf) of development and 3,300 parking spaces. This increase from the original 1.8M gsf is to add more residential/hotel uses. The main points of ingress/egress of the site will be Central Avenue and Caroline Street.

In addition, there are two high-rise mixed use developments planned within walking distance of Perkins Homes: 1.) Harbor East Development Group has a proposal to create a high rise mixed-use development on 600 South Eden Street, with a later phase anticipated on the block to the

north; and 2.) Workshop Development has planned for a high-rise mixed use development at 801- 809 Eastern Avenue. Both sites were rezoned from M-2-2 to B-2-4 in 2015.

As previously mentioned, 1314 East Fayette is included in the Oldtown Redevelopment Plan. As part of implementation of the plan, both Baltimore Housing and the Baltimore Development Corporation issued a joint Request for Proposals for the redevelopment of Oldtown Mall and the former Somerset Homes in April 2014. As a result, both agencies are working with a developer that would provide replacement housing for Somerset Homes, as well as market rate homes with office and commercial uses. The subject parcel was not included in the RFP.

**Amendment**

Since City Council Bill #16-0653 was introduced, Baltimore Housing has revisited the proposed rezoning for 1314 E Fayette and has decided that it is no longer necessary to pursue a rezoning at this time. Though it would meet the rezoning standards, Planning Staff supports Baltimore Housing's request to no longer pursue a rezoning at this address and recommend that it be removed.

**TransForm Baltimore**

The TransForm Baltimore zoning recommendation for these sites is R-8. While the proposed rezoning request is not in keeping with the TransForm Baltimore recommendation, since the introduction of TransForm Baltimore, Planning Staff has worked with the HABC to prepare amendments to TransForm Baltimore that would rezone 1314 East Fayette to C-2 and 1401, 1501, and 1601 East Pratt Street; and 1400, 1500, and 1600 Bank Street to a combination of R-10 and C-2.

**Notifications:**

In advance of a hearing on this matter, staff notified the following property owners and organizations: Baltimore Housing (Housing Authority of Baltimore City and the Housing Authority of Baltimore City Resident Advisory Board), Fells Point Community Organization, , Fells Point Task Force, Washington Hill Community Association, Little Italy Property Owners Association, Little Italy Community Organization-(LICO), Douglass Place Community Association and City Councilman Carl Stokes.



**Thomas J. Stosur**  
**Director**