

BALTIMORE CITY COUNCIL ECONOMIC AND COMMUNITY DEVELOPMENT COMMITTEE

Mission Statement

On behalf of the Citizens of Baltimore City, the Committee on Economic and Community Development (ECD) is responsible for supporting strong thriving communities. ECD will review proposed zoning and land use changes, tackle issues related to economic development, oversee housing policy, and promote equitable economic opportunity for all Baltimore residents.

The Honorable Sharon Green Middleton

PUBLIC HEARING

July 2, 2024 2:02 PM CLARENCE "DU" BURNS COUNCIL CHAMBERS

24-0504

Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue

CITY COUNCIL COMMITTEES

ECONOMIC AND COMMUNITY DEVELOPMENT

Sharon Green Middleton, Chair John Bullock - Vice Chair Mark Conway Ryan Dorsey Antonio Glover Odette Ramos Robert Stokes

Staff: Anthony Leva (410-396-1091)

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Eric Costello. Chair Kristerfer Burnett Ryan Dorsey Danielle McCray Sharon Green Middleton Isaac "Yitzy" Schleifer Robert Stokes

Staff: Marguerite Currin (443-984-3485)

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Mark Conway - Chair Kristerfer Burnett Zeke Cohen Erick Costello Antonio Glover Phylicia Porter **Odette Ramos**

Staff: Anthony Leva (410-396-1091)

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(FP)

John Bullock, Chair Eric Costello, Vice Chair Isaac "Yitzy" Schleifer Danielle McCray Phylicia Porter

Staff: Marguerite Currin (443-984-3485)

COMMITTEE OF THE WHOLE (COW)

President Nick Mosby, Chair All City Council Members

Staff: Larry Greene (410-396-7215)

EDUCATION, WORKFORCE, AND YOUTH (EWY)

Robert Stokes - Chair John Bullock Zeke Cohen Antonio Glover Sharon Green Middleton Phylicia Porter

James Torrence

Staff: Deontre Hayes (410-396-1260)

HEALTH, ENVIRONMENT, AND TECHNOLOGY (HET)

Danielle McCray - Chair John Bullock Mark Conway Ryan Dorsey Phylicia Porter James Torrence Isaac "Yitzy" Schleifer

Staff: Deontre Hayes (410-396-1260)

RULES AND LEGISLATIVE OVERSIGHT (OVERSIGHT)

Isaac "Yitzy" Schleifer, Chair Kristerfer Burnett Mark Conway Eric Costello Sharon Green Middleton Odette Ramos

James Torrence Staff: Richard Krummerich (410-396-1266)

LEGISLATIVE INVESTIGATIONS (LI)

Eric Costello, Chair Sharon Green Middleton, Vice Chair Isaac "Yitzy" Schleifer Robert Stokes Danielle McCray

Staff: Marguerite Currin (443-984-3485)

Effective: 08/21/23 Revised: 10/03/23

CITY OF BALTIMORE

BRANDON St. SCOTT, Major



OFFICE OF COUNCIL SERVICES

LARRY E. GREENE, Director 415 City Hall, 100 N. Halliday Mirect Baltimore, Visryland 21262 416-396-7215 / Fast 410-545-7596 omail: larry-greene@haltimorecity.gov

BILL SYNOPSIS

Committee: Economic and Community Development

Bill: 24-0504

Title: Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue

Sponsor: Vice President Middleton

Introduced: April 8, 2024

Purpose: FOR the purpose of permitting, subject to certain conditions, the conversion of a single-family dwelling unit into 3 dwelling units in the R-8 Zoning District on the property known as 2905 Parkwood Avenue (Block 3232A, Lot 003), as outlined in red on the accompanying plat; and granting variances from certain bulk (lot area size), and off-street parking requirements. BY authority of

Article - Zoning

Section(s) 5-201(a), 5-305(a), 5-308, 9-401 (Table 9-401), 9-701(2), 9-703(f), 16-203, and

16-602 (Table 16-406)

Baltimore City Revised Code

(Edition 2000)

Effective: On the 30th day after enactment

Agency Reports

City Solicitor	Approve
Dept of Housing & Community Development	Favorable
Planning Commission	Approve
BMZA	Defers to Planning Department
Baltimore Development Corporation	Favorable
Dept of Transportation	No Objection
Parking Authority	NOT REFEREED ON BILL
Office of Equity & Civil Rights	Favorable contingent on accessibility
Department of Public Works	No Objection

Favorable

Analysis

Background

City Law

Article 32 – Zoning, Sections 5-201(a), 5-508, 14-334, and Table 12-501.

To approve a conditional use, the City Council must find, based on facts presented at a hearing on the bill:

- 1. The establishment, location, construction, maintenance, or operation of the conditional use would not be detrimental to or endanger the public health, safety, or welfare;
- 2. The use would not be precluded by any other law, including an applicable Urban Renewal Plan;
- 3. The authorization would not be contrary to the public interest; and
- 4. The authorization would be in harmony with the purpose and intent of the Baltimore City Zoning Code

Article 32 – Zoning 5-308 deals with variances for zoning-related projects and requires that the City Council must find that the variance is based on an unnecessary hardship or practical difficulty rather than an inconvenience. The City Council is required to also make the following findings:

- (1) the conditions on which the application is based are unique to the property for which the variance is sought and are not generally applicable to other property within the same zoning classification;
- (2) the unnecessary hardship or practical difficulty is caused by this Code and has not been created by the intentional action or inaction of any person who has a present interest in the property;
- (3) the purpose of the variance is not based exclusively on a desire to increase the value or income potential of the property;
- (4) the variance will not: (i) be injurious to the use and enjoyment of other property in the immediate vicinity; or (ii) substantially diminish and impair property values in the neighborhood;
- (5) the variance is in harmony with the purpose and intent of this Code;
- (6) the variance is not precluded by and will not adversely affect: (i) any Urban Renewal Plan; (ii) the City's Comprehensive Master Plan; or (iii) any Historical and Architectural Preservation District; and
- (7) the variance will not otherwise: (i) be detrimental to or endanger the public health, safety, or welfare; or (ii) be in any way contrary to the public interest.

Bill Analysis

This bill if enacted would allow the construction of a cultural facility and parking lot on the property known as 4910 Park Heights Avenue. This cultural facility and parking lot would support the CC Jackson Park and the new Enoch Pratt Free Library which is to be constructed. The parking lot would include 47 spaces and have electric vehicle parking and charging. The library itself is only required to provide 5 parking spaces but this would be insufficient to also support an expanded CC Jackson Park, and cultural center. It is also expected that the additional parking would help support other community programing including a new pavilion which will be rentable.

The proposed parking lot is within the Park Heights Urban Renewal Plan area and complies with the URP requirements. The authorization would not be contrary to the public interest, as it would be part of an array of on-site physical changes designed to encourage greater and more varied use of the park. As such, the authorization would be in harmony with the purpose and intent of the Zoning Code.

Additional Information

Fiscal Note: Not Available

Information Source(s): Agency Reports, 22-0208 1st reader, Baltimore City Building Code,

Analysis by: Anthony Leva Direct Inquiries to: 410-396-1091

Analysis Date: June 27, 2024

CITY OF BALTIMORE COUNCIL BILL 24-0504 (First Reader)

Introduced by: Councilmember Middleton

At the request of: The Administration (Department of Recreation and Parks)

Introduced and read first time: April 8, 2024

Assigned to: Economic and Community Development Committee

REFERRED TO THE FOLLOWING AGENCIES: City Solicitor, Department of Housing and Community Development, Planning Commission, Office of Equity and Civil Rights, Board of Municipal and Zoning Appeals, Baltimore Development Corporation, Department of Transportation,

Department of Public Works, Department of Recreation and Parks

A BILL ENTITLED

AN ORDINANCE concerning 1 **Zoning – Open Space District – Conditional Use** 2 Cultural Facility and Parking Lot – Variances – 3 C.C. Jackson Park and Library – 4910 Park Heights Avenue 4 FOR the purpose of permitting, subject to certain conditions, the establishment, maintenance, and 5 operation of a cultural facility and an open off-street parking area on the property known as 6 C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065) as outlined in red on the accompanying plats; and providing for a special effective 8 9 date. 10 By authority of Article - Zoning 11 Section(s) 5-201(a), 5-305(a), 5-508, 7-202, Table 7-202, 14-308, 14-331, 16-205, 16-602 12 13 and Table 16-406 Baltimore City Revised Code 14 (Edition 2000) 15 SECTION 1. BE IT ORDAINED BY THE MAYOR AND CITY COUNCIL OF BALTIMORE, That 16 17 permission is granted for the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as 4910 Park Heights Avenue (Block 18 19 4605, Lots 001-018, 021, 055-065), as outlined in red on the plat accompanying this Ordinance, in accordance with Baltimore City Zoning Code §§ 5-201(a), 5-508, 7-202, 14-308, and 14-331 20 subject to the condition that the cultural facility and parking area complies with all applicable 21 federal, state, and local licensing and certification requirements. 22 **SECTION 2.** AND BE IT FURTHER ORDAINED. That pursuant to the authority granted by 23 §§ 5-201(a), 5-305(a), and 5-308 of the Zoning Code, permission is granted for a variance from 24 25 the requirements of § 16-205, § 16-602, and Table 16-406: Required Off-Street Parking for off-street parking. 26

Council Bill 24-0504

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

SECTION 4. AND BE IT FURTHER ORDAINED, That this Ordinance takes effect on the date it is enacted.

ECONOMIC AND COMMUNITY DEVELOPMENT COMMITTEE

24-0504 AGENCY REPORTS

ZONING - OPEN SPACE DISTRICT CONDITIONAL USE CULTURAL FACILITY AND
PARKING LOT - VARIANCES - C.C. JACKSON
PARK AND LIBRARY - 4910 PARK HEIGHTS
AVENUE

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

July 1, 2024

The Honorable President and Members of the Baltimore City Council
Attn: Natawna B. Austin, Executive Secretary Room 409, City Hall
100 N. Holliday Street
Baltimore, Maryland 21202

Re: City Council Bill 24-0508 – Zoning – Open Space District – Conditional Use Cultural Facility and Parking Lot – Variances – C.C. Jackson Park and Library – 4910 Park Heights Avenue

President and City Council Members:

The Law Department has reviewed City Council Bill 24-0504 for form and legal sufficiency. The bill is for the purpose of permitting, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065) as outlined in red on the accompanying plats.

The purpose of the Open-Space ("OS") Zoning District is to enhance the quality of life for City residents by permanently preserving public open space as an important public asset and critical environmental infrastructure. Table 7-202: Open-Space Districts shows Permitted and Conditional Uses allowed within an Open-Space Zoning District. Cultural facilities are allowed but must be designed so that the location of entrances and exits, exterior lighting, service areas, and parking and loading facilities will minimize traffic congestion, pedestrian hazards, and adverse impacts on adjacent properties.

In its consideration of this Bill, the Planning Comm. adopted the following resolutions, for the parking variance, that: (1) the conditions on which the application is based are unique to the property for which the variance is sought and are not generally applicable to other property within the same zoning classification; (2) the unnecessary hardship or practical difficulty is caused by this Code and has not been created by the intentional action or inaction of any person who has a present interest in the property; (3) the purpose of the variance is not based

exclusively on a desire to increase the value or income potential of the property; (4) the variance will not: (i) be injurious to the use and enjoyment of other property in the immediate vicinity; or (ii) substantially diminish and impair property values in the neighborhood; (5) the variance is in harmony with the purpose and intent of this Code; (6) the variance is not precluded by and will not adversely affect: (i) any Urban Renewal Plan; (ii) the City's Comprehensive Master Plan; or (iii) any Historical and Architectural Preservation District; and (7) the variance will not otherwise: (i) be detrimental to or endanger the public health, safety, or welfare; or (ii) be in any way contrary to the public interest. Planning Commission recommends approval of the variance for parking as thee requirements for a variance were satisfied.

If the City Council finds the necessary facts at the public hearing and all procedural requirements are met, the Law Department is prepared to approve the bill for form and legal sufficiency.

ncerely yours,

Elena R. DiPietro

Chief Solicitor

Practice Group Chief

Elena DiRetro

cc: Ebony Thompson, City Solicitor
Nina Themelis, Mayor's Office of Government Relations
Hilary Ruley, Chief Solicitor
Ashlea Brown, Chief Solicitor
Michelle Toth, Assistant Solicitor
Ahleah Knapp

5	NAME &	CHRIS RYER, DIRECTOR
0 0	AGENCY NAME & ADDRESS	DEPARTMENT OF PLANNING 8 TH FLOOR, 417 EAST FAYETTE STREET
L	SUBJECT	CITY COUNCIL BILL #24-0504 / ZONING - OPEN SPACE DISTRICT - CONDITIONAL USE CULTURAL FACILITY AND PARKING LOT - VARIANCES - C.C. JACKSON PARK AND LIBRARY - 4910 PARK HEIGHTS AVENUE



May 10, 2024

DATE:



TO

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

At its regular meeting of May 9, 2024, the Planning Commission considered City Council Bill #24-0504, for the purpose of permitting, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065) as outlined in red on the accompanying plats; 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 #24-0504 and adopted the following resolutions, with eight members being present (eight in favor):

RESOLVED, That the Planning Commission finds, in accordance with §5-308 and §5-406 of Article 32 – *Zoning*, that:

- (1) the conditions on which the application is based are unique to the property for which the variance is sought and are not generally applicable to other property within the same zoning classification;
- (2) the unnecessary hardship or practical difficulty is caused by this Code and has not been created by the intentional action or inaction of any person who has a present interest in the property;
- (3) the purpose of the variance is not based exclusively on a desire to increase the value or income potential of the property;
- (4) the variance will not:
 - (i) be injurious to the use and enjoyment of other property in the immediate vicinity; or
 - (ii) substantially diminish and impair property values in the neighborhood;
- (5) the variance is in harmony with the purpose and intent of this Code;
- (6) the variance is not precluded by and will not adversely affect:
 - (i) any Urban Renewal Plan;
 - (ii) the City's Comprehensive Master Plan; or
 - (iii) any Historical and Architectural Preservation District; and
- (7) the variance will not otherwise:
 - (i) be detrimental to or endanger the public health, safety, or welfare; or
 - (ii) be in any way contrary to the public interest.

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 #24-0504 be **approved** by the City Council.

If you have any questions, please contact Mr. Eric Tiso, Division Chief, Land Use and Urban Design Division at 410-396-8358.

CR/ewt

attachment

cc: Ms. Nina Themelis, Mayor's Office

The Honorable Eric Costello, Council Rep. to Planning Commission

Mr. Colin Tarbert, BDC

Ms. Rebecca Witt, BMZA

Mr. Geoffrey Veale, Zoning Administration

Ms. Stephanie Murdock, DHCD

Ms. Elena DiPietro, Law Dept.

Mr. Francis Burnszynski, PABC

Mr. Liam Davis, DOT

Ms. Natawna Austin, Council Services



PLANNING COMMISSION Sean D. Davis, Chairman, Eric Stephenson, Vice Chair Chris Rver **STAFF REPORT**

Director

May 9, 2024

REQUEST: City Council Bill #24-0504 / Zoning – Open Space District – Conditional Use Cultural Facility and Parking Lot – Variances – C.C. Jackson Park and Library – 4910 Park Heights Avenue

For the purpose of permitting, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065) as outlined in red on the accompanying plats; and providing for a special effective date.

RECOMMENDATION: Approval

STAFF: Renata Southard

PETITIONERS: Councilperson Sharon Middleton Green on behalf of The Administration

(Department of Recreation and Parks)

OWNER: Mayor and City Council

SITE/ GENERAL AREA

Site Conditions: This site is on the southern edge of the existing CC Jackson Park, in the Central Park Heights Neighborhood and within the boundary of the Park Heights Major Redevelopment Area. The site consists of several individual Mayor and City Council-owned parcels, which are expected to be consolidated and subdivided into two sites as part of the development project, with one site remaining as a public park use and the other house the new Park Heights Branch Enoch Pratt Free Library. The site is relatively flat and contained a number of buildings until they were demolished in 2018. Since that time, the site has been planted with grass.

General Area: The site is located the northwest corner of the intersection of Park Heights and Woodland Avenues, approximately 2 miles west of I-83, 0.5 miles south of Northern Parkway, 0.5 miles east of Reisterstown Road, and 0.5 miles north of Cold Sprint Lane. There are a mix of newly constructed buildings, older historic buildings and a variety of land-uses surrounding the site. CC Jackson Park and Recreation Center are located to the immediately north, newly constructed age-restricted (senior) multi-family housing developments are located to the south and east of the site, and new a range of newly constructed housing is planned for the south and southwest of the site. These new typologies include semi-detached and detached housing. There are also existing rowhouses to the west and northwest of the site, and two new 21st Century Schools within 0.5 miles of the site.

HISTORY

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

CONFORMITY TO PLANS

The proposed action is supportive of 2006 Park Heights Plan (amended in 2008), which was adopted by the Planning Commission. The Park Heights Plan addressed land use and human services within Park Heights. The plan identified Park Heights and Woodland Avenues as major redevelopment area and recommended adding 7 acres of land to expand CC Jackson Park to benefit existing and future residents. The 2009 Park Heights Urban Renewal Plan (amended 2014) was created to provide housing, economic opportunities for PH residents. The library, recreation center and expanded park use support both of the plans referenced above; the parking lot is accessory to and in support of those uses.

ANALYSIS

<u>Background</u>: The Department of Recreation and Parks is in the process of further developing recreational options at CC Jackson Park, and the park is undergoing a renovation and upgrades to the newly expanded park site. To augment an existing outdoor swimming pool and small recreation building, a new fitness and wellness center, improved basketball courts, and a large open field for athletics are to be created. Additionally, a new Enoch Pratt Free Library is being constructed on the site near the corner of Park Heights and Woodland Avenues. To serve some patrons of these new facilities, DRP is proposing to construct a parking lot for approximately 47 cars (including spaces for handicapped-accessible transportation) on the southwestern portion of the park, adjacent to the new library building.

The Park Heights major redevelopment area has been a Department of Housing and Community Development (DHCD) for many years. DHCD issued a request for proposal (RFP) to develop vacant property in Central Park Heights in the area adjacent to CC Jackson Park as the first step in a multi-year initiative. Several nearby parcels have been awarded to developers for creation of new multi-family, semi-detached, and detached housing.

The CC Jackson Park planning process took place during 2018 and 2019. The Enoch Pratt Free Library location was identified at the beginning of the planning process. In June 2018, a series of focus groups, interviews and public meetings were held to incorporate resident feedback. In Fall 2018 the Initial concepts were shared at a community meeting and an open house to gather input and feedback. Final concept plan was presented at the February PCDA meeting for feedback and comments in February 2019. Since that time, public meetings and community engagement has continued.

CC Jackson Park is zoned Open Space (OS). OS zoning allows cultural facilities (the library) via conditional use approval by the Board of Municipal Zoning Appeals (BMZA). Parking in OS zoning is conditional by Ordinance, but cultural facilities are required to provide parking at a rate "1 space per 4,000 gross SF area" (Article 32, Table 16-406A). The proposed library is required to provide only 5 spaces, however zoning permits to up to 10 spaces (Article 32 -\sqrt{16-205}). 10 spaces are insufficient for the Library as well as increased park programming. The request for 47 proposed parking spaces for shared use by the library and park patrons is consistent with the

needs of staff and patrons at similar libraries throughout the City. The proposed parking lot will augment access to the Library, Rec & Parks programming, community sponsored events, and general park usage. Overflow parking is needed during off hours, weekends when large neighborhood and citywide events and park activities take place- the Rec Center's existing parking lot is insufficient. A new pavilion rental will also draw use of the new parking lot. The parking lot will be closed to the public daily after the library hours when there are no library, rec or park scheduled activities.

Conditional Use: Per §5-406 {"Approval standards"} of Article 32 – Zoning:

(b) Limited criteria for denying.

Neither the Board of Municipal and Zoning Appeals, nor the City Council, as the case may be, may approve a conditional use unless, after public notice and hearing and on consideration of the standards required by this subtitle, it finds that:

- (1) the establishment, location, construction, maintenance, or operation of the conditional use would not be detrimental to or endanger the public health, safety, or welfare;
- (2) the use would not be precluded by any other law, including an applicable Urban Renewal Plan;
- (3) the authorization would not be contrary to the public interest; and
- (4) the authorization would be in harmony with the purpose and intent of this Code.

In conferring with staff of the Department of Recreation and Parks, Planning staff have determined that the proposed parking lot would not be detrimental to or endanger public health, safety, or welfare. The plans for the proposed parking lot completed review by the Urban Design and Architecture Advisory Panel on August 24, 2023. The plans for the parking lot were also reviewed by the Site Plan Review Committee (SPRC) during review of CC Jackson Park on November 9, 2022. The library building will be reviewed separately in the near future and is in the process of being scheduled. The proposed parking lot is within the Park Heights Urban Renewal Plan area and complies with the URP requirements. The authorization would not be contrary to the public interest, as it would be part of an array of on-site physical changes designed to encourage greater and more varied use of the park. As such, the authorization would be in harmony with the purpose and intent of the Zoning Code.

Below is the staff's review of §5-406(b) {"Required considerations"} of Article 32 – Zoning:

(b) Required considerations.

As a further guide to its decision on the facts of each case, the Board of Municipal and Zoning Appeals must consider the following, where appropriate:

- (1) the nature of the proposed site, including its size and shape and the proposed size, shape, and arrangement of structures;
- (2) the resulting traffic patterns and adequacy of proposed off-street parking and loading;
- (3) the nature of the surrounding area and the extent to which the proposed use might impair its present and future development;
- (4) the proximity of dwellings, churches, schools, public structures, and other places of public gathering;
- (5) accessibility of the premises for emergency vehicles;
- (6) accessibility of light and air to the premises and to the property in the vicinity;
- (7) the type and location of adequate utilities, access roads, drainage, and other necessary facilities that have been or will be provided;
- (8) the preservation of cultural and historic landmarks and structures:
- (9) the character of the neighborhood;
- (10) the provisions of the City's Comprehensive Master Plan;
- (11) the provisions of any applicable Urban Renewal Plan;
- (12) all applicable standards and requirements of this Code;

- (13) the intent and purpose of this Code; and
- (14) any other matters considered to be in the interest of the general welfare.

Staff finds that the proposed parking lot is appropriate for the site, given the other improvements being planned in CC Jackson Park that would be served by the parking facility. Given its specific location, the parking lot area is not readily usable for recreation buildings or other large structures. The spaces between the proposed parking area and Woodland Avenue are being landscaped in ways that are complementary to other initiatives to enhance the Park Heights major redevelopment area. Given these mitigations, there are no anticipated adverse impacts on utilities, neighborhoods, community organizations, or cultural landmarks in the parking lot's vicinity.

Equity:

Impact:

- O How might the proposal impact the surrounding community in the short or long term? The proposed parking lot is intended to serve desirable uses of park, recreation, and library facilities in Park Hights. The project would likely also create increases in traffic and noise during the construction phase, but the long-term impact to the neighborhood is overwhelmingly positive for a community that has been historically disinvested. The project team also worked to reorient the parking to have less impact on residents and prioritized locating the library entrance nearer to the bus stop at the corner of Park Heights and Woodland Avenues.
- How would this proposal impact existing patterns of inequity that persist in Baltimore?
 This proposal directly impacts patterns of inequity by investing in a neighborhood that has historically been disinvested.

Engagement:

Has the community been meaningfully engaged in discussing this proposal? How are residents who have been historically excluded from planning processes being authentically included in the planning of the proposed policy or project?
 The community has been participating in the design of the park and library since 2019. A variety of open meetings and focus groups helped to inform the final design.

Internal Operations:

 This may include staff commentary regarding impact on staff time or resources devoted to a project. While the project has taken years to complete, Planning staff has not been disproportionately impacted and resources devoted to this item are typical of other Conditional Use by Ordinance items.

<u>Notifications</u>: Park Heights Renaissance, CHAI, City Councilmembers, Pimlico Good Neighbors, Parklane, Arlington, Woodmere, Cylburn, Levindale-Sunset, Pimlico Terrace, Plantation Park Heights, Candy Stripe, several faith leaders, NHP Foundation, and PCDA Members were notified of this item on April 24, 2024.

Chris Ryer Director

CITY OF BALTIMORE

Brandon M. Scott, Mayor



BOARD OF MUNICIPAL AND ZONING APPEALS

Rebecca Lundberg Witt, Executive Director

April 22, 2024

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

> Re: CC Bill #24-0504 Zoning-Open Space District- Conditional Use Cultural Facility and Parking Lot-Variances-C.C. Jackson Park and Library- 4910 Park Heights Avenue

Ladies and Gentlemen:

City Council Bill No. 24-0504 has been referred by your Honorable Body to the Board of Municipal and Zoning Appeals for study and report.

The purpose of City Council Bill No. 24-0504 is to permit, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018,021,055-065); and to provide for a special effective date. BMZA is deferring its recommendation on the legislation to that of the report and recommendation of the Planning Commission.

Sincerely,

Rebecca Lundberg Witt Executive Director

Pebena & VIII

CC: Mayor's Office of Council Relations

City Council President Legislative Reference



MEMORANDUM

DATE: May 2, 2024

TO: Economic and Community Development Committee

FROM: Colin Tarbert, President and CEO

POSITION: Favorable

SUBJECT: Council Bill 24-0504

INTRODUCTION

The Baltimore Development Corporation (BDC) is reporting on City Council Bill 24-0504 introduced by Councilmember Middleton.

PURPOSE

Council Bill 24-0504 is intended to grant the necessary variances in an Open Space District to allow for development at the property known as 4910 Park Heights Avenue.

BRIEF HISTORY

The Enoch Pratt Free Library and the Department of Recreation and Parks are collaborating on a development plan to include a new library and expansion of the parkland at this site. Currently, the Open Space Zoning designation does not allow for parking, which is a critical need for the library. Additionally, the future parking spaces will also be shared with C.C. Jackson Park. The Conditional Use variance is necessary to help complete this aspect of the development for the Greater Park Heights Community.

FISCAL IMPACT

None.

AGENCY POSITION

The Baltimore Development Corporation respectfully submits a **favorable** report on City Council Bill 24-0504. If you have any questions, please contact Kim Clark at 410-837-9305 or KClark@baltimoredevelopment.com.

cc: Nina Themelis, Mayor's Office of Government Relations
Sophia Gebrehiwot, Mayor's Office of Government Relations

[DG]



CITY OF BALTIMORE MAYOR BRANDON M. SCOTT

TO	The Honorable President and Members of the Baltimore City Council	
FROM	Kahlil Zaied, Acting Director, Department of Public Works Khalil Zaied	
DATE	May 20, 2024	
SUBJECT	City Council Bill 24-0504 (Zoning – Open Space Zoning District – Conditional Use Cultural Facility and Parking Lot – Variances – C.C. Jackson Park and Library – 4910 Park Heights Avenue	

The Honorable President and Members of the City Council City Hall, Room 400 5/20/24

Position: No objection

SUMMARY OF POSITION

Enactment of City Council Bill 24-0504 would permit, subject to certain conditions, establishing, maintaining, and operating a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065).

The subject properties are located at the northwest corner of the intersection of Park Heights and Woodland Avenues and are within the boundaries of the Park Heights Major Redevelopment Area. C.C. Jackson Park and Recreation Center are to the north of these properties. The intent is to consolidate the multiple properties into two parcels; one to expand the existing park land, and the second to construct a public library and a 47-space parking lot to service the library and various recreational activities. C.C. Jackson Park is zoned as an Open Space district and is currently undergoing renovations and upgrades. Planning for the C.C. Jackson Park began in 2018 and the desire for a library was always part of the community's plans. Cultural facilities are allowed in Open Space districts under conditional approval by the Board of Municipal and Zoning Appeals. Cultural facilities are required to provide parking according to a formula, but parking in Open Space districts is conditional by ordinance. Due to the planned shared library and recreational uses for the parking lot, this ordinance would be granting a variance to allow development of a 47-space parking lot.

The Department of Public Works does not usually comment on zoning issues, but has no objection to passage of City Council Bill 24-0504 as this bill is the result of extensive planning and community involvement, and has been found by the Planning Commission to not adversely affect various plans in the area nor be contrary to the general public interest.

F	Name & Title	Reginald Moore Executive Director	CITY OF BALTIMORE
R O M	Agency Name 8 Baltimore City Department of Recreation & Parks 3001 East Drive, Baltimore, Maryland (MD) 21217		MEMO
	Subject :	City Council Bill 24-0504 Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library	

ONTHWORE 1797

DATE: May 9, 2024

T0: The Honorable City Council President Nick Mosby
Members of the City Council
11516269647090529263.docCity Hall, Room 400
100 North Holliday Street
Baltimore, MD 21202

I am herein reporting on City Council 24-0504 introduced by Councilwoman Sharon Middleton, to amend the Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue for the purpose of permitting, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue.

The City of Baltimore and its partners have invested significant resources in the revitalization of the of the Park Heights Master Plan Area. The investments include two brand-new 21st Century Schools; millions of dollars of homeowner repair grants; and the completion of an acquisition, relocation, and demolition strategy for 62 acres of land in Central Park Heights, among others. More than one-third of all vacant homes and lots in Park Heights –itself 1,500 acres – were concentrated into this 62-acre footprint, also known in as the Major Redevelopment Area (MRA). Development in the MRA will accommodate hundreds of new mixed-income, for-sale and rental units and new amenities. Further, the City is poised for the next phase of redevelopment in the heart of the MRA: expansion of CC Jackson Park and the construction of a brand-new Enoch Pratt Free Library branch, located at a shared site on the corner of Woodland Avenue and Park Heights Avenue. The Park Heights Master Plan (2008) identified the project location to serve as primary community resource for the housing construction that is now underway in the MRA.

The scale of the Park and Library projects has required that they be undertaken in multiple phases. Improvements have included the \$2 million construction of an artificial turf athletic field, basketball court, playground space, and walking paths and parking lot at CC Jackson Park and Recreation Center, completed in 2014, and a \$4.3 million renovation and expansion of the CC Jackson Recreation Center, completed in 2016; renovation of the existing pool is anticipated to begin design in 2025. CC Jackson Park and the Library share a property and will be bid together as one project in 2024. This Parking Ordinance will facilitate this project in moving further forward.

The current project expands the existing Park frontage along Park Heights Avenue to the east and Woodland Avenue to the south (see attached diagrams, page 6). Baltimore City Recreation and Parks (BCRP) undertook a community-based planning process between 2018 and 2019 to articulate the improvements (see attached concept plan, page 2). They will include an expanded walking loop with fitness stations, extended primary park path, expanded playground, flexible lawn/practice field, open space/event lawn, a pavilion, and

community garden space. A new Enoch Pratt Library branch on the corner of Park Heights and Woodland Avenues with an adjacent parking lot will be built concurrently with the Park (see attached Park and Library site plan, pages 7-10).

Construction documentation for the Park and Library are currently in process, and multiple City agencies CC Jackson Park is zoned Open Space (OS). The lots that encompass the expanded Park are formerly vacant buildings demolished by DHCD to make way for the improvements in the Major Redevelopment Area, including the Park expansion. These lots are in the process of being transferred to BCRP jurisdiction and will be consolidated with the existing park into one large parcel. OS allows institutional uses, including cultural facilities such as the Library, and confers certain requirements for parking.

OS zoning allows cultural facilities via conditional use approval by the Board of Municipal Zoning Appels (BMZA), as per Article 32, Table 7-202 of the Zoning Code. Article 32, Table 7-202 also shows that parking in OS zoning is conditional by Ordinance, but Article 32, Table 16-406A requires cultural facilities to provide parking at a rate "1 space per 4,000 gross square feet area." This request for an Ordinance includes both the conditional uses for a cultural facility and accessory parking, as well as a request to exceed the maximum parking limitation (Article 32 -§16-205).

The proposed plan for the shared CC Jackson Park and Library site includes a parking lot with a total of 47 spaces – 30 to serve Enoch Pratt and 17 for the Park. Four spaces are reserved for ADA handicapped use, and two will provide Electric Vehicle charging stations. In addition, the plan provides for 9 bicycle parking spaces. Table 16-406 would require the Library to provide five parking spaces; Article 32 -§16-205 would allow up to ten. This is insufficient for either the Library or the Park, let alone the shared facilities.

The number of proposed parking spaces that would serve Enoch Pratt is consistent with the needs of staff and patrons at similar libraries throughout the City. CC Jackson Recreation Center has a parking lot of 28 spaces located on Dennison Avenue, but this lot is already insufficient, particularly when there are multiple events taking place at the recreation center and within the park. The planned 17 spaces that serve the expanded CC Jackson Park, along with the planned Library spaces, will augment access to neighborhood, Library, and BCRP events. Many of BCRP's events take place during off hours, weekends, and times when overflow parking is needed. A new pavilion rental will also draw use of the new parking lot. The request for approval of accessory parking required for a cultural facility therefore includes a request to exceed the maximum parking limitation.

If you have any questions, please contact Jenny Morgan



TO	The Honorable President and Members of the Baltimore City Council		
FROM	Corren Johnson, Director – Department of Transportation		
DATE	April 23, 2024		
SUBJECT	24-0504 Zoning - Open Space District - Conditional Use Cultural		
	Facility and Parking Lot - Variances - C.C. Jackson Park and Library -		
	4910 Park Heights Avenue		

Position: No Objection

Introduction

Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue For the purpose of permitting, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065) as outlined in red on the accompanying plats; and providing for a special effective date.

DOT Analysis

Council Bill 24-0504 would facilitate the establishment of a library at the corner of Woodland Avenue and Park Heights Avenue. This development would also add a park and a parking facility with electric vehicle charging stations. Finally, the proposed project would develop currently vacant land and add landscaping and aesthetic improvements to the project area.

Conclusion

The Department recognizes the value of efforts to create amenities in historically underserved communities. The Department has no objection to the advancement of Council Bill 24-0504.



CITY OF BALTIMORE MAYOR BRANDON M. SCOTT

TO	The Honorable President and Members of the Baltimore City Council	
FROM	Caron Watkins Interim Director, Office of Equity & Civil Rights Interim Chief Equity Officer	
ANALYST	ANALYST Zachary Wellman Equity Policy Analyst, Office of Equity & Civil Rights	
DATE	May 30, 2024	
SUBJECT	OECR Report on Baltimore City Council Bill 24-0504 Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue	

OECR POSITION: Favorable; contingent on prescribed accessibility features

SUMMARY OF LEGISLATION

The Office of Equity & Civil Rights (OECR) has reviewed and is herein reporting on City Council Bill 24-0504 – Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue. This is a zoning exception permit bill requested by the Department of Recreations & Parks.

The bill seeks to accomplish the following:

- Alter zoning restrictions for the lot at the corner of Park Heights Avenue and Woodland Avenue.
- Permit the conditional use of this lot for the establishment, maintenance, and operation of a parking lot in the Open Space zone.
- Allow a variance in the maximum parking in the Open Space zone to establish a larger offstreet parking lot.

Council Bill 24-0504 does so by utilizing the authority of Article 32, Sections 5-201(a), 5-305(a), 5-508, and 7-202 of the Baltimore City Code to grant permission for this development in accordance with existing zoning laws.

ANALYSIS

Council Bill 24-0504 is intended to permit the construction of a larger parking lot that would accompany the upcoming community center in the Park Heights area. The requested exemption would green-light the development of a public parking lot that accommodates up to 47 cars instead

of the currently permitted limit of a 10-car lot. This public parking lot would be adjacent to the indevelopment Park Heights Branch Enoch-Pratt Free Library and neighbor the existing C.C. Jackson Recreational Center and C.C. Jackson Park. By maintaining the restriction on parking for this development, the residents of Park Heights, a primarily Black and historically disinvested community, would be negatively impacted by an artificial limit on the number of people who rely on vehicles as their primary mode of transportation can reasonably use these services/facilities at a given time.

This larger parking lot could improve accessibility for vehicles modified for disability use, school buses, multi-passenger vehicles, and employees, all of whom are bound by car-centric infrastructure. By accommodating more attendees at a given time, the parking lot could also encourage the use of all facilities in the community center, as well as invite residents from neighboring Northwest Baltimore communities to access the library, many of whom experience the impact of systemic and historic disinvestment as Park Heights.

Additionally, it is critical that the parking lot is accessible and can accommodate the necessary staff, patrons, and children so that this cultural facility is well-equipped to achieve its intended goal of steering children toward positive outlets, hosting community events, and providing personal development resources to residents.

As a result, the OECR discerns no inequity in Council Bill 24-0504's intent or foreseeable impact. However, to ensure the zoning variation benefits all visitors, including those with disabilities, the parking lot should include the following accessibility features:

- Provide at least as many car and van-accessible spaces as prescribed by the Americans with Disabilities Act (ADA) (for a 47-space lot, that would require two accessible spaces, one of which is van-accessible).
- Ensure there is a continuous accessible path of travel from the parking lot to all three nearby public features, namely the library, recreation center, and park.
- Equip connecting intersections with safety features to allow safe crossing by people with disabilities should one need to cross the street to access the library, rec center, or park, to ensure accessibility.

The approval of a zoning variance to develop a larger parking lot could benefit the residents serviced by the C.C. Jackson Recreation Center, C.C. Jackson Park, and Park Heights Branch of the Enoch Pratt Free Library

CONCLUSION

After reviewing, the Office of Equity & Civil Rights supports the effort to make the C.C. Jackson Park and Library Community Center more accessible and accommodating to Park Heights and the Northwest Baltimore residents. Therefore, the OECR offers a **favorable** committee report on City Council Bill 24-0504 contingent upon the implementation of the aforementioned accessibility features.

Respectfully Submitted,

Caron Watkins

Interim Director, Office of Equity & Civil Rights



CITY OF BALTIMORE MAYOR BRANDON M. SCOTT

TO	The Honorable President and Members of the Baltimore City Council		
FROM	Alice Kennedy, Housing Commissioner		
DATE	May 29, 2024		
SUBJECT	24-0504 Zoning - Open Space District - Conditional Use Cultural Facility and Parking Lot - Variances - C.C. Jackson Park and Library - 4910 Park Heights Avenue		

The Honorable President and Members of the City Council City Hall, Room 400 7/2/24

Position: Favorable

Introduction

The Department of Housing and Community Development (DHCD) has reviewed City Council Bill 24-0504 for the purpose of permitting, subject to certain conditions, the establishment, maintenance, and operation of a cultural facility and an open off-street parking area on the property known as C.C. Jackson Park and Library, 4910 Park Heights Avenue (Block 4605, Lots 001-018, 021, 055-065) as outlined in red on the accompanying plats; and providing for a special effective date.

If enacted, City Council Bill 24-0504 would allow for the establishment of a cultural facility, park and an open off-street parking area on the property known as C.C. Jackson Park and Library located at 4910 Park Heights Avenue. The request is on behalf of the Baltimore City Department of Recreation and Parks. The shared parking lot is necessary to support expanded recreation activities and park use, as well as the new library.

DHCD Analysis

DHCD previously supported City Council Bill 23-0396 which was a companion bill that provided for the condemning and closing of three alleys that would support the expansion of C.C. Jackson Park and home to a new Park Heights Library building. The project is located in the Park Heights Impact Investment area and a DHCD Community Development Zone. DHCD's Development Division has undertaken significant acquisition and disposition in Park Heights in order to expand CC Jackson Park.

This DHCD Development Division project was developed in conjunction with the Baltimore City Department of Recreation and Parks (BCRP) and represents a significant investment in the Park Heights Community. As such, certain conditional uses should be granted in order to implement the project design for the CC Jackson Park expansion and library. This legislation is a key piece to the timeline for the Park Heights development.

Conclusion

DHCD respectfully request a **favorable** report on City Council Bill 24-0504.

ECONOMIC AND COMMUNITY DEVELOPMENT COMMITTEE

24-0504 ADDITIONAL MATERIALS

ZONING - OPEN SPACE DISTRICT CONDITIONAL USE CULTURAL FACILITY AND
PARKING LOT - VARIANCES - C.C. JACKSON
PARK AND LIBRARY - 4910 PARK HEIGHTS
AVENUE

Baltimore City Council Certificate of Posting - Public Hearing Notice City Council Bill No.: #24-0504

Today's Date: June 11,2024



Email to: Natawnab.Austin@baltimorecity.gov



Email to: Natawnab.Austin@baltimorecity.gov

Address: 4910 Park Heights Avenue

Date Posted: June 10, 2024

Name: Katherine Brower

Address: Department of Recreation and Parks, 2600 Madison Ave, Baltimore,

MD 21217

Telephone: 410 396-7948

I HEREBY CERTIFY, under penalty of perjury, that a sign was posted at the above location.

Katherine Brower

Email to: Natawnab.Austin@baltimorecity.gov

REVISIONS NEVIDIUND LOT 23A PER APP. 2062 C. Sh. 1412 1/21/37 Lot 10 Dim Cor. Par P.S. C. Sh. 2014A Housely Loys 1 & 65 Per R. P.S. C. Sh. 3249A. Lot 20 Duyled Per Deed C. Sh. 5201 Lot 20 New No. No. Mary PLD C. Sh. 562GA Lot 27 Per Deed C. Sh. 7661 Lot 29 Duy Cor. Per C.O. 8408A LOT 23 No. No. P. C. Sh. 904A LOT 23 No. No. P. C. Sh. 904A LOT 23 No. No. P. C. Sh. 904A SHEET NOS. 12 AND 13 OF THE ZONING MAP OF THE ZONING CODE OF BALTIMORE CITY Lot 33 Disc. Change Re- App C.SH. 94068 LOT 19/20 PER O. O.C SH.1100 LOT 21/31 PER APP.C.SH. 1167 ME OAKLEY IN CONNECTION WITH THE PROPERTIES KNOWN AS BLOCK 2605, LOTS 001-018, 021, AND 055-065 THE APPLICANT WISHES TO REQUEST A CONDITIONAL USE CULTURAL FACILITY, AS OUTLINED IN RED. MAYOR PRESIDENT CITY COUNCIL ALLEY CLOSED PER. ORD. \$451, 11-5-73, (317-A-170). NOTICE THIS IS A REAL PROPERTY PLAT AS PROVIDED FOR UNDER ARTICLE 76(4) OF THE CITY CHARTER. IT IS COMPILED FROM TITLE AND OTHER SOURCES AND IS NOT AN AUTHENTIC SURVEY. CITY OF BALTIMORE DEPARTMENT OF PUBLIC WORKS BUREAU OF PLANS & SURVEYS PROPERTY LOCATION DIVISION

WARD 27 SECTION 20

SCALE IN = 100 FT. DATE SEPT. 1931

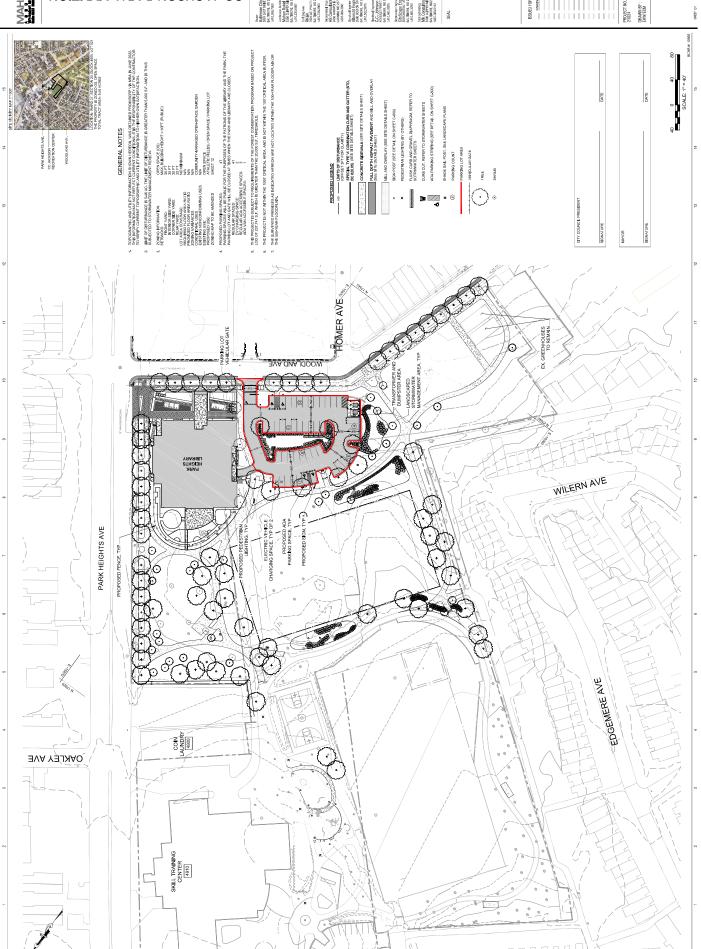
вьоск 4605

NOTE - BLOCK 27-20-10 FOR 1941.

TRACED BY & Bauerafeld

LETTERED BY & Brustell

CHECKED BY







C-100 SITE PLAN

ZONING ORDINANCE REQUEST

STATEMENT OF INTENT

FOR

4910 Park Heights Avenue

{Property Address; Block 4605 Lot 021

1. Applicant's Contact Information:

Name: Katherine Brower on behalf of Baltimore City Recreation & Parks Mailing Address: 2600 Madison Avenue, Baltimore, MD 21217

Telephone Number: (410) 396-7948/ (443) 850-9802

Email Address: kbrower@baltimorecity.gov

2. All Proposed Zoning Changes for the Property:

- 1. Conditional use by ordinance for the accessory parking in the OS district (Article 32, Table 16-406A).
- 2. Variance to allow parking to exceed the parking maximum limits (Article 32, § 16-205).

 3. Conditional use by Board for a cultural facility at this location (Article 32, Table 7-202). The conditional use is requested to be added to this Ordinance to enable a single review process, provided this is not in violation of the single-subject provision (Rules of the City Council of Baltimore §11-2).

3. All Intended Uses of the Property:

Library, park and shared parking lot

4. Current Owner's Contact Information:

Name: Mayor and City Council of Baltimore City c/o Recreation & Parks Mailing Address: 100 Holliday St., Baltimore, MD 21202

Telephone Number: (410) 396-7948/ (443) 850-9802

Email Address: kbrower@baltimorecity.gov

5. Property Acquisition:

	The property was acquired by the Land Records of Baltimore City in		Folio 00687	by deed recorded in the
6. (Contract Contingency:			
	(a) There is is not a	contract contingent on the	requested legisl	lative authorization.
	(b) If there is a contract continger	nt on the requested legislati	ve authorization	1:
	(i) The names and addresses <i>necessary</i> }:	of all parties to the contrac	et are as follows	{use additional sheet if
	NI/A			

Page 1 of 2 Rev'd 06Oct22

(ii) The purpose, nature, and effect of the contract	are:
N/A	
7. Agency:	
(a) The applicant is is not acting as an a	gent for another.
(b) If the applicant is acting as an agent for another, the names of all principals on whose behalf the applicant is acting, including the names of the majority owners of any corporate entity are as follows {use additional sheet if necessary}:	
N/A	
AFFIDAVIT	
I, Katherine Brower , solemnly the information given in this Statement of Intent is true information, and belief.	affirm under the penalties of perjury that e and complete to the best of my knowledge,
	Katherine Brower
	Applicant's signature
	3/28/2024
	Date