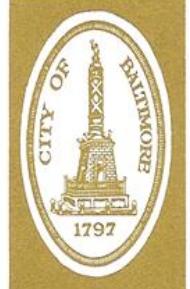


FROM	<p>NAME &amp; TITLE Eric W. Tiso, Director of Development Oversight and Project Support</p>	<p>CITY of BALTIMORE</p>
AGENCY NAME & ADDRESS	Department of Planning 8 <sup>th</sup> Floor, 417 East Fayette Street	
SUBJECT	City Council Bill #25-0118 / Planned Unit Development – Designation – Tivoli Eco-Village	

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

DATE: December 2, 2025



At its regular meeting of November 20, 2025, the Planning Commission considered City Council Bill #25-0118, for the purpose of approving the application of Urban Green LLC, acting as authorized agent of the owner of certain real property located at 2700-2798 Tivoli Avenue, 2701-2793 Tivoli Avenue, 2700-2770 Fenwick Avenue, 1701-1711 28th Street, 1811-1813 28th Street, 2700-2740 Hugo Avenue, and 2701-2735 Hugo Avenue, to have that property designated Planned Unit Development; and approving the Development Plan submitted by the applicant; and approving 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 #25-0118 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 #25-0118 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 Burnszyński, PABC  
Mr. Luciano Diaz, DOT  
Ms. Nancy Mead, Council Services  
Ms. Drew Tildon, Esq.



## PLANNING COMMISSION

Brandon M. Scott  
Mayor

Jon Laria, Chair; Eric Stephenson, Vice Chair



## STAFF REPORT

Tim Keane  
Director

November 20, 2025

### **LEGISLATION:** City Council Bill #25-0118/ Planned Unit Development – Designation – Tivoli Eco-Village:

For the purpose of approving the application of Urban Green LLC, acting as authorized agent of the owner of certain real property located at 2700-2798 Tivoli Avenue, 2701-2793 Tivoli Avenue, 2700-2770 Fenwick Avenue, 1701-1711 28th Street, 1811-1813 28th Street, 2700-2740 Hugo Avenue, and 2701-2735 Hugo Avenue, to have that property designated Planned Unit Development; and approving the Development Plan submitted by the applicant; and approving a special effective date.

**SUMMARY OF REQUEST:** To create a new Planned Unit Development (PUD) for what will become the Tivoli Eco-Village located in the Coldstream Homestead Montebello community. This is the result of a prolonged effort within the neighborhood that has included robust outreach and city resources.

**RECOMMENDATION:** Approval

**STAFF:** Caitlin Audette

**PETITIONER:** Urban Green, LLC, c/o Caroline Hecker and Drew Tildon of Rosenberg Martin Greenberg

**OWNER:** Urban Green, LLC (The Applicant was awarded a bid for the Property's redevelopment in 2019 and is in the final stages of negotiating a land disposition agreement memorializing the terms of sale.)

**COUNCIL DISTRICT:** Fourteenth Council District, Councilwoman Ramos

### **SITE/GENERAL AREA**

Site Conditions: The properties in question are currently vacant lots, the housing formerly on the site were demolished by the city.

General Area: The properties are located within the Coldstream Homestead Montebello (CHM) community which is bounded by 33<sup>rd</sup> Street to the north, Harford Road to the east, and The Alameda to the south and west. The properties are in close proximity to Lake Montebello, Clifton Park, and City College.

## **HISTORY**

Previous legislation for the site includes those related to the area Urban Renewal Plan. Additionally, the PUD Concept Plan came to the Planning Commission in April of 2025 to get feedback prior to the introduction of legislation at City Council. This is part of the new process for the creation of new PUDs.

The area is located with an Urban Renewal Plan,

## **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 Residential: Lower Density group in the General Land Use Plan. This proposed development conforms to that designation.

The proposed PUD is within the Coldstream Homestead Montebello Urban Renewal Plan and the current proposal complies with the design requirements in the plan. The ongoing LDA negotiation will clarify the relationship between the PUD and URP.

## **APPLICANT'S PROPOSAL AND CODE CONTEXT:**

The proposed PUD Master Plan is coming to the Planning Commission following the introduction of legislation. The plan will be the legislatively approved plan, as per the Zoning Code.

The applicant has provided the required information, and staff finds that the submission meets the requirements of the Zoning Code.

## **PLANNED UNIT DEVELOPMENT:**

### **Title 13 {Planned Unit Developments}, Subtitle 1 {Purpose; Transition Rules}**

#### **§ 13-101. Purpose.**

The purpose of a planned unit development is to:

- (1) encourage flexibility in the development of land and in the design of structures;
- (2) encourage a creative approach to the use of land that results in better development and design than might otherwise be accomplished under the strict application of this Code on a lot-by-lot basis;
- (3) provide for the efficient use of land to facilitate a more effective arrangement of land uses, buildings, circulation systems, and utilities;
- (4) encourage the construction of appropriate aesthetic amenities that will enhance the character of the site;
- (5) promote quality development that is commensurate with other development within the community and compatible with the character of the surrounding area and adjacent properties; and
- (6) facilitate the implementation of the Comprehensive Master Plan.

## **Subtitle 2 {Requirements; Approval Standards; Exceptions}**

### **§ 13-201. Authorization.**

#### **(a) In general.**

Planned unit developments may only be established by ordinance of the Mayor and City Council enacted in accordance with the provisions of this title.

#### **(b) Requirements of underlying district.**

Unless otherwise specifically provided by the ordinance establishing or amending the planned unit development, all requirements of the underlying zoning district apply.

#### **(c) PUDs precluded from certain districts.**

Planned unit developments are prohibited in the I-1, I-2, and MI Districts.

### **§ 13-202. General requirements.**

#### **(a) Common ownership or unified control.**

- (1) The site of the planned unit development must be under common ownership or unified control.
- (2) If there are 2 or more owners, the application for approval of a new planned unit development must be jointly filed by all owners, or their respective contract purchaser or authorized agents.
- (3) When applying for a major change or repeal of an existing planned unit development, one owner or contract purchaser, or the authorized agent of either, may make the application for approval, as long as all other property owners, or their authorized agents, are notified in accordance with Title 5, Subtitle 6 {"Notices"} of this Code.

#### **(b) Minimum areas.**

Planned unit developments must meet the following minimum areas:

- (1) at least 5 acres in the R-1A, R-1B, R-1C, R-1D, R-1E, R-1, R-2, R-3, R-4, R-5, OIC, and BSC Districts;
- (2) at least 2 acres in the R-6, R-7, R-8, R-9, R-10, C-1, C-2, C-3, C-4, IMU-1 and -2, TOD, OR, and PC Districts; and
- (3) at least 1½ acres in the C-5 District.

#### **(c) Exceptions.**

Exceptions to the regulations contained in this Code, including use, bulk, yard, parking, and sign regulations, may be granted through the planned unit development process, as may be desirable to achieve the objectives of the proposed planned unit development, as long as the exceptions are fully consistent with and authorized by this title.

### **§ 13-203. Approval standards.**

#### **(a) In general.**

In reviewing a planned unit development:

- (1) the conditional use standards of § 5-405(a) {"Conditions: In general"} and § 5-406 {"Approval standards"} of this Code apply; and
- (2) the following additional factors must be considered:
  - i. whether the planned unit development is in general conformance with all elements of the Comprehensive Master Plan, and the character and

- nature of existing and contemplated development in the vicinity of the proposed planned unit development;
- ii. whether the planned unit development will preserve unusual topographic or natural features of the land, and the design of the planned unit development will best utilize and be compatible with the topography of the land;
- iii. whether the physical characteristics of the planned unit development will not adversely affect future development or the value of undeveloped neighboring areas, or the use, maintenance, or value of neighboring areas already developed;
- iv. whether the planned unit development will provide the same protection as the basic district regulations in regard to fire, health hazards, and other dangers;
- v. whether the planned unit development will encourage innovative design features or adaptive reuse of structures that would not be possible by application of the basic district regulations; and
- vi. whether the planned unit development is compatible with any nearby industrial district.

**(b) Required findings.**

The planned unit development may be approved only if there are findings that:

- (1) the use is compatible with the surrounding neighborhood;
- (2) the use furthers the purpose of the proposed classification; and
- (3) the PUD master plan developed under [§ 13-304 {"PUD master plan"} of this title](#) ensures that there will be no discordance with existing uses.

**§ 13-304. PUD Master Plan.**

**(a) Purpose of plan.**

The purpose of the PUD master plan is to serve as the legislatively approved plan encompassing all major aspects of site development and public benefits. Where certain elements of site design are unknown, it is sufficient to reflect intent as provided in this section.

**(b) Plan components.**

The PUD master plan must include the following:

- (1) an accurate topographic and boundary line map of the project area;
- (2) a location map that shows the relationship of the project area to surrounding properties;
- (3) the pattern and intended design standards of existing and proposed roads, driveways, parking facilities, and bicycle and pedestrian paths, whether public or private;
- (4) the use, type, size, arrangement, and location of existing and proposed lots, structures, and building groups;
- (5) a general plan for landscaping that demonstrates design intent and how environmental requirements will be met;

- (6) architectural drawings and sketches that illustrate the design and character of proposed structures;
- (7) the general location of existing and proposed sewer and water facilities;
- (8) the existing topography and storm drainage pattern;
- (9) the proposed storm drainage system, showing basic topographic changes;
- (10) the location of recreational and open-space areas and areas reserved or dedicated for public uses, such as school and park sites, and any open space to be owned and maintained by a property owners' association;
- (11) statistical data on:
  - i. the total size of the project area;
  - ii. density computations;
  - iii. the proposed number of residential units, by type; and
  - iv. any other similar factors pertinent to a comprehensive evaluation of the proposed planned unit development;
- (12) a detailed time schedule for the start and completion of the planned unit development, including a proposed phasing schedule, which must indicate when the public benefits and amenities will be constructed; and
- (13) a schedule setting forth any proposed exceptions to district regulations, citing by section number each regulation from which an exception is sought.

**(c) Planning Commission review.**

- (1) Before a public hearing is scheduled, the proposed PUD master plan must be forwarded to the appropriate City agencies, as determined by the Director of Planning, for review. These agencies must review the proposed PUD master plan and forward their reports to the Planning Commission within 30 days of receipt of the plan. The Planning Commission must schedule a public hearing on the proposed PUD master plan within 60 days of receipt of a complete application.
- (2) If, in the Planning Commission's judgment, the application does not contain sufficient information to enable it to properly discharge its responsibilities, the Planning Commission may request additional information from the applicant and the 60 day period is suspended or the hearing continued.
- (3) The Planning Commission may recommend approval, recommend approval with conditions, or advise the applicant in writing of any recommended changes, additions, or corrections to the proposed PUD master plan. If the Planning Commission recommends changes, additions, or corrections, the applicant may, within 30 days of the recommendation, submit a revised proposed PUD master plan for Planning Commission consideration, without paying an additional filing fee. The Planning Commission may grant the applicant additional time to prepare the revised plan. Once resubmitted, the Planning Commission may then recommend approval, approval with conditions, or denial of the proposed PUD master plan.

**(d) Recommendations to City Council.**

The Planning Commission's final determination regarding a proposed PUD master plan must be:

- (1) included in the Planning Commission's report to the Mayor and City Council under § 5-506 of this Code if the planned unit development is the subject of a proposed legislative authorization that has already been introduced under [§ 13-301\(c\) of this title](#); or
- (2) retained by the Planning Commission for at least 12 months from the date the Planning Commission makes a final determination and included in the Planning Commission's report under § 5-506 of this Code if, within that 12-month period, the planned unit development becomes the subject of a legislative authorization.

## **ANALYSIS AND RECOMMENDATION:**

As noted above, for the creation of a new PUD there are specific requirements. Additionally, Planning Commission must make findings of facts, and consider various factors. Staff's assessment follows each of these criteria outlined below.

### **§ 13-202. General requirements.**

#### **The site of the planned unit development must be under common ownership or unified control.**

The Planned Unit Development is under common ownership. It is currently owned by the Department of Housing and Community Development, but the city is in the process of negotiating a Land Disposition Agreement to convey the property to Urban Green. The city has provided a letter authorizing the submission of this legislation.

#### **Planned unit developments must meet the following minimum areas: at least 2 acres in the R-6, R-7, R-8, R-9, R-10, C-1, C-2, C-3, C-4, IMU-1 and -2, TOD, OR, and PC Districts; and**

The property is zoned R-6 and must therefore include at least 2 acres of land, the proposal exceeds this requirement.

#### **Exceptions. Exceptions to the regulations contained in this Code, including use, bulk, yard, parking, and sign regulations, may be granted through the planned unit development process, as may be desirable to achieve the objectives of the proposed planned unit development, as long as the exceptions are fully consistent with and authorized by this title.**

The applicant has provided the table below showing the requested exceptions to the Zoning Code regulations. These exceptions will allow for an increase in density of the site, while still maintaining the desired detached and semi-detached typology that the community has requested.

## MODIFICATIONS TO STANDARDS TABLE BULK AND YARD REGULATIONS

CATEGORIES	ZONING DISTRICT : R-6	PROPOSED PUD
MIN. LOT AREA		
DWELLING: DETACHED	3,000 SQ.FT.	1,800 SQ.FT.*
DWELLING: SEMI-DETACHED	2,000 SQ.FT.	1,800 SQ.FT.*
OTHER USES (COMMUNITY CENTER)	3,000 SQ.FT.	37,626 SQ.FT.
MAX BLDG HEIGHT		
DWELLING: DETACHED	35 FEET	<30 FEET
DWELLING: SEMI-DETACHED	35 FEET	<30 FEET
OTHER USES (COMMUNITY CENTER)	35 FEET	<20 FEET
MAX LOT COVERAGE		
DWELLING: DETACHED	35%	61%*
DWELLING: SEMI-DETACHED	35%	64%*
OTHER USES (COMMUNITY CENTER)	40%	14%
MAX IMPERVIOUS SURFACE		
DWELLING: DETACHED	60%	80%*
DWELLING: SEMI-DETACHED	60%	80%*
OTHER USES (COMMUNITY CENTER)	NA	NA
FRONT YARD		
DWELLING: DETACHED	LESSER OF 20FT. OR BLOCKFACE AVG.	10 FEET
DWELLING: SEMI-DETACHED	LESSER OF 20FT. OR BLOCKFACE AVG.	10 FEET
OTHER USES (COMMUNITY CENTER)	20 FEET	2 FEET*
INTERIOR-SIDE YARD		
DWELLING: DETACHED	10 FEET	1 FEET*
DWELLING: SEMI-DETACHED	15 FEET	5.5 FEET*
OTHER USES (COMMUNITY CENTER)	15 FEET	3.9 FEET*
CORNER-SIDE YARD		
DWELLING: DETACHED	20 FEET	3 FEET*
DWELLING: SEMI-DETACHED	20 FEET	NA
OTHER USES (COMMUNITY CENTER)	20 FEET	NA
REAR YARD		
DWELLING: DETACHED	25 FEET	0 FEET*
DWELLING: SEMI-DETACHED	25 FEET	20 FEET*
OTHER USES (COMMUNITY CENTER)	25 FEET	137.4 FEET

\*PROPOSED EXCEPTION TO THE DISTRICT STANDARDS

### § 13-203 Approval Standards:

**Whether the planned unit development is in general conformance with all elements of the Comprehensive Master Plan, and the character and nature of existing and contemplated development in the vicinity of the proposed planned unit development;**

Under the Plans Shaping the City section of the Comprehensive Master Plan, there is information on the Coldstream Homestead Montebello Impact Investment Area. One of

the key strategies within the Impact Investment Area is the creation of the Tivoly Eco-Village.

The Tivoly project aligns well with Baltimore City's carbon neutrality goals to reduce emissions by 30% and 60% by 2025 and 2030, as a development designed to be net zero, meaning no fossil fuels will be used to power, heat or cool homes and other buildings. In partnership with the Maryland Clean Energy Center (MCEC) the City's Department of General Services and Office of Sustainability, a \$250,000 grant was awarded from the Municipal Investment Fund (MIF) to promote geothermal across Baltimore City. This strategic partnership will advance geothermal opportunities through evaluating incentives, building partnerships, and reducing soft costs to create a pipeline of projects. These projects benefit our residents here in Baltimore by reducing pollution, lowering energy costs for a variety of residential, private, and public projects to evaluate feasibility and project structures.

**Whether the planned unit development will preserve unusual topographic or natural features of the land, and the design of the planned unit development will best utilize and be compatible with the topography of the land;**

The site is relatively flat with a slope from the highest point near Hugo Street of 204' above sea level, to a low point at the center of the rear of Tivoly Street of 167' above sea level. The buildings are situated along the existing street grid which integrates the slope.

**Whether the physical characteristics of the planned unit development will not adversely affect future development or the value of undeveloped neighboring areas, or the use, maintenance, or value of neighboring areas already developed;**

The proposed Eco-Village will not adversely affect the development or value of the neighboring properties. As designed, the development will fill in vacant land creating more density and activity within the larger community. The unique aspects of the development including the smaller lot areas, increased lot coverage, and setback requirements will allow an increased density within the detached dwelling typology requested by the community.

**Whether the planned unit development will provide the same protection as the basic district regulations in regard to fire, health hazards, and other dangers;**

The planned unit development will provide the same protection as the basic district regulations. This plan has already been to Site Plan Review Committee, and received approval in August of this year.

**Whether the planned unit development will encourage innovative design features or adaptive reuse of structures that would not be possible by application of the basic district regulations; and**

The planned unit development allows for the increased density while maintaining the detached dwelling typology desired by the community. It also makes it easier to meet the sustainability goals of the project.

**Whether the planned unit development is compatible with any nearby industrial district.**  
There are no nearby industrial areas.

**§ 13-203 Required Findings:**

**The use is compatible with the surrounding neighborhood;**

The proposed planned unit development maintains residential use which is the primary use within the community, outside of the commercial buildings along Harford Road.

**The use furthers the purpose of the proposed classification; and**

The proposed planned unit development and its creation of residential properties and a community center furthers the purpose of the proposed classification.

**The PUD master plan developed under § 13-304 {"PUD master plan"} of this title ensures that there will be no discordance with existing uses.**

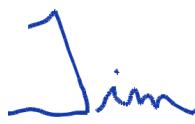
The master plan for the proposed planned unit development ensures that there will be no discordance with existing uses.

**RECOMMENDATION:** Staff therefore recommends that the Planning Commission adopt these findings and recommend the bill favorably.

**EQUITY:**

- Impact:
  - The completion of this project will fill a need and physical vacancy within the Coldstream Homestead Montebello community. It has long been advocated for by the community.
  - This investment in Coldstream Homestead Montebello will help to address patterns of inequity that created the deteriorated conditions that led to the current condition.
- Engagement:
  - The community has been a vocal advocate and proponent for this proposal.
- Internal Operations:
  - The proposed PUD will have no further impact on staff time than any other similarly sized development project.

**NOTIFICATION:** The Coldstream Homestead Montebello community group has been notified of this action and have been an active stakeholder in the proposed redevelopment.



Tim Keane  
Director