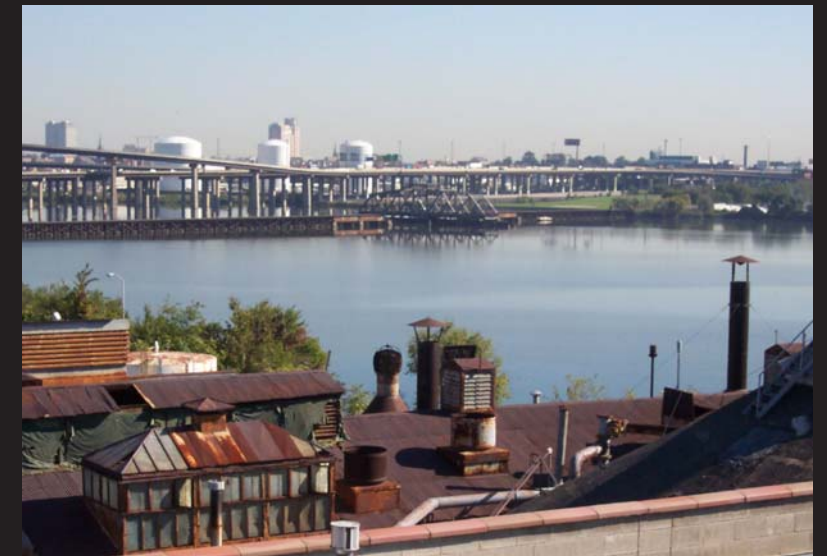




# Westport Mount Winans Lakeland



March 2005

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Office of Community Investment  
Police Department  
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Westport/Mount Winans Homes Tenant Council  
Westport Improvement Association

Special thanks to the residents of Westport, Mount Winans, and Lakeland for their determination to improve their neighborhoods.



*Martin O'Malley,  
Mayor, Baltimore City*



*Otis Rolley, III  
Director, Baltimore City  
Department of Planning*

# Introduction

## Department of Planning Mission Statement

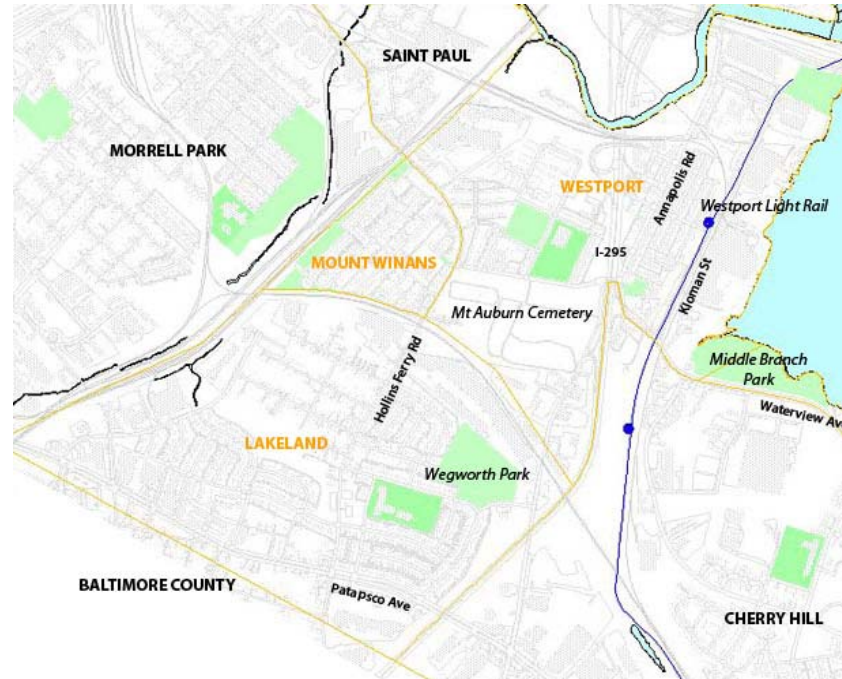
To provide the highest level services and leadership in urban and strategic planning, historical and architectural preservation, zoning, design, development, and capital budgeting to promote the sustained economic, social, and community development of the City of Baltimore.

## Summary

Westport, Mount Winans, and Lakeland, are communities in transition. In recent decades, the area has experienced some decline, but today the potential for comprehensive revitalization in Westport, Mount Winans, and Lakeland is stronger than ever. This master plan (Plan) is one component of Mayor Martin O'Malley's citywide initiative to reverse decades of disinvestment in Baltimore's older neighborhoods by strengthening their character, quality, and livability to benefit existing residents and attract new private investment.

The Plan analyzes existing conditions and extensive input from residents and other stakeholders, focusing on land use, the housing market, commercial and industrial businesses, open space, and development opportunities in the area. Based on this analysis, the Plan recommends strategies to build on key neighborhood assets such as Mount Auburn Cemetery and the Westport light rail station; to coordinate City and community-based actions to improve the area; and to guide new neighborhood and waterfront development .

The Plan and its implementation will help solidify a diverse, mixed-income community of residences and businesses in Westport, Mount Winans, and Lakeland that takes advantage of public transportation, reconnects people to the water and open space, and creates new opportunities for employment, homeownership, and recreation.





## Planning Process

In February 2004, the Department of Planning began a master planning process for Westport, Mount Winans, and Lakeland. Planning and other City agencies conducted field visits, surveys, and studies of existing conditions in the area.

To ensure extensive community participation, Planning worked with a Steering Committee consisting of representatives from the major community associations in the area. The Steering Committee took the lead in organizing three main public workshops that convened residents and other stakeholders:

- 1 Goals and Vision--stakeholders established their vision for the area and their priorities for improvements;
- 2 Strategies and Action Items--in partnership with City agency representatives, stakeholders developed specific strategies to achieve the goals and vision outlined in the first workshop; and
- 3 Waterfront Guidelines--stakeholders created a community framework for future uses, amenities, and development along the waterfront, which Planning used to help draft the waterfront development guidelines included in this master plan.

Planning presented a draft master plan to stakeholders at a community meeting in December, 2004.



# History

## Westport, Mount Winans, Lakeland

The communities of Westport, Mount Winans, and Lakeland are some of the oldest in Baltimore City. As early as 1675, settlers established small farms in the area. Wealthy landowner Charles Carroll of Carrollton purchased these plots in 1732 and consolidated them into his 2,600-acre “Georgia Plantation,” which covered the present-day neighborhoods of Westport, Mount Winans, Morrell Park, and Violetville. The following year, Carroll deeded the Westport tracts over to the Baltimore Iron Works Company, ushering in a familiar 19th Century South Baltimore mix of industrial development, scattered farms and homes, and resorts.

With its large furnace near the mouth of the Gwynns Falls, the Baltimore Iron Works smelted and forged iron ore dug from pits along the old Annapolis Road and the Westport waterfront, where ships received the excavated loads. A small community of two-story brick homes grew up near the pits on old Annapolis Road to house the workers employed there and their families. The community was dubbed “Minersville” (in the area now known as Lakeland). In 1836, Harmon’s Three-Cent Bridge, a two hundred foot wooden span, carried Annapolis Road across the Gwynns Falls towards the center City. Shortly afterwards, a number of shoreline resorts opened on the southern banks of the Middle Branch.

The original Mount Winans settlement, located in what is now Morrell Park, was named for inventor Ross Winans (1796-1877), an inventor-engineer who designed and built locomotives for the fledgling Baltimore and Ohio Railroad. After the Civil War, Winans and his son Thomas developed a southeastern portion of their land as a working-class community with low-cost housing for rail laborers. Sometime towards the end of the century, this new development adopted the name Mount Winans.



*Early 20th Century map of Westport and Mount Winans*

The closing of the Iron Works in Westport opened new land for subdivision. In 1872, the Reverend James Patrick of Sharp Street Church in Baltimore purchased one roughly thirty-acre parcel. Here, the Church established the first, and what would long be the only, burial ground for Baltimore’s African-Americans. The cemetery, which Reverend Patrick originally dubbed the “City of the Dead for Colored People,” stretched from Annapolis Road to Hollins Ferry Road along Graveyard Lane (today Waterview Avenue). This western corner of Westport was open to African-Americans, as was the “new” Mount Winans neighborhood it abutted. Towards the end of the 19th Century, leaders of the Sharp Street Church officially renamed their Westport Cemetery “Mount Auburn,” and erected a small church on the corner of the property, establishing the “Sharp Street Mission” for local Black Methodists.

By 1880, development in Westport consisted of one farm estate and eleven small row houses east of Annapolis Road, clustered near a small glass manufacturing plant. Local institutions, services, and new infrastructure emerged to support the industrial companies and slowly growing residential communities in the area. A saloon and the Kelly Park beer garden served local patrons on Graveyard Lane, across from the Cemetery. The Annapolis Short Line Railway ran alongside and under Annapolis Road and the B & O added a passenger station in Mount Winans (which also served as a home for Sunday School classes for local Methodists). The Western Maryland Railway built its Tidewater Extension (the now inactive CSX Pier) across Westport and the Middle Branch to South Baltimore's Port Covington area.

Located between the all-white neighborhoods of Morrell Park and Minersville and the all-black Mount Winans neighborhood, Westport was the most racially mixed neighborhood in the area. The year 1897 saw the founding of the Westport Volunteer Fire Department and the Westport Improvement Association. Eight years later, a steam-generated power plant opened operations along the waterfront.

## 20<sup>th</sup> Century History

Just after the First World War, Baltimore City annexed Westport and the surrounding neighborhoods. Extensions of the city streetcar lines soon followed, as did a span across the Middle Branch carrying Hanover Street to the area now known as Cherry Hill. For the next several decades, especially in the 1920s and during both world wars, development followed a standard pattern: new bridges and rail lines drew industrial businesses into the area, followed by small pockets of homes and institutions which were geographically separated by large tracts of industrial land and rail lines.

The company names on old tax rolls illustrate the variety of products made in the area: the Westport Paving Brick Co.; the Novelty Steam Boiler Works Co.; Maryland Veneer & Basket

Co.; and Apex Wood Products. The Consolidated Gas, Electric, Light and Power steam plant and an expanded Carr-Lowrey glass plant lined the waterfront, employing hundreds. The fortunes of these communities depended on these businesses.

After WWII, growth began anew in the Westport area. The ancient Three-Cent Bridge carrying Annapolis Road over Gwynns Falls was finally replaced with a concrete span in 1950. Later that year, work began on the Baltimore-Washington Parkway and Russell Street, which took over the old Washington, Baltimore, and Annapolis Electric Railway right-of-way along Annapolis Road through Westport. Shortly after, HABC built the Westport Homes housing project between Hollins Ferry Road and Norfolk Street. At the end of the decade HABC built another 12.5-acre public housing complex north of Maisel Street. A dense development of single-family frame homes replaced and complimented existing development in neighboring Mount Winans. Minersville, its iron ore pits now abandoned and filled with water, was renamed Lakeland, which developed as a working-class suburb of downtown Baltimore.

## Today

As in many other American industrial cities, between 1970 and 2000 Baltimore lost jobs and population, particularly middle-income and upper-income families, in neighborhoods, such as Westport, Mount Winans, and Lakeland. Mount Auburn Cemetery, once a source of pride for the local Black community, had fallen into disrepair. Carr-Lowrey, the BGE power plant, and other industrial businesses have closed.

Many long time residents have stayed, and this master plan builds on their commitment to the neighborhood, as well as the existing assets detailed in later sections. The challenge for the Westport, Mount Winans, and Lakeland communities is to attract people of all backgrounds and incomes back to the neighborhood, so they can once again be thriving places where people live, learn, play, and earn.



## The Middle Branch

### Early History: Recreational and Industrial Resource

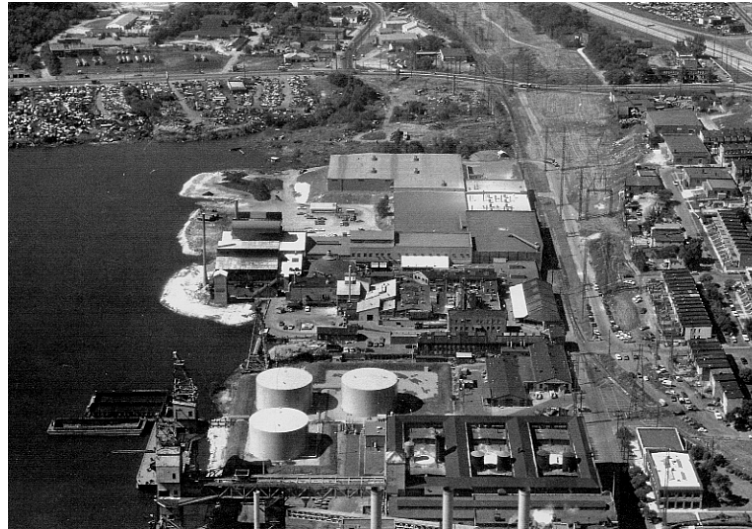
Since Baltimore's early history, the Middle Branch of the Patapsco River has functioned as both a recreational resource and industrial center. This evolving mix of uses forms the present day Middle Branch, as stakeholders study its potential for environmental restoration and the development of new communities.

In the late 1700s and early 1800s, the discovery of iron ore and clay deposits near what is now Mount Winans led to new businesses at the mouth of Gwynns Falls. Middle Branch brickyards became a major source of the bricks used to construct Baltimore's row houses. During the 1800s, breweries, coal yards, the Carr Lowry Glass Company, and housing located along Middle Branch's northern and northwestern shores.

At the same time, the Middle Branch became an important recreation area for the growing city. Endowed with rich marshes, a wooded shoreline and abundant shad, herring, perch and rockfish, the area attracted a number of resorts. In the early 1800s, "Spring Gardens" was opened on the northern Middle Branch that now houses the BGE Spring Gardens gas storage facility. By 1815, Fletcher's Fish House operated on the south shore of Middle Branch, with a marina, restaurant and other facilities for recreation.

### 20<sup>th</sup> Century Development

The completion of the Hanover Street Bridge in 1916 opened Brooklyn, Fairfield, Hawkins Point and Cherry Hill to increased residential and industrial growth. By the 1920s, new industrial facilities replaced much of the Middle Branch's recreational areas.



*Junkyard and Westport Waterfront, late 1980s*



*Middle Branch Park and Westport Waterfront, early 1990s*



During this era, the City zoned virtually the entire waterfront to the M-category for industrial businesses. By the 1970s, major land uses included the City's Central Garage, the Western Maryland Railroad Yard at Port Covington, Allied Chemical Company, BGE Spring Garden, BGE Westport Generating Station, Carr Lowry, the BRESKO trash incinerator, Locke Insulator Manufacturing, and a large junkyard.

As the Middle Branch silted in and became less useful for shipping, industry began to use the waterfront for storage of materials. Few recreational activities remained, and the Middle Branch was virtually forgotten as a recreational, environmental, and ecological resource.

## **The Middle Branch Park**

In the mid-1970's, I-95 was constructed, forcing the the Allied Chemical Company to relocate from its Middle Branch site. The Inner Harbor had begun its renaissance and City planners saw an opportunity to recapture the natural beauty of the Middle Branch, improve water quality, and restore much of the shoreline for public access and recreation.

In 1978, the City published the Middle Branch Plan. The City relocated the junkyard on the south side of the River and moved Waterview Avenue away from the shoreline, creating the roughly 27-acre Middle Branch Park. The shoreline park – stretching along Waterview Avenue from Kloman Street to the Hanover Street Bridge, including the Vietnam Veteran's Memorial, and Harbor Hospital Center, and stretching to the Patapsco River on its east side – offers the largest expanse of open space in the entire Baltimore Harbor. The Water Resources Center and Rowing Club was constructed in the 1980s and has become extremely popular. At the same time, wildlife has returned to the area; many birds, in particular, have chosen the Middle Branch as their permanent home or feeding grounds, or as a stopover in migration patterns.

## **The Future**

While much has been accomplished since 1978, much remains to be done. Middle Branch Park was envisioned as a green counterpart to the hardscape and intensive development in the Inner Harbor. Today, intense demand for waterfront development sites, a changing industrial economy, and the potential for neighborhood revitalization will create a new chapter in the Middle Branch's history.

## Previous Planning

Since the late 1970s, several plans and reports on the Middle Branch have guided change in the area. Where appropriate, the Westport Waterfront plan incorporates studies and recommendations from these earlier documents.

### Middle Branch Park Plan (1978)

The City of Baltimore first recognized the impressive possibilities of the Middle Branch in 1978 by creating the Middle Branch Park plan. This Plan identified opportunities for land acquisition, park development and environmental restoration with the goal of converting the Middle Branch into an ecological recreational playground. Many recommendations in the Plan have been completed.

### Middle Branch Park Plan Status Report (1982)

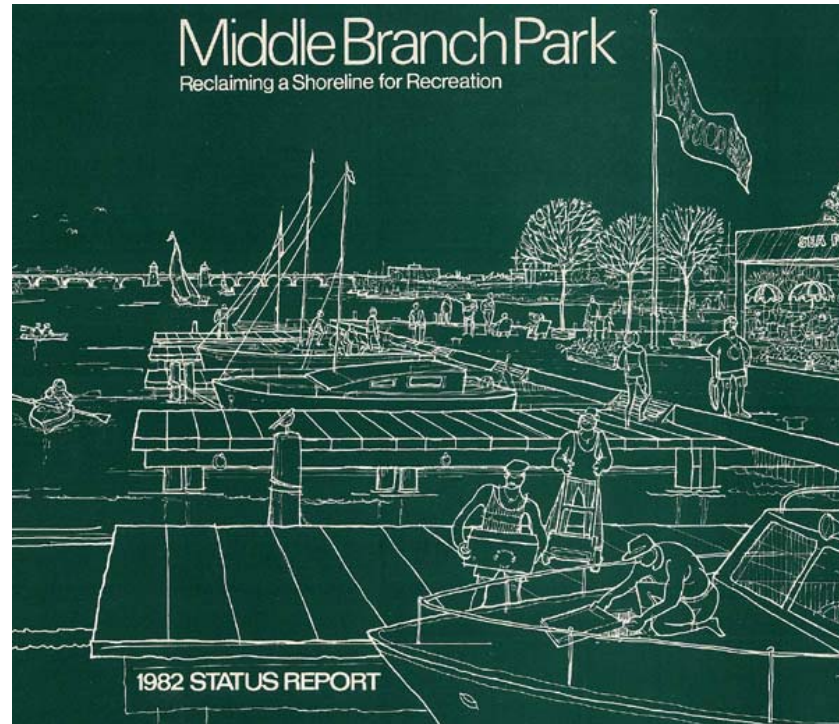
This plan highlighted the accomplishments made since 1978 and updated information regarding proposed land uses.

### Middle Branch Waterfront Plan (1990)

This document outlined environmental issues a trail system in great detail. This document was never formally adopted, but the information was included in the Gwynns Falls Trail Master Plan.

### Gwynns Falls Trail Master Plan (1995)

This document outlined the proposed location and improvements associated with the Gwynns Falls Trail. When complete, the Trail will extend from the I-70 Park N Ride at the City's western border to the Middle Branch and Inner Harbor. This Trail system is an important link, tying together over thirty-five neighborhoods and 2000 acres of parkland.



### The Middle Branch Report (1997)

An environmental restoration and public access strategy, this document was prepared by the Trust for Public Land and made recommendations for environmental improvements to the area. A series of charrettes were held with stakeholders from local business, communities, park and environmental groups.





### Opportunities

#### Mount Auburn Cemetery

This 34-acre, historic African American cemetery dates back to the late 19th Century (see page 6). In recent years, the Cemetery has suffered from neglect, but could be transformed into a Citywide heritage site and source of neighborhood pride.



#### Mount Winans School #156

School #156 has been declared surplus by Baltimore City Public Schools System. The City has responded to resident requests for increased maintenance for the 3.2-acre school grounds, which residents would like to see preserved and redeveloped.



#### Westport Waterfront

Westport contains roughly 48 acres of industrially-zoned waterfront land. Nearly three-quarters of this land is now abandoned, and the entire waterfront is no longer viable for maritime industrial uses. Redevelopment could bring needed private investment and reconnect residents to the Middle Branch.



## Housing

Westport, Mt Winans, and Lakeland have a varied housing stock, from rowhomes and public housing to garden apartments and single family homes. As shown in the Housing Market Typology map at right, the housing market conditions in each neighborhood differ as well. Westport west of I-295 and Lakeland are relatively stable areas with low abandonment and high homeownership rates. Westport east of I-295 and Mount Winans are discussed in greater detail on page 31.

The overall trends in the neighborhoods are similar to those citywide: According to the 2000 Census reports for the area, between 1990 and 2000 population and homeownership rates declined, while the number of vacant houses increased. As people have moved out of the area and properties are abandoned, there are more opportunities for illegal activities, leading to quality-of-life problems.

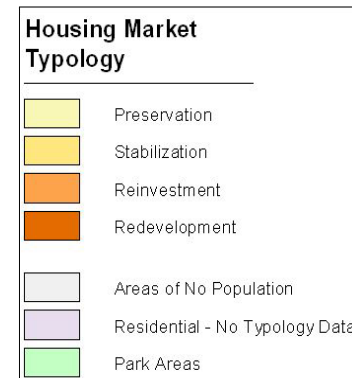
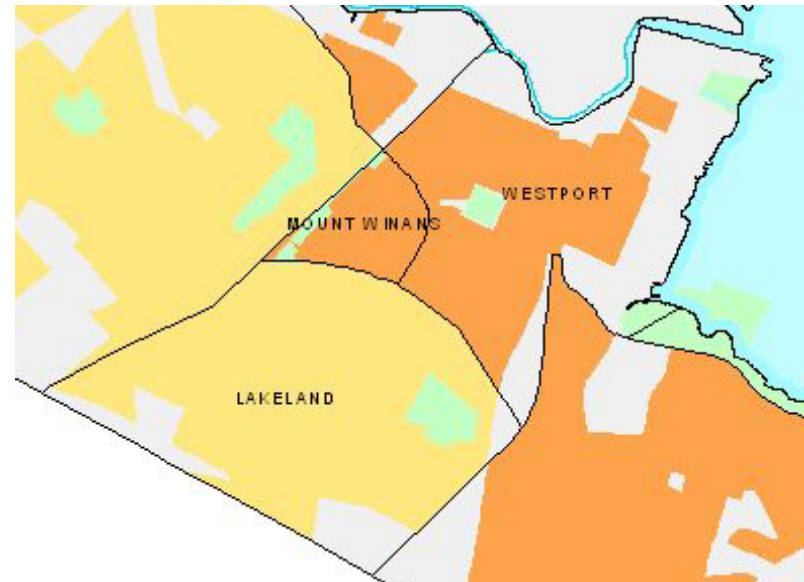
The charts and maps below and on the following pages show the population, abandonment, homeownership rates, and home values for the three neighborhoods.

### Population

Neighborhood	1990	2000	change
Lakeland	4,514	4,280	-5.2%
Westport	2,453	2,184	-11.0%
Baltimore City	736,013	651,154	-11.5%
Mount Winans	1,325	1,030	-22.3%
TOTAL	8,402	7,494	

	Housing Units	Residential Acres	Density (du/acre)
Lakeland	1,688	174	9.7
Westport	930	59	15.8
Mount Winans	407	36	11.3
TOTAL	3,025		

Housing Market Typology



Westport Homes

The Department of Planning's Housing Market Typology uses data on abandonment rates, homeownership rates, and home values to help determine housing strategies appropriate for each Baltimore City neighborhood. The maps shows Lakeland has a relatively stable private housing market. Westport and Mount Winans require more intensive intervention by the City and other partners.

# Existing Conditions

## Abandoned Housing Units (as % of total housing units)

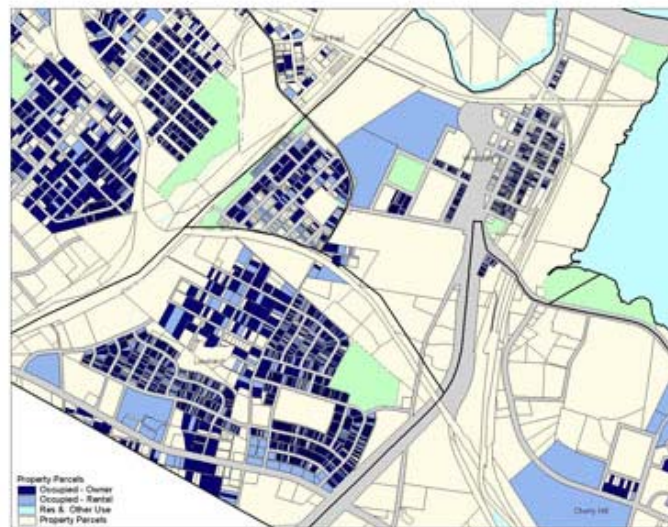
Neighborhood	1990	2000	change
Mount Winans	3.3%	15.7%	+392%
Westport	11.6%	22.2%	+119%
Baltimore City	9.0%	14.1%	+56%
Lakeland	6.0%	9.1%	+54%



abandonment

## Homeownership

Neighborhood	1990	2000
Lakeland	58%	50%
Mount Winans	50%	50%
Baltimore City	44%	43%
Westport	33%	26%





The weak housing market has depressed property values in the area, as shown in the map below.. While this results in relatively low property taxes for some households, it also discourages property owners from investing in and improving their homes. This disinvestment has contributed to the increased abandonment rate.

Rising property values that allow homeowners to build equity in their homes attract new residents and encourage owners to improve their properties. At the same time, existing residents in the area are concerned that rising property taxes may be a financial strain on long-time, low-income residents.



**FOCUS AREA**

**Westport East of 295**

Residential units are predominantly rowhomes with stoops and rear parking pads along alleys. This area has been subject to “flipping” (the practice of illegally inflating sales prices) and to land speculation. A windshield survey conducted in March 2004 revealed the following results:

- 16% Vacant Structures
- 4% Vacant lots
- 35% Functional Structures
- 26% Requires Major Repair
- 16% Requires Rehabilitation
- 3% Structurally Unsound: Condemn/Demolish



*Annapolis Road*

**Mount Winans**

Residential units are predominantly single family homes with front and rear yards. The windshield survey reveals a stronger housing stock:

- 3% Vacant Structures
- 7% Vacant lots
- 71% Functional Structures
- 9% Require Major Repair
- 4% Require Rehabilitation
- 5% Structurally Unsound: Condemn/Demolish



*Mount Winans Homes*

The main impediment to a thriving housing market in Mount Winans is the presence of numerous vacant and boarded public housing buildings; The vacancy rate of the Mount Winans Homes is greater than 50%.

# Existing Conditions

## City-owned properties

Mayor Martin O'Malley has launched Project 5000 (P5K), an innovative and ambitious effort launched by Mayor Martin O'Malley to return 5,000 vacant and abandoned properties to productive use. Through P5K, Baltimore City owns or will acquire approximately 45 properties in Westport, Mount Winans, and Lakeland. This includes 43 vacant lots and 2 vacant houses; 29 of these properties are in Mount Winans, 9 in Lakeland, and 6 in Westport.

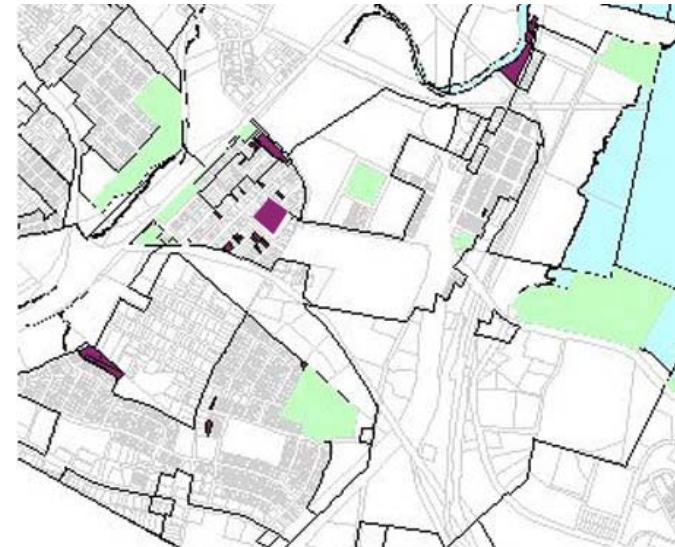
In addition, the Housing Authority of Baltimore City (HABC) owns and operates 572 units of low-income housing in three complexes in Westport and Mount Winans.

<u>Complex</u>	<u>Total units</u>	<u>Vacant units</u>
<b>Westport Homes</b>	200	25
<b>Westport Homes Extension</b>	232	103
<b>Mount Winans Homes</b>	140	72

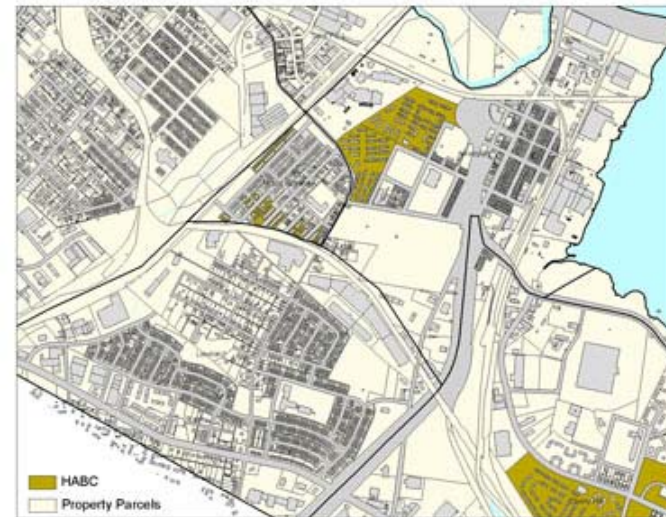
In 2003 the HABC hired a consultant to do a comprehensive survey of the three public housing complexes. The survey showed that these properties suffer from high crime and vacancy rates, poor physical condition, and inadequate sizes of many units. In addition, the properties are isolated, adjacent to heavy industrial companies, and lack good public transportation and links to employment.



*Westport Homes Extension*



*City-owned*



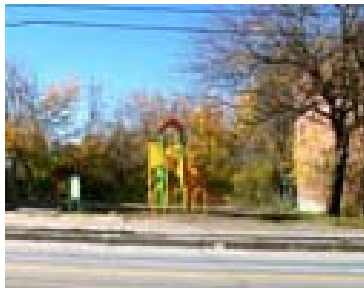
*Housing Authority of Baltimore City properties*

## Open Space

Most residents in the area are within a quarter-mile (5-minute) walking distance of park, school ground, or other open space that features both active and passive recreation opportunities.

Some open spaces, such as Westport (Florence Cummings Park) are generally well-designed, maintained, and used. Many other spaces, however, suffer from poor location. Mount Winans Linear Park and Indiana Street Park, for instance, are relatively isolated and hidden from streets and homes. During the planning process, residents stated these spaces are underutilized or unsafe.

A public-private partnership transformed the former vacant lots at 2310-2314 Annapolis into a new Westport playground.



Westport playground



Wegworth Park



Paca Street Parks (at Atlantic Ave)

CITY PARKS	ACRES	SCHOOLS	ACRES
Middle Branch Park	51.7	Lakeland Elementary/Middle	7.5
Wegworth Park	12.4	Westport Academy	6.2
Paca Street Parks	4.8		
Florence Cummings Park	3.8	<b>OTHER</b>	<b>ACRES</b>
Indiana St Park	0.9	Westport playground	0.3



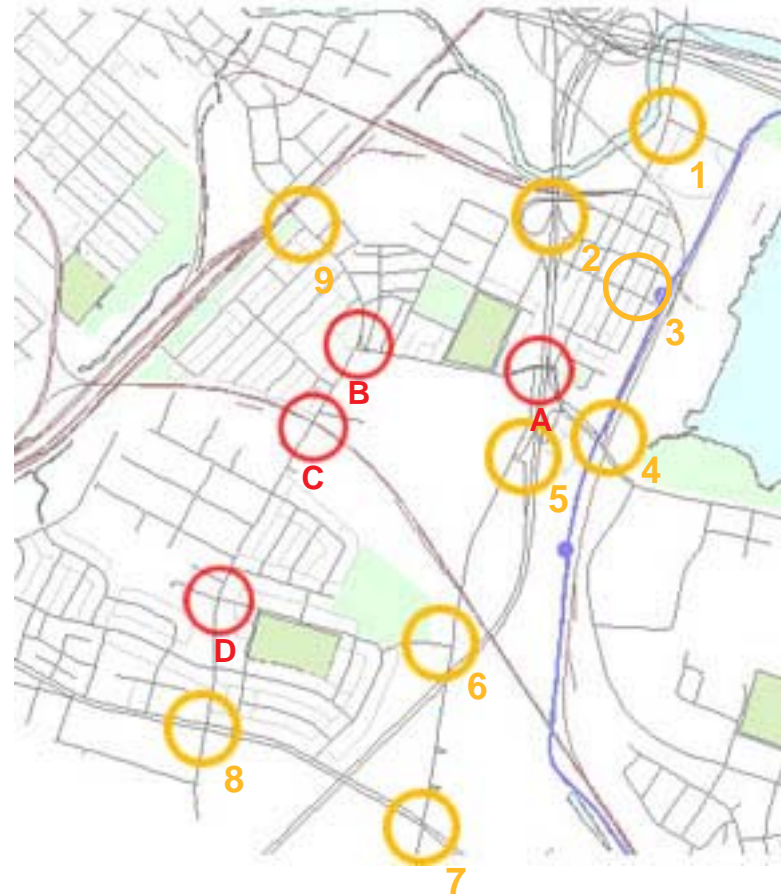
## Gateways and Corridors

The cluster has key transportation assets: active rail lines supply industrial businesses, and I-295 and the Westport Light Rail Station link residents to downtown and other regional destinations. However, these same assets also sever the neighborhoods from each other and from the waterfront.

A handful of streets--Waterview Avenue, Annapolis Road, Hollins Ferry Road, and West Patapsco Avenue--serve as the main corridors for the three neighborhoods. The Department of Transportation has requested funding for significant road improvements in the area, including \$5.25 million to improve the Annapolis Road bridge over I-295; \$9 million to improve the Annapolis-Waterview intersection; and \$19 million to improve Russell Street from I-95 to the City Line.

The map at right shows where these streets enter and exit the neighborhood (gateways, circled in yellow). The map also shows important corridors and intersections (circled in red): at these places, traffic slows or roads curve, focusing our attention to our surroundings.

Each of these gateways and corridors represent an opportunity to transform existing underutilized or poorly maintained land into a landmark or other kind of special place in the neighborhoods.



### GATEWAYS

- 1 Annapolis Road
- 2 295 Russell Street exit
- 3 Kent St to light rail
- 4 Waterview Ave
- 5 295 Annapolis Road exit
- 6 Wegworth Lane
- 7 Patapsco/Hollins Ferry
- 8 Patapsco/Annapolis
- 9 Mount Winans

### CORRIDORS

- A Waterview and Annapolis
- B Waterview and Hollins Ferry
- C Hollins Ferry at rail lines
- D Hollins Ferry at Lakeland Presbyterian



### Industry

The zoning map below shows that the Westport area, like much of Southwest Baltimore, consists of a mix of residential and industrial separated by infrastructure such as railroads and highways. Active CSX rail lines supply industrial businesses throughout South Baltimore. A stretch of more than 50 continuous acres of industrial land with access to rail lines lies between Lakeland and Mount Winans off of Hollins Ferry Road.

The inland industrial areas of Westport are smaller and in closer proximity to adjacent homes. The Fitch Company, a janitorial supply business at 2201 Russell, shows signs of significant recent investment; several of the other industrial buildings along Russell and Cedley Street are eyesores.

The Westport waterfront is zoned for heavy industry. This waterfront can no longer support shipping activities, and the two largest parcels have been abandoned for several years.



*industrial eyesore: Russell Street gateway*



*underutilized industrial land: Cedley Street*



*Hollins Ferry Road in Lakeland*



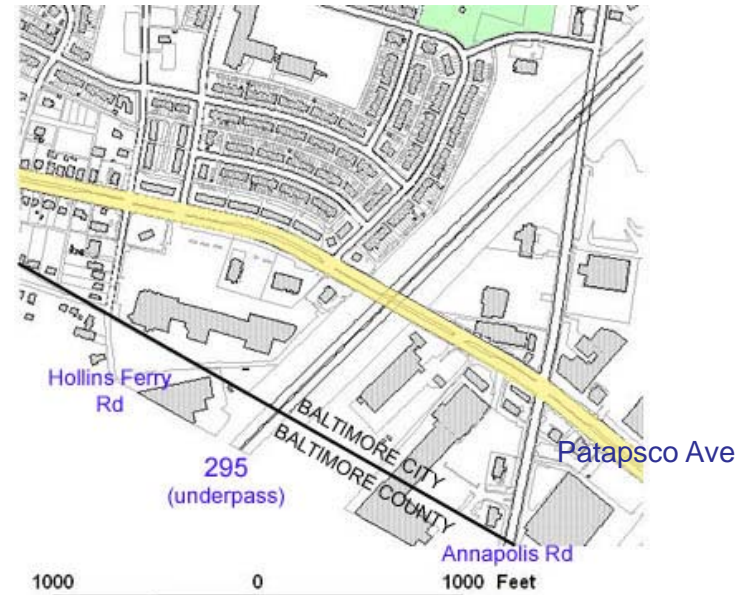
# Existing Conditions

## Commercial

Patapsco Avenue is the area's major commercial corridor. The half-mile stretch within the boundaries of Lakeland features auto-oriented shopping centers and other large-lot retail sites, including fast food chain restaurants, two chain pharmacy/drug stores, and a very popular weekend discount flea market. The current hodgepodge of zoning along Patapsco creates business and residential nodes at Hollins Ferry and Annapolis Road, with industrial and institutional uses between.

Patapsco Avenue's six lanes carry large volumes of high-speed traffic, appropriate for large-lot clusters of development that is screened from the road. However, businesses on Patapsco Avenue also receive a significant amount of pedestrian traffic.

Only a handful of other retail businesses (small groceries and liquor stores) are located within the boundaries of Westport, Mount Winans, and Lakeland. Other than on Patapsco Avenue, commercial zoning is limited to a few blocks along Annapolis Road and Hollins Ferry Road.



*Patapsco Ave between Hollins Ferry & Annapolis*



*Patapsco Avenue*



## Existing Conditions: The Baltimore Waterfront

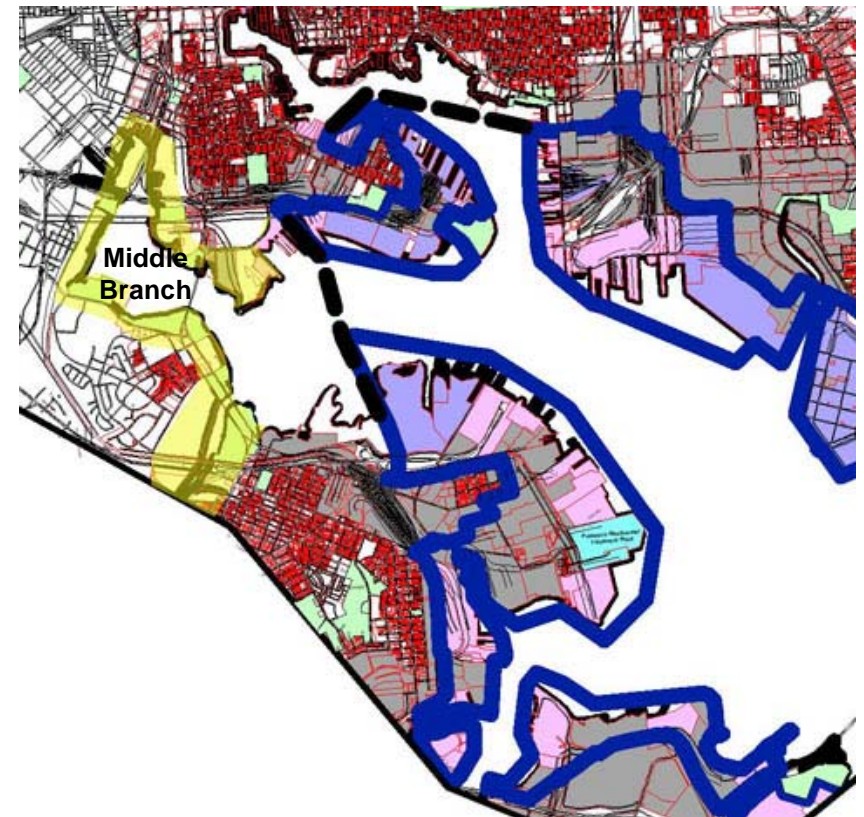
Nationwide, cities have rediscovered their waterfronts, boosting property values and private investment. At the same time, global trade has grown the harbors and industrial waterfronts of port cities such as Baltimore, generating jobs and revenues.

In Westport, the silted-in harbor no longer supports maritime industrial uses, and companies that once employed hundreds of local residents have closed or moved away. New waterfront development should help restore a mixed-income, prosperous neighborhood and reconnect people to the water, while enhancing and preserving the area's natural resources for generations to come.

### Maritime Industrial Zoning Overlay District

In order to protect businesses along Baltimore's industrial waterfront, the City enacted legislation in 2004 that preserves approximately 2700 acres of heavy industrial waterfront land with deep water access. Within the boundaries of the Maritime Industrial Zoning Overlay District (MIZOD), mixed use development and zoning overlays that allow such development are prohibited. The MIZOD boundaries includes all or portions of Hawkins Point, Curtis Bay Industrial Area, Fairfield, North and South Locust Point, Canton Industrial Area, and Dundalk Marine Terminal.

Westport's waterfront, as with the rest of the Middle Branch does not have deep water access which is defined as 18 feet or deeper. The map to the right shows that this area (highlighted in yellow) is not included within the Maritime Industrial Zoning Overlay District. It is an ideal place for mixed-use development seeking the water's edge.



Maritime Industrial Zoning Overlay District

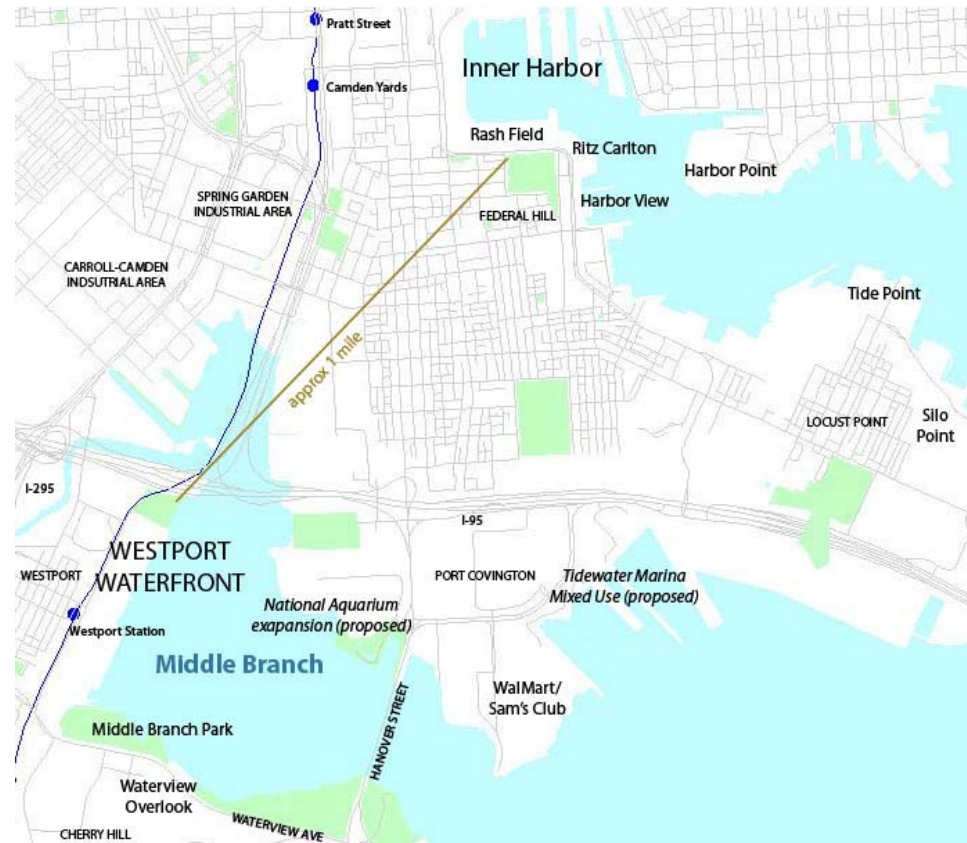
# The Middle Branch

The Middle Branch of the Patapsco River is a shallow estuary one mile southwest of Downtown Baltimore. Although many other areas of Baltimore's waterfront are more well known, the Middle Branch has a long history in the City's development. Its 6.7 miles of shoreline and 452 acres of water area make it roughly 5 and a half times larger than the Inner Harbor.

Even as the Inner Harbor continues to attract some of Baltimore's largest development projects, development activity has leapfrogged southwest to the Middle Branch. New market-rate residential development in Cherry Hill, just south of Middle Branch Park, along with a number of new proposals on the northern Middle Branch, indicate that this area is poised to become a new destination--a "green" Inner Harbor that features recreation, natural beauty, and mixed-use development.

### Focus Area: The Westport Waterfront

- Along the Middle Branch River
- Approximately 1.5 miles from downtown/Inner Harbor
- Future site for Gwynns Falls Trail, which will connect the waterfront to Camden Yards and M&T Bank (Ravens) Stadium, Federal Hill, and the Inner Harbor
- One light rail stop from Camden Yards. Two light rail stops from Pratt Street
- 3 blocks from I-295



## Middle Branch: Current Projects

### US ARMY CORPS OF ENGINEERS – Tidal Middle Branch Restoration

This \$7.8 million, federally-funded program seeks to restore wetlands, enhance habitat, and improve water-borne trash-management, while creating new opportunities for passive recreation and environmental education.

The first two project phases focus on the Carroll Camden Industrial Area. In the first phase, the U.S. Army Corps of Engineers (the Corps) will construct a three-acre wetlands on the west side of the Hanover Street Bridge, and install a trash interceptor at the Alluvian Street outfall. In the second phase, the Corps will remove fill material at Warner Street reintroducing tidal influence to a four-acre wetlands.

The third phase will include a comprehensive study of the sources and impacts of water-borne trash in the Middle Branch. The study will propose and implement systems to effectively manage trash, maximize water quality, and protect habitat. Additional wetlands will be restored along the Middle Branch waterfront and additional trash interceptors will be constructed.

### NATIONAL AQUARIUM IN BALTIMORE (NAIB) – Center for Aquatic Life and Conservation

The NAIB is pursuing construction of the Center for Aquatic Life and Conservation on a site west of the Hanover Street Bridge in the northern Middle Branch. This facility would house reserve and breeding animals for the Aquarium, as well as conservation and education staff and programs. Expected to be completed in 2007, the Center will support the Aquarium's successful breeding programs and its Marine Animal Rescue Program.

The building will include state-of-the-art "Green Building" elements and act as a Gateway to the north shore of the Middle Branch. In addition, the project will create a waterfront park with fishing and environmental education facilities.

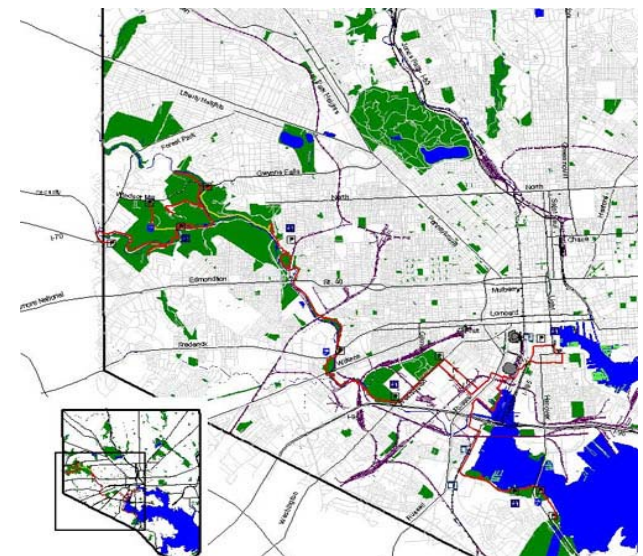
### WATERVIEW OVERLOOK

This new residential market rate community (45 townhouses and 65 condominium apartments with a recreation center) broke ground in November 2004 just south of the Middle Branch Marina in Cherry Hill. Units are expected to sell in the \$300,000 - \$400,000 range.

### GWYNNS FALLS TRAIL

This 14-mile, \$7 million hiker/biker trail will begin at the I-70 Park-N- Ride in Baltimore County and travel southeast along the Gwynns Falls stream to the Middle Branch and the Inner Harbor. The trail will link 30 neighborhoods with over 2000 acres of parkland, including Gwynns Falls Leakin Park, Leon Day Park, Carroll Park and the Middle Branch Park System.

Phase I and II of the Trail, from Gwynns Falls/Leakin Park Carroll Park, have been completed and are open to the public. Phase III of the Trail is under construction and will connect Carroll Park and the Middle Branch to Baltimore's Inner Harbor.



Gwynns Falls Trail map

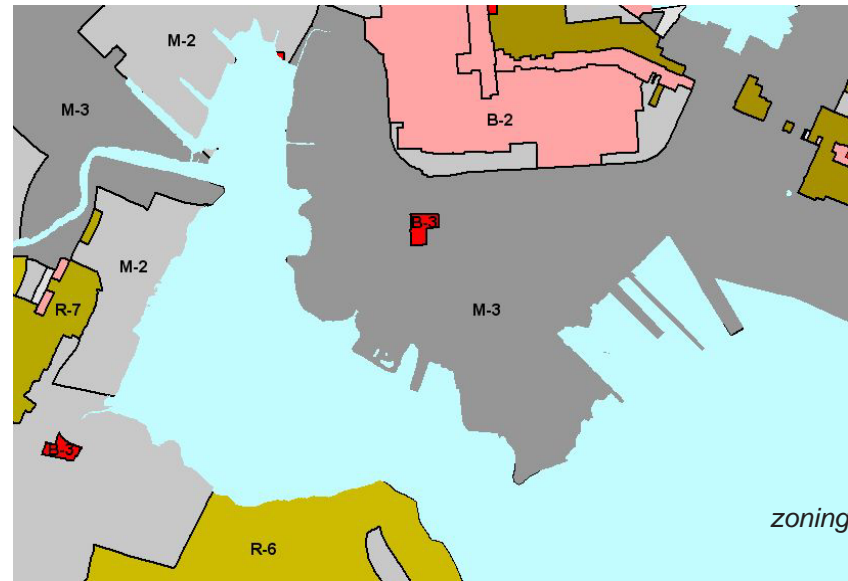


## Zoning and Land Use

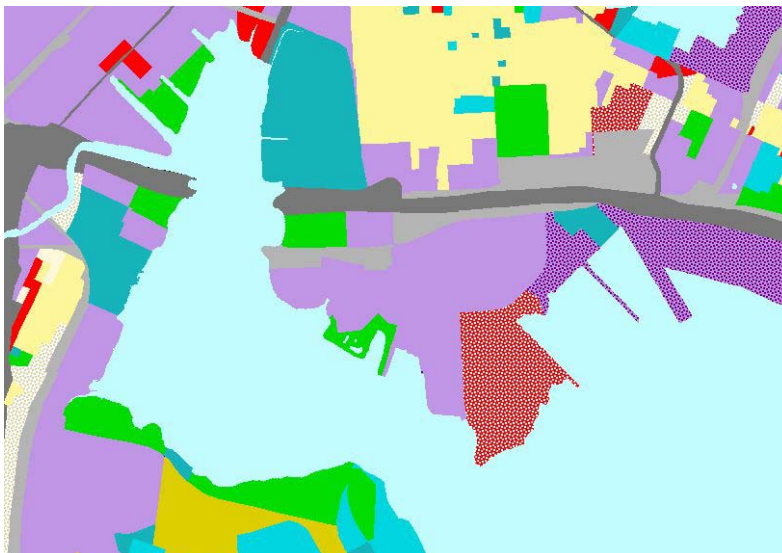
Zoning is a tool that allows the City to guide development by regulating the physical form and kinds of uses on a parcel of land. Baltimore City's Zoning Ordinance was created after a comprehensive zoning plan was approved by Ordinance #1051 in 1971

The term "land use" describes the kind of uses (such as stores, offices, homes, or industrial businesses) found on a parcel of land. In recent years, land uses along the Middle Branch have shifted. WalMart and the Middle Branch Park were established from previously industrially zoned land. The land use map below reflects this mixed character.

The zoning map on the upper right reflects the area's industrial history. Today, the former shipping channels of the Middle Branch have silted in. Commercial port operations have moved to the outer harbor, leaving much of the Middle Branch waterfront vacant.



*zoning*



- LAND USE**
- Low Density Residential
  - Medium Density: Rowhouse
  - Medium Density: Garden Apartment
  - High Density Residential
  - General Commercial
  - Shopping Center
  - Moderate Density Mixed Use
  - High Density Mixed Use
  - Industrial
  - Business/Industrial Park
  - Maritime Industrial
  - Parks/Recreation
  - Cemetery
  - Public/Institutional Facilities
  - Railroad
  - Transportation ROW
  - Undeveloped
  - Water
  - Parks

*land use map*

# The Westport Waterfront



The Westport Waterfront consists of five parcels. From north to south, these are:

- A** Kloman ballfield, a city-owned, unused baseball field.
- B** Cockey's Enterprise, a recycling and sanitation business
- C** The Constellation Building, a former Baltimore Gas and Electric (BGE) power plant
- D** Carr-Lowrey, an abandoned glass manufacturing facility
- E** Brice Concrete, a concrete mixing facility.
- F** Middle Branch Park



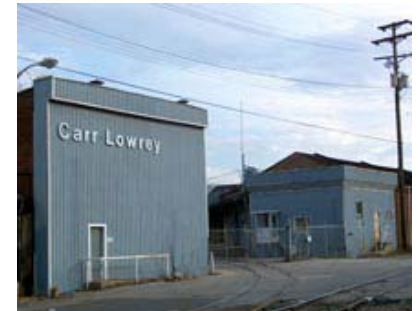
*A: Kloman Ballfield*



*B: Cockey's Enterprise*



*C: Constellation building*



*D: Carr Lowrey*



*E: Brice Concrete*



*F: Middle Branch Park*



## Existing Conditions



Adjacent to the waterfront parcels are existing uses that will influence the type of development along the water and its connections to the existing neighborhood.

**a** BGE substation, provides power to several locations citywide, including downtown. BGE is planning improvements to the site.

**b** vacant land owned by CSX that provides a buffers between existing rowhomes and tracks

**c** elevated light rail tracks, which rise to about 35 feet from Waterview Ave to the northern end of the BGE parcel

**d** CSX active rail lines parallel to Kloman Street



*a BGE substation*



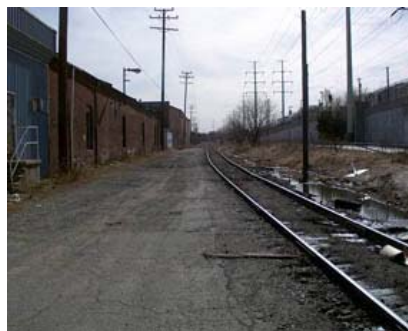
*a BGE substation*



*b CSX tracks and buffer parcels*



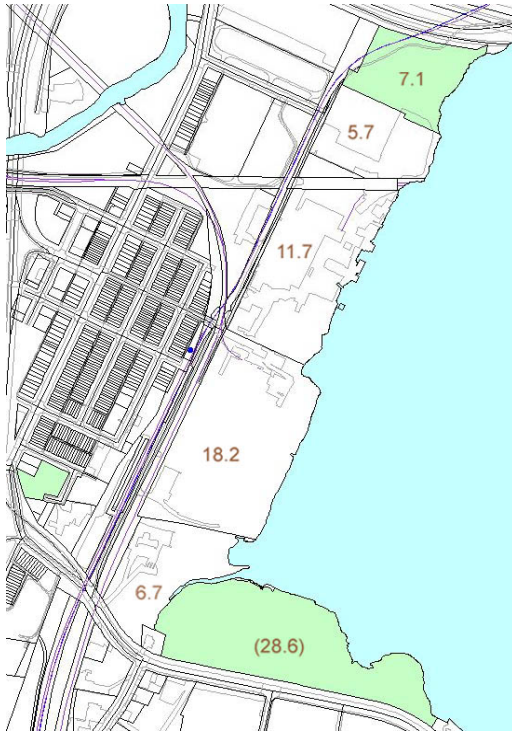
*c elevated light rail tracks*



*d Kloman Street looking south*



## Parcel size



The five parcels on the Westport waterfront equal roughly 48 acres of land. Kloman Street extends approximately 3,700 feet (a little over two-thirds of a mile) from Waterview Avenue to the highway right-of-way/former Kloman ballfields, where it abruptly ends. The shoreline is roughly 3200 feet long from Middle Branch Park to the I-95 overpass.

## Street Network



Street connections to the water are limited to Clare Street to the north, and Wenburn Street and Waterview Avenue to the south. Wenburn Street crosses active CSX tracks at grade.

A ramp from the light rail station leads down to Kloman Street roughly 200 feet south of the station. Kloman Street can also be reached by circling back through the neighborhood on Wenburn Street.

The area includes several on- and off-ramps to I-295, but these are not all clearly marked.



Wenburn Street, looking west from Kloman

## Heights/Topography



*view from Maisel Street overlooking the water*

The site includes significant grade changes, sloping down towards the water and to the north. The ground level at the eastern end of Westport ranges from 20 feet at Manokin Street to 80 feet at Indiana and Maisel Streets, both of which have striking water views.

The light rail tracks along Kloman are roughly 30 feet high, creating a barrier between the existing neighborhood and the water. The two unused Constellation buildings are approximately 90 feet high (southern building) and 150 feet high (northern building). The I-95 ramps to the north are roughly 30 feet high (southern) to 100 feet high (northern).



### **Focus Area: Constellation Building**

Ownership: Constellation Generation Group

Phase I EPA testing completed (records available upon request):  
asbestos and lead paint found

Phase II completed, mix of uses permitted (including residential)

Initial structural survey indicates adaptive re-use of the building is feasible.

Hundreds of tons of old equipment inside

Costs for remediation and necessary structural work unknown

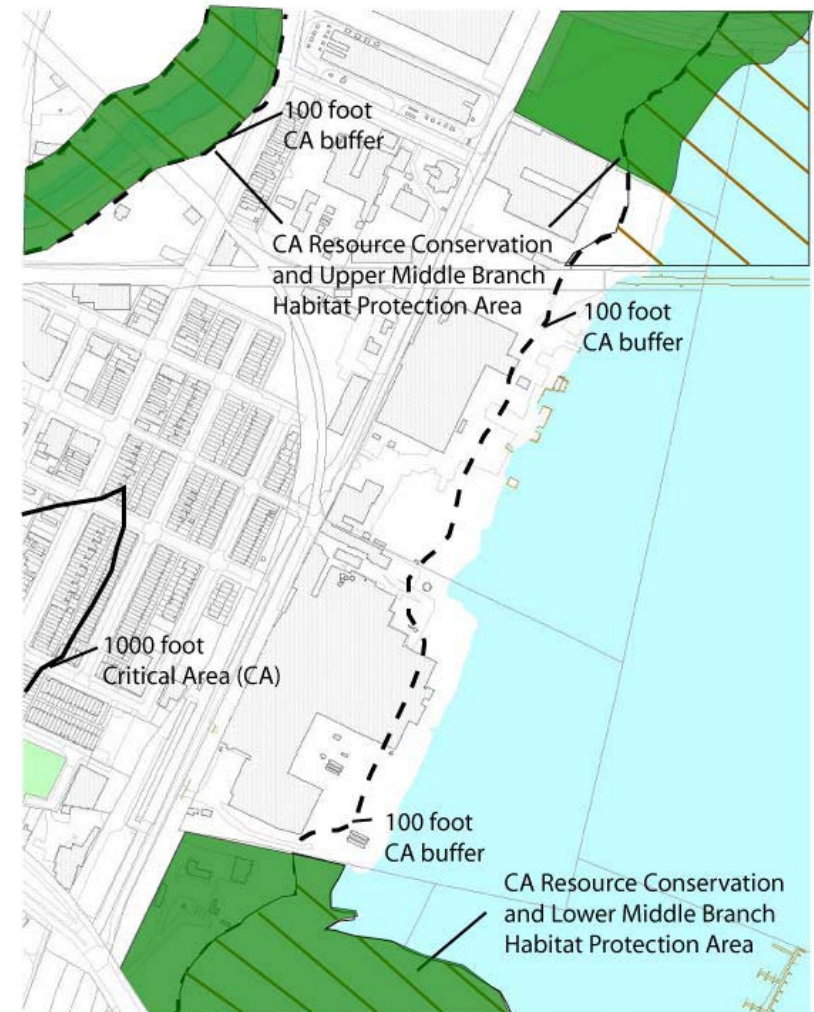
## Environmental Preservation

As more people move back to cities for lifestyle and recreation options, local natural resources (from parks and forests to rivers and lakes) take on greater importance to local economies and quality of life. Because of its relationship with the Chesapeake Bay, the City of Baltimore has a tremendous opportunity to lead by example in promoting development that preserves natural surroundings and engages the public.

### The Maryland Critical Areas

The Critical Area Act (1984 State General Assembly) is a comprehensive resource protection program for the Bay and its tributaries. This statute marked the first time that the State and local governments jointly addressed the impacts of land development on habitat and aquatic resources. The law identified the “Critical Area” as all land within 1,000 feet of the Mean High Water Line of tidal waters or the landward edge of tidal wetlands and all waters of and lands under the Chesapeake Bay and its tributaries. The law created a statewide Critical Area Commission to oversee the development and implementation of local land use programs directed towards the following goals:

- Minimize adverse impacts on water quality that result from pollutants that are discharged from structures or conveyances or that have run off from surrounding lands;
- Conserve fish, wildlife, and plant habitat in the Critical Area; and
- Establish land use policies for development in the Critical Area, which accommodate growth and address the fact that, even if pollution is controlled, the number, movement, and activities of persons in the Critical Area can create adverse environmental impacts.



*Critical Areas map: Westport Waterfront*



## Existing Conditions

The Commission established criteria for local jurisdictions to develop individual Critical Area programs and amend local comprehensive plans, zoning ordinances, and subdivision regulations. Baltimore's program, originally adopted by the Mayor and City Council January 4, 1988, is codified in the City Code. The Critical Area is a Zoning District (Title 8, Zoning Code); as in other zoning districts, there are prohibited uses and limitations related to the district.

### Baltimore's Critical Area Definitions and Characteristics

The City of Baltimore has the most development-friendly local Critical Area program of the approximately 63 other jurisdictional programs in the State. Within the roughly 5,000 acres of Critical Area, Baltimore's Critical Area Management Program (CAMP) establishes the following sub-districts:

**1. Buffer**-A keystone of the Chesapeake Bay Critical Area Protection Program is the establishment, preservation, and maintenance of a 100-foot, naturally vegetated, forested buffer (the Buffer) landward from the Mean High Water Line of tidal waters or from the edge of tidal wetlands and tributary streams. The Buffer acts as a water quality filter, removing or reducing sediment, nutrients, and toxic substances found in runoff. The Buffer also minimizes the adverse impact of human activities on habitat within the Critical Area while providing food sources and temporary shelter for some wildlife species. Baltimore is the State's only jurisdiction not requiring a variance for development in the 100-Buffer.

### *Buffer Requirements and Landscaping*

Development within the Buffer is discouraged; areas not vegetated within the Buffer are subject to a fee of at least \$2.50 a square foot of disturbance. All significant developments are also subject to the Critical Area landscaping/Buffer establishment/habitat protection requirements (not Forest Conservations standards).

### *Buffer Establishment Credit for Vegetation Planted Outside the Buffer*

New vegetation planted outside the Buffer may be credited toward development requirements for vegetation within the Buffer provided that: 1) vegetation planted outside the Buffer is at least 25 feet in width and depth and, 2) it is contiguous to existing or planned vegetation within the Buffer, and 3) existing or planned vegetation within the Buffer includes at least 50 linear feet along the shoreline for the entire depth of the Buffer, and 4) the planting plan receives prior City approval.

### *Developer Allowances*

Any site where the Buffer is over 50% of the site, a maximum of 50% of the offset fee will be charged. Buffer offset costs shall not exceed 2% of the proposed new development or redevelopment costs. This does not include land costs.

**2. Intensely Developed Areas** (IDA-approximately 4, 412 acres) IDAs are defined as areas of twenty or more adjacent acres where residential, commercial, institutional or industrial land uses predominate and little natural habitat occurs. Unlike the State's other jurisdictions, Baltimore is overwhelmingly IDA.

In IDAs, development activities should minimize destruction of forest and woodland vegetation and should be clustered to reduce the amount of impervious surfaces. New development and redevelopment must reduce water quality impacts associated with stormwater runoff to a level at least 10% below the load generated at the same site prior to development (a requirement commonly known as the "10% Rule"). If it can be demonstrated that this is infeasible, developers are required to pay into an offset program managed by the Department of Planning and water quality goals are met elsewhere.

### 3. Resource Conservation Areas (RCA-approx. 430 acres)

RCA's are characterized by natural environments or agriculture, which the Criteria consider protected land uses. RCA's make up roughly 9% of the land area of the City's Critical Area, almost exclusively in floodplain areas and shoreline parks.

The Critical Area State Criteria limit new development in RCA's to one dwelling unit per 20 acres. The "1-in-20" criterion is intended to ensure that RCA's maintain a natural character, preserving favored land uses while avoiding fragmentation of areas adequate to robust wildlife and plant habitat. New commercial and industrial facilities are not allowed in RCA's.

#### *RCA's in the Plan Area*

In Baltimore, permitted uses in a Resource Conservation Area within the Critical Area but outside the Buffer are as follows: non-profit or publicly owned open space; natural parks; pedestrian easements; promenades; bike paths; cultural and historic sites; and educational facilities. Permitted uses within the Buffer are areas for passive recreation, such as nature study and education – but service facilities for these areas must be located outside of the Buffer. No accessory or conditional uses are allowed.

#### *RCA/IDA Growth Allocation*

The Critical Area Act provides for a limited expansion of the City's Intensely Developed Area, provided that such expansion is limited to 5% of the total acreage within the City's Resource Conservation Area (431.5 acres) and that no more than half the allocated expansion is located in the Resource Conservation Area.

When growth allocation is approved by a City Council bill, the Critical Area Commission must approve the change in land use designation as an amendment to the local program. The Commission's standard for review is that an amendment must be consistent with the goals and criteria of all Critical Area laws.



*Wetlands and habitat at Fort McHenry*

## Existing Conditions

### 4. Designated Habitat Protection Areas (DHPAs)

DHPAs are characterized as important habitat for seasonal waterfowl and as fish habitat areas. These areas function as an overlay district in the City and special protection requirements apply. There are 12 DHPA's in the City.

#### *Upper Middle Branch Designated Habitat Protection Area*

This is a historic waterfowl staging and concentration area and wetlands restoration site. The area includes all waters to the mean high water line north of the Western Maryland Bridge and trestle, all uplands within 100 feet of the mean high water line of the waters described above, and the wetland portion of Block #7612, Lot 2 and all lands lying within 25 feet of these wetlands.

#### *Gwynns Falls Designated Habitat Protection Area*

This is a major greenway and wildlife corridor and connects the upland forests of the upper Gwynns Falls watershed with the wetlands and tidal waters of the upper Middle Branch.

#### *Lower Middle Branch Designated Habitat Protection Area*

This DHPA encompasses two discontinuous areas including the following: 1) a tidal wetland and tidal stream on the lower Middle Branch; 2) a mature oak forest on the south side of Waterview Avenue. The first area includes the waters of the tidal stream which runs from Waterview Avenue northward to the lower Middle Branch; all lands within 100 feet of both sides of the stream; a 100- foot Buffer along the shoreline of Block #7611, Lot 1 and the entirety of Lots 2 and 7, and the shallow tidal waters of the lower Middle Branch which border these properties. The second area includes a mature oak forest on portions of the following properties: Block #7612-E, Lot 10; Block #7610 including lots 4, 5, 7, 8, 9, and the entirety of Lots 18 and 19.

### Continuation of existing uses in the Critical Area

The City shall permit the continuation, but not necessarily the intensification or expansion, of any use in existence on the date of program approval, unless the use has been abandoned for more than one year or is otherwise restricted by existing local ordinances.

### Critical Area Development Project Review

Within the Critical Areas identified above, any of the following actions will "trigger" Critical Area review:

- 1) Building/Grading Permit;
- 2) Rezoning;
- 3) Subdivision;
- 4) Conditional Use/ Special Exception; and
- 5) Zoning Variance.

After a preliminary review, Department of Planning staff will use the following CAMP criteria to decide if a project is considered "significant" and will require mitigation practices:

- 1) If there is any disturbance in the Buffer;
- 2) If more than 10,000 sf of disturbance outside the Buffer; or
- 3) If improvements are being made to an existing structure that are 50% or more of the base full cash value of the property.

The City's CAMP and the separate Stormwater Quality Regulations administered by the Bureau of General Services, Department of Public Works (DPW), are separate regulations. The phosphorous removal required in the CAMP is different from the DPW regulations; offset fees are also calculated differently.

### Conservation Easements

A narrow easement along the shoreline of Carr-Lowrey was established in the early 1990s.



## Maritime Master Plan

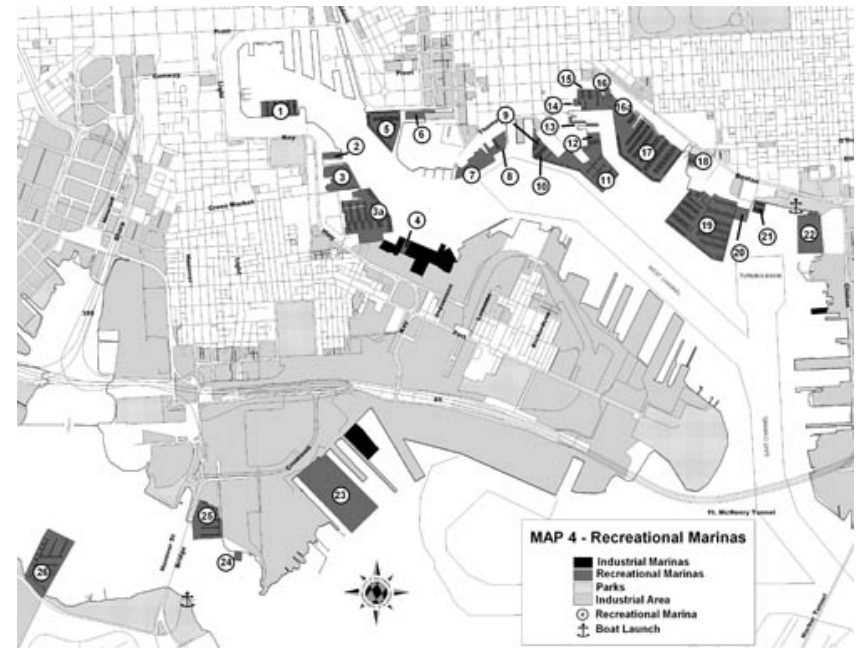
Created in 1985, and updated in 1989 and in 2003, the Maritime Master Plan provides a framework for the safe and environmentally responsible management of multiple activities in Baltimore's Harbor. Specifically, the Plan identifies permitted locations and sizes of recreational marinas, provides guidelines for commercial vessels, and protects commercial shipping in certain industrial waterfront areas.

At the Westport Waterfront, the Middle Branch is shallow, making navigation difficult for all but small water craft such as canoes, kayaks, and rowboats. This area also contains highly sensitive natural wetland habitat. The agitation of motors and the dredging required to build a marina would disturb contaminated sediments that have been encapsulated by cleaner sediment over time.

For these reasons, new or expanded marinas in the Middle Branch are prohibited in the Maritime Master Plan except those for non-motorized boating education purposes.

The full text of the plan can be found at:

<http://www.baltimorecity.gov/government/planning/images/MaritimeMasterPlan.pdf>



- 1 Inner Harbor
- 2 Ritz Carlton
- 3 Townhouses at Harborview
- 3a Harborview
- 4 Downtown Sailing Center
- 5 Inner Harbor East
- 6 Living Classrooms Foundation
- 7 Fells Landing
- 8 Browns Wharf
- 9 Harbors' Edge
- 10 Belts Wharf Landing
- 11 Henderson's Wharf
- 12 Swann's Wharf
- 13 Union Wharf
- 14 Thames Point
- 15 Chester Cove
- 16 Tserkis
- 16a North Shore
- 17 Anchorage Marina
- 18 Shipyard
- 19 Lighthouse Point
- 20 Tindoco Wharf
- 21 Canton Cove
- 22 Canton Crossing
- 23 Port Covington
- 24 Ferry Bar
- 25 Baltimore Yacht Basin/  
Nick's Seafood
- 26 Middle Branch Marina

# Recommendations: Overview

Based on the preceding analysis of existing conditions and stakeholder input, the following section makes recommendations to guide future development and improvements in the area. These recommendations are guided by four key principles described at right: build on existing assets, coordinate City and community actions, capitalize on waterfront potential, and encourage existing residents to stay.

The recommendations fall in three main sections.

Neighborhood Development Guidelines (pages 35-44) focus on the topics described in Existing Conditions: Housing, Open Space, Gateways and Corridors, Industrial, and Commercial.

These are followed by Waterfront Development Guidelines (pages 45-49), which focus on the area's key redevelopment opportunity, the Westport Waterfront. Finally, a brief section on Implementation (page 49) describes next steps in carrying out the recommendations in the Plan.

### 1. **Build on existing assets**

Westport, Mount Winans, and Lakeland have numerous assets, such as transportation links to downtown and the region; parks and waterfront land; and a mix of housing and neighborhood types. Funding and actions should leverage these assets, by maximizing transit use, showcasing natural resources and views, and tapping the market for housing centered around open space.

### 2. **Coordinate City and community actions**

Many of the short-term improvements that will benefit existing residents and show visible, tangible results can be achieved only through partnerships among all stakeholders in the area--including City agencies, residents, developers, business owners, religious leaders, and others. To maximize the impact of these efforts, planning and implementation must involve community-driven participation and decision-making.

### 3. **Capitalize on waterfront potential**

Abandoned buildings and poorly maintained facilities in the area are the mark of years of disinvestment. To reverse these trends, the City must work with residents and developers to attract private investment to the area. New development will bring job opportunities and new residents, who will occupy vacant buildings, safeguard streets and other public space, and bring more spending power to the neighborhoods, which over time, will attract more retailing.

### 4. **Encourage existing residents to stay**

Many Westport, Mt Winans, and Lakeland residents have persevered through difficult times. Future development and revitalization should include them and provide opportunities for affordable housing, job opportunities, and an improved quality-of-life.

# Neighborhood Development Guidelines

## Housing

Westport, Mount Winans, and Lakeland have tremendous potential for thriving, mixed-income housing markets that respect the character of existing homes and conditions. The Plan recommends an overall development framework with three levels of housing intervention appropriate to different areas of the neighborhoods.

## Development Framework

The area should continue to offer a broad range of city living. East of I-295, new development should be high-density, oriented to the light rail, and feature a mix of stores, homes, and parks. West of I-295, new development should be low-density (5 dwelling units(du)/acre) and medium-density (10-15 du/acre), reflecting the existing homes, the limited access routes to the neighborhoods, and the relatively strong market for single-family detached and semi-detached homes.

The three neighborhoods combined contain more than 60 acres of underutilized or vacant land that could be redeveloped. Assuming adequate road improvements and parking considerations, Westport could accommodate more than double its existing number of housing units and Mount Winans should also absorb a significant number of new units. New development in Lakeland, which is essentially built out, will likely be confined to infill single-family subdivisions.



*housing interventions*

- Rehab and Infill
- Redevelopment
- HABC



# Recommendations

## Housing Interventions

### 1. Rehabilitation and Infill

In mostly-developed areas, private investment should be facilitated to maintain and upgrade the existing housing stock. Wherever possible, the City should make available rehabilitation assistance programs to existing property owners and help first time homeowners purchase properties (see page 51). New construction should conform to the character of surrounding buildings.

Where the City can take control of abandoned houses, these houses will be offered for sale. Where the City controls vacant lots, these will be evaluated based on factors such as lot size and market strength. If lots are large enough and the housing market is strong, the City will consolidate lots, where possible, and offer the lots for new construction. Where lots are small or in weak markets, the City will consider conveying the lots to adjacent homeowners for use as sideyards or community gardens.

The City will also continue helping Project TOOUR, the local umbrella community organization, acquire properties at 2322 and 2324 Annapolis Road through the lien-release program. Through this program, the City forgives some liens on properties with unpaid taxes, making it easier for new owners to acquire.

### 2. Redevelopment

On these large abandoned sites (including the Westport waterfront, School #156, and the City-owned lot at Hollins Ferry and Paca), new development should follow the guidelines established in this Plan. New development will also be subject to Urban Renewal Plans, which are the legal documents that will enforce the master plan guidelines.

City-owned property will be awarded to qualified developers through a competitive process that will include community input.

### 3. HABC Redevelopment and Rehabilitation

Based on their independent survey of existing public housing units in the area, the HABC consultants recommended selective rehabilitation and demolition of abandoned or inadequate units in Westport Homes Extension and Mount Winans Homes. This will provide better housing options for the existing tenants and help revitalize the surrounding neighborhoods.

Throughout the City, where redevelopment occurs, the HABC works to integrate public housing tenants into mixed-income neighborhoods that preserve affordable housing. A redevelopment plan should involve residents and give them an opportunity to live in a healthy neighborhood. The HABC will work with residents and other City agencies to develop a comprehensive redevelopment plan for the Westport and Mount Winans units.

**FOCUS AREA: Mount Winans**

The City controls a significant portion of land in the neighborhood, including boarded and abandoned HABC scattered site buildings, the City-owned lot on Hollins Ferry, the Paca Street parks, and School #156.

These should be packaged in a Request For Proposals for new detached and semi-detached homes. Where possible, existing isolated parks should be relocated to areas with better access that are oriented to surrounding homes.

The concept illustration below shows one possible redevelopment scenario for School #156 that follows the principles outlined in the master plan: low-density housing with ample open space that integrates with the street pattern and character of the surrounding neighborhood. In this case, 26 detached units or 52 duplex units are created.








# Recommendations

## Open Space

1. Restore and enhance Mount Auburn Cemetery (see sidebar on page 39).
2. Waterfront redevelopment must include quality public open spaces (see Waterfront Development Guidelines).
3. Open spaces should be bordered by homes or streets with high visibility, so that residents can help keep these places safe. Where redevelopment offers an opportunity to include new open space bordered by homes or streets with high visibility, existing isolated parks such as the Paca Street parks, and Indiana Street Park, should be relocated, if feasible.
4. Work closely with Lakeland residents and other partners to evaluate needs and funding sources for future improvements to Wegworth Park.
5. Clean and clear overgrowth on the City-owned parcels on the west side of the 1900 block of Annapolis Road (roughly 2 acres) and encourage a future relation between the neighborhood and the Gwynns Falls.
6. Clean and clear overgrowth on the right-of-way parcels along I-295.



-  Resource Conservation Areas: allow development if open space can be replaced
-  Establish public promenade/Gwynns Falls Trail along water's edge
-  Encourage new waterfront open space near existing residences
-  Target improvements to key open spaces
-  Relocate or develop isolated open spaces



**Focus Area: Mount Auburn Cemetery**

Established in 1872, the Mount Auburn Cemetery was the first African American burial ground in Baltimore. The first African Americans to settle in Westport made their homes in the surrounding area, and for decades, the Cemetery and the adjacent church were the center of the community’s faith-based life.

In recent years, the Cemetery has suffered from vandalism and lacked adequate management resources or maintenance funds. Today, the City is partnering with local stakeholders to revitalize the Cemetery with these goals::

- Recruit residents and other partners on regular events such as clean-ups and plantings.
- Promote the Cemetery as a unique African American heritage site
- Work with faith-based, institutional, and community partners to develop long-range management and fund-raising capacity.

In December 2004, more than 200 people attended the first volunteer clean-up event. Based on the results of a consultant study already underway, the City is committed to funding visible, priority improvements such as replacing the perimeter fence or resurfacing and streetscaping streets bordering the Cemetery.



## Corridors and Gateways

1. Enhance Kent Street approach to light rail station with streetscaping, trees, and other pedestrian improvements.
2. On public-owned land at key gateways and corridors, incorporate neighborhood signs, plantings, and/or public art in key gateways and intersections.
3. On privately-owned land at key gateways and corridors, encourage property owners to acknowledge the public nature of these areas with signature architecture, publicly-oriented urban design, or treatments similar to that on public-owned land. Where lots remain undeveloped or support unsightly uses, encourage owners to screen properties (including parking lots) with planting. The Department of Public Works lot at Russell Street should be a top priority for screening.
4. Focus code enforcement and traffic calming efforts on the Russell Street gateway to Westport; repair and enhance median strip.
5. Prioritize Hollins Ferry Road for future road improvements in the area.
6. Where necessary, significant new development projects should require traffic studies to ensure that commercial, industrial, and residential traffic flow will not be adversely affected.



*Russell Street gateway properties*



*Kent Street approach to Westport light rail station*



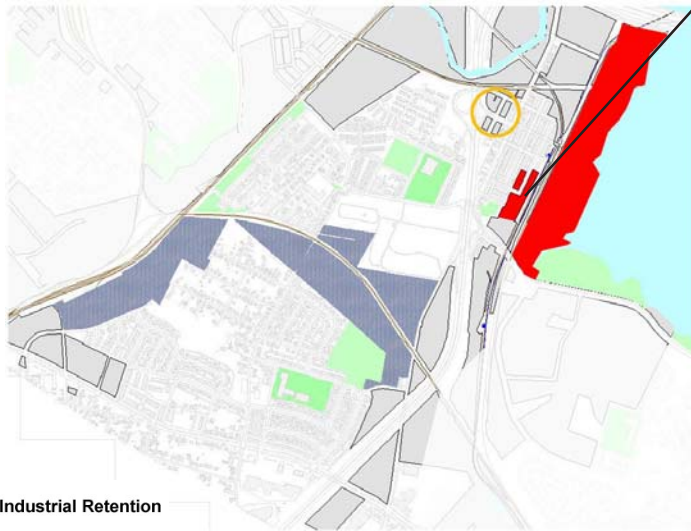
*The bend of Hollins Ferry Road at Wegworth Lane (right, above) leads to parking lots on both sides of the street (right, below). Residents should work with Lakeland Presbyterian and the Baltimore City Forestry Division to plant trees along this privately-owned corridor.*



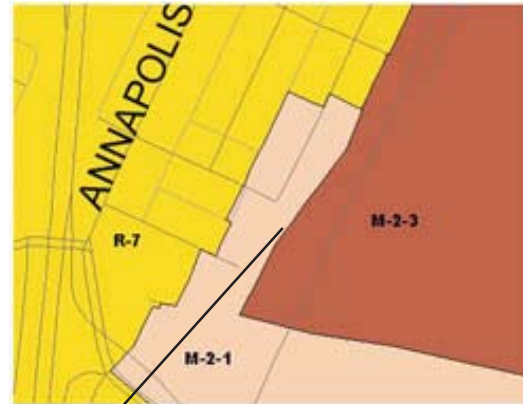
# Recommendations

## Industrial

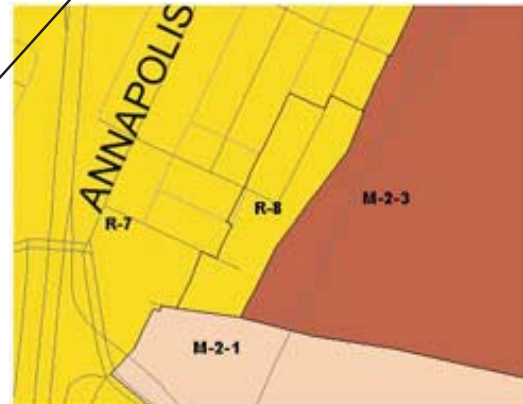
1. Preserve industrial zoning on the northern boundary of Lakeland along the railroad tracks. Recruit businesses to locate here when parcels become available.
2. Rezone the industrial area centered on Cedley Street in Westport (see map at right).
3. Work with CSX and other stakeholders to protect shipping routes on active rail lines and ensure pedestrian safety as redevelopment occurs.
4. Encourage the use of open space and planting to buffer industrial and non-industrial uses where necessary. Where new non-industrial development borders existing industrial land or new industrial development borders existing non-industrial land, encourage developer to provide buffers.
5. Work with Department of Transportation, business owners, and residents to determine safe and efficient local truck routes.



- Industrial Retention
- Rezoning
- Gateway



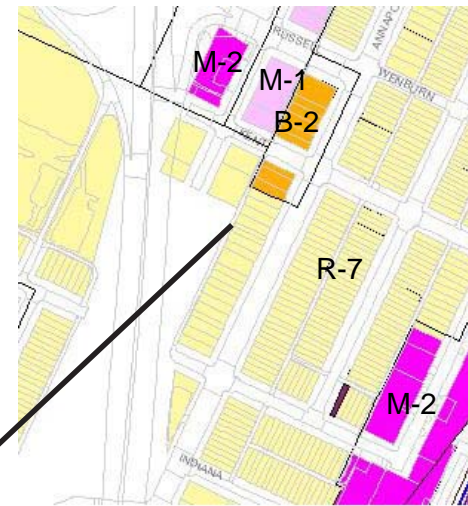
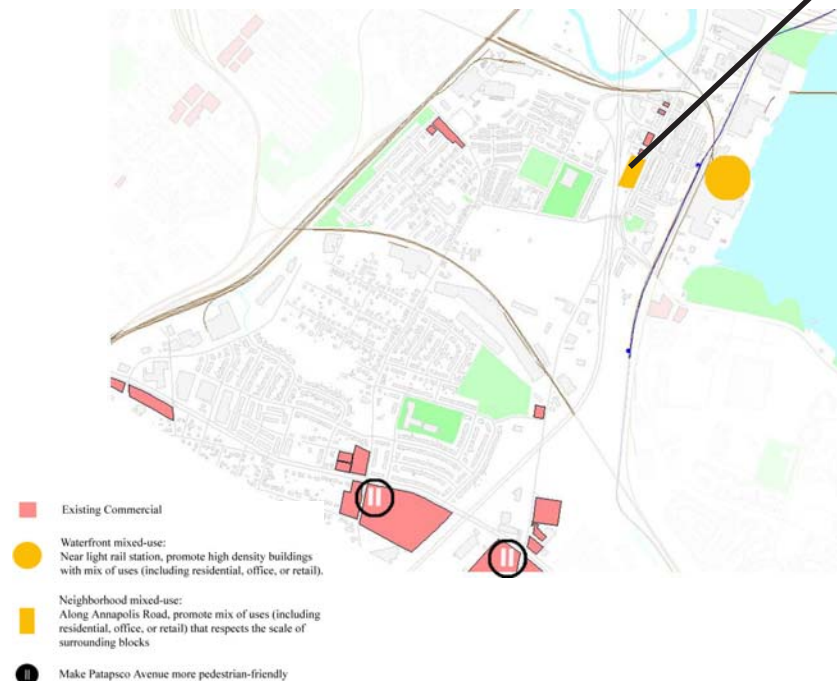
existing zoning



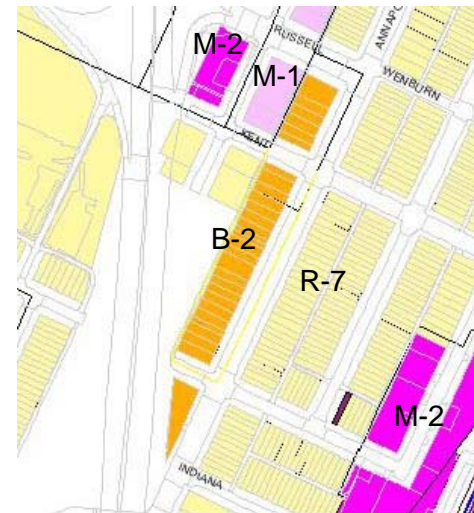
proposed zoning

## Commercial

1. Expand retail and commercial zones in the area. Allow rezoning of parcels along the west side of Annapolis Road from R-7 to B-2, extending existing commercial zoning south from Kent Street to Indiana Street.
2. Encourage pedestrian-friendly development and streetscapes on Patapsco Avenue.
  - a.) Wherever possible, widen, plant, and repair median strips.
  - b.) Repaint crosswalks and car stop lines at Hollins Ferry Road and Annapolis Road.
3. Conduct a comprehensive survey of Patapsco Avenue from Cherry Hill to Morrell Park, examining environmental conditions (including Critical Area regulations), traffic flow, pedestrian safety, and the potential for mixed-use redevelopment.



existing zoning



proposed zoning

# Waterfront Development Guidelines

## Zoning and Land Use

1. Rezone waterfront parcels from M-3 to B-2-3.

The B- or business zone allows for a mix of homes, offices, stores, and other uses. Within B-2-3 the following development guidelines apply for residential units:

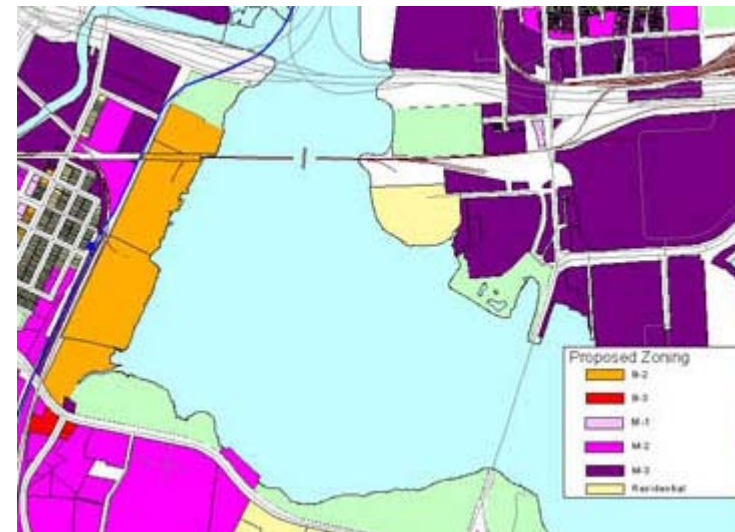
- Minimum lot areas:
  - a.) 275 sf per rooming unit
  - b.) 375 sf per efficiency unit
  - c.) 550 sf per other dwelling unit
- Floor Area Ratio (FAR)
  - a.) Not to exceed 5.0; except elderly housing, not to exceed 5.5

2. Allow conversion of existing Resource Conservation Area (RCA) designations.

Conversion of the southern- and northernmost waterfront parcels to Intensely Developed Areas (IDAs) should be permitted if significant waterfront open space is provided as part of a master plan.



*existing zoning*



*proposed zoning*



## Waterfront Access

1. Developer must provide a 10' wide public easement for a hiker/biker trail (the Gwynns Falls Trail) along the waterfront connecting Middle Branch Park, the CSX pier, and Clare Street.
2. Development must respect the existing Critical Areas state legislation regarding the 100' buffer along the water's edge. Variations to the buffer will be permitted if they allow for greater public access to the water.
3. As part of the continuous shoreline trail, create a regional fishing pier with public amenities such as lighting, benches, and on-street parking.
4. Clear riprap and other invasive planting and replace with native species.

## Connections to Neighborhood

1. Connect the existing neighborhood to the waterfront wherever possible with new streets and pedestrian routes. Along the shoreline, create a public street with parking and pedestrian amenities in order to maximize access to the waterfront.
2. Where a physical connection to the street grid is not possible, visually connect the waterfront to the existing neighborhood by establishing view corridors as extensions of the existing street patterns. View corridors must be at least the same width as the existing right-of-ways.
3. Establish a "waterfront corridor"--a public connection from the light rail station to the waterfront. Along this corridor, first floor retail or office uses are required for mixed-use buildings; multifamily buildings are required for residential buildings. A significant waterfront public park linked to the waterfront trail between Kent Street and Wenburn Street is encouraged.
4. Discourage features such as walls or other physical barriers that separate new waterfront development from the existing neighborhood.



# Recommendations

## Urban Design and Open Space

1. New waterfront development should be dense to maximize transit usage and to support a mix of stores, homes, and offices.
2. Retail should be incorporated into the development fabric. Freestanding retail sites should not be allowed.
3. Work with BGE, CSX, residents, and developers to produce landscaping plan for BGE substation lots and buffer parcels along rail line adjacent to the waterfront.
4. Parking requirements shall follow the Baltimore City Zoning Code, which specifies 1 space per 800 sf for office and 1 space per 600 sf for retail. Public parking spaces should be available adjacent to the light rail stop.
5. Freestanding garages shall not be permitted and parking lots shall not be permitted adjacent to the Critical Area buffer. Public streets should include public parking.

## Historic Preservation

1. Wherever possible, waterfront buildings of significant historic value should be preserved for adaptive re-use.
2. New development should include elements that refer to the industrial or social history of the waterfront and the neighborhoods of Westport, Mount Winans, and Lakeland.

## Sustainable Development

1. A portion of all new residential units should be preserved for residents of low- to moderate-incomes to ensure a diverse future community.
2. Existing residents of Westport, Mount Winans, and Lakeland should be given first opportunity for job training and openings in any new development.
3. New buildings should be LEED certified.
4. New development should include elements to educate visitors about the natural resource of the Middle Branch.



## Height Guidelines

1. Require the development of signature buildings that help make the Westport waterfront a destination and visual landmark.
  2. Allow tall, slender buildings that maximize views and street-level open space and that do not overwhelm the adjacent residential neighborhood.
- A WATERFRONT CONTEXT  
heights determined by FAR
- B NEIGHBORHOOD CONTEXT  
heights should respect the character of existing neighborhood

Summary of Waterfront Development Guidelines



- Resource Conservation Areas (RCAs)**  
 Conversion to Intensely Developed Areas (IDA) permitted if open space provided as part of development master plan  
 If conversion is approved, building heights determined by FAR
- Neighborhood Context**  
 Heights should respect the existing residential neighborhood  
 Allow bonus height in TOD zones for mixed-use buildings
- Waterfront Context**  
 Buildings should maximize views, open space, and feature signature architecture; heights determined by FAR
- Transit Oriented Development (TOD) Zone**  
 Mixed-use development and density are required
- Critical Area Buffer:**  
 100 foot zone, includes public pathway
- View corridors**



## Recommendations



*These are concept illustrations showing possible scenarios looking towards the new waterfront: the top image is from Indiana Street, the bottom is from Maisel Street. Taller buildings are encouraged at the southern and northern ends of the waterfront, where they can create a neighborhood landmark that is not directly in front of existing homes. Shorter buildings are encouraged adjacent to existing homes. View corridors from existing streets are preserved.*



*The recommendations for the Westport Waterfront call for new development that features new homes, stores, and restaurants, as well as trails, connections to the existing neighborhood, open space, and recreation opportunities.*

## Implementation

Urban Renewal Plans give the City the authority to change zoning and land use, to establish use restrictions and design guidelines, and to acquire and dispose of property. There are two existing Urban Renewal Plans that include the Westport Waterfront: Carroll Camden Industrial Area and Middle Branch. These should be amended in a public process to establish more detailed development guidelines based on the recommendations in this master plan.

The zoning recommendations in this master plan do not change the existing zoning. Individual property owners who wish to rezone their properties must seek a rezoning ordinance from the Baltimore City Council.

## Appendix A Baltimore City Homeownership Programs

### **Baltimore City Section 8 Homeownership Program**

The Baltimore City Section 8 Homeownership Program is a federally funded program open to Section 8 participants who select the Homeownership option as a use for their Housing Choice Voucher. HUD implemented these regulations to encourage and promote Homeownership opportunities among low to moderate-income participants.

Traditionally, voucher payments were applied toward the payment of a rental subsidy. With the Homeownership option, subsidy payments are applied to the mortgage for a specified period of time. The amount of subsidy will depend on family size, income, purchase price, etc., and will reflect each individual family's level of affordability.

All participants of the Homeownership option must meet regular Section 8 eligibility requirements in addition to the new regulations governing the Homeownership program. All home purchase must be within the Baltimore metropolitan area. A minimum cash down payment of 1% of the purchase price must come directly from the purchaser.

### **Baltimore City Public Housing Homeownership Program**

The Baltimore City Office of Homeownership also administers the Section 32 Public Housing Homeownership Program. This program allows for the sale of public housing units to low-income families assisted by the Housing Authority, other low-income families, and Section 8 participants.

Participants for this program must select homes from current Housing Authority inventory. All homes will be appraised and evaluated for repairs. Any repairs will be conducted prior to sale. Participant affordability will be based on federal guidelines. Depending upon the purchase price of the home, and other factors, a silent second mortgage may be available to keep the property affordable. A minimum cash down payment of 1% of the purchase price must come directly from the purchaser.



## Appendix B Property Taxes

Residents in Westport, Mount Winans, and Lakeland have expressed concern about property values and taxes rising as redevelopment occurs. Home equity is traditionally an important way to build household wealth. However, increased property taxes can be a burden for renters and residents on a fixed or low-income.

The State of Maryland assesses property on a three-year cycle. One third of each jurisdiction gets assessed each year; that assessment sets a property's full cash value for three years. The local jurisdiction, Baltimore City, sets the rate of property tax each year.

There are two key existing programs that protect property owners from large property tax increases when assessed values increase rapidly.

### 1. The Homestead Property Tax Credit

This credit limits annual increases in taxable assessments for owner occupied residential properties. The limit in the increase for State tax liability is 10% per year; the much more generous limit on City tax increases is 4% annually. These limits remain in place until the property owner is paying on the full-assessed value.

For instance, if a home owner sees a 200% increase (a doubling) in assessment, he or she will not pay full taxes for over 25 years due to the 4% annual increase limit. If a property is sold the new owner pays taxes on the full-assessed value. The substantial cost of this credit program is paid for by the City and is projected to be about \$12.2 million in the current year.

### 2. The Homeowners Property Tax Credit Program

Also known as the "circuit breaker," this program was established in 1975 as a way for elderly homeowners on a fixed income to "shut-off" their property tax bill, based on their income. The State's General Assembly has since improved the plan to make it available to all homeowners regardless of age. The credit is based upon a schedule tied to income that limits and reduces property tax liability progressively for lower income households.

The State pays for cost of Circuit Breaker program. The eligibility requirements include:

- Homeowner's primary residence
- Household net worth, not including the property, of no more than \$200,000
- Only taxes resulting from the first \$150,000 of assessed valuation less any Homestead Credit are eligible for the tax credit.

These rates and caps have not been changed since 1998.