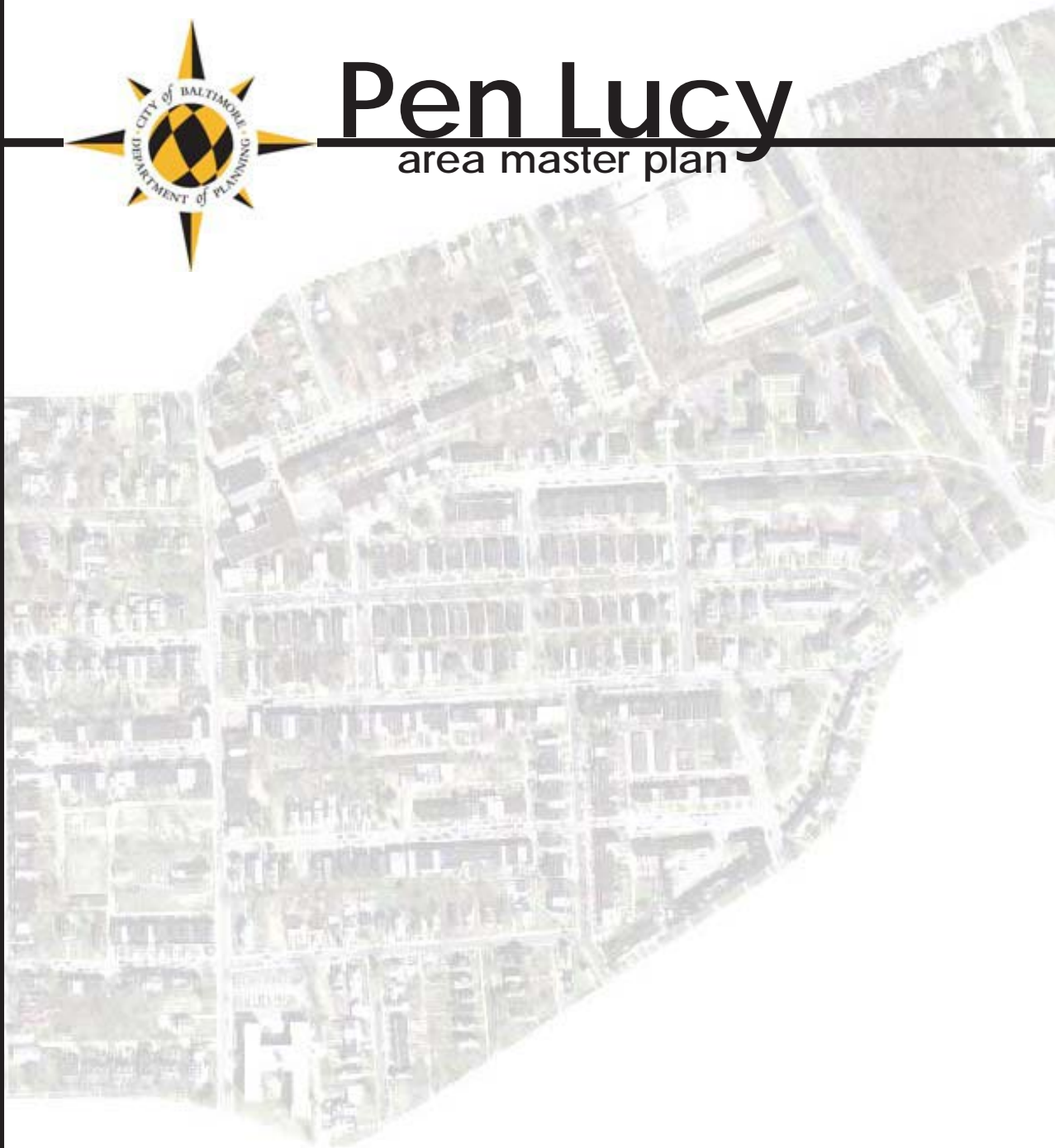




# Pen Lucy

area master plan



March 2006



*Martin O'Malley,  
Mayor  
City of Baltimore*



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



## Acknowledgments

City Councilwoman Mary-Pat Clarke  
City Councilman Kenneth Harris  
Baltimore City Police Department  
Baltimore Housing  
City of Baltimore Department of Transportation  
City of Baltimore Department of Recreation and Parks

With special thanks to the members of the:

Pen Lucy Neighborhood Association, Inc.  
Pen Lucy Action Network

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**Adopted by the  
City of Baltimore Planning Commission on  
March 9, 2006**

### 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.

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# Pen Lucy: Strengthening A Neighborhood Through Small Area Planning

Continuing the O'Malley administration's philosophy of putting Neighborhoods First, in 2003, the Department of Planning began preparing Small Area Plans to approach neighborhood planning from a physical redevelopment standpoint. In addition to this Small Area Plan for the Pen Lucy area, there are several other areas throughout the City that have completed plans or have plans underway. They include: Coldstream Homestead, Montebello, Locust Point, Madison Square, Mount Vernon/ Charles North, Park Heights, Barclay-Midway-Old Goucher, Penn North, Poppleton, Westport/Cherry Hill, Reservoir Hill, Rosemont, Sharp-Leadenhall, Uplands, and Woodberry.

The Small Area Plans (SAP) initiative was done in addition to the Strategic Neighborhood Action Plans (SNAP) that the Department was already preparing. While the SNAP plans focused on clusters of neighborhoods that are primarily stable, but are beginning to show signs of deterioration, the Small Area Plans focus primarily on reinvestment and redevelopment areas where heavy intervention is often necessary to address such issues such as high vacancy.



The Department of Planning began working with the Pen Lucy neighborhood in April of 2005 to develop a SAP. The community had been hard at work for years to develop a vision for the neighborhood, as well as solutions to their challenges. This plan is in partnership with the vision, to take it to the next level.

## Neighborhood Profile

Pen Lucy is a small neighborhood in north Baltimore of 3,262 residents, predominantly African-American (90.3 percent). The neighborhood is bounded by Argonne Drive (south), East 43<sup>rd</sup> Street (north), Greenmount Avenue (west) and The Alameda (east). Fifty-five percent of Pen Lucy's 1,500 households are headed by single females. Seventy-five percent of these households include children under the age of 18. Over 27 percent of the entire population is age 18 or younger, with approximately 900 children living in the neighborhood.

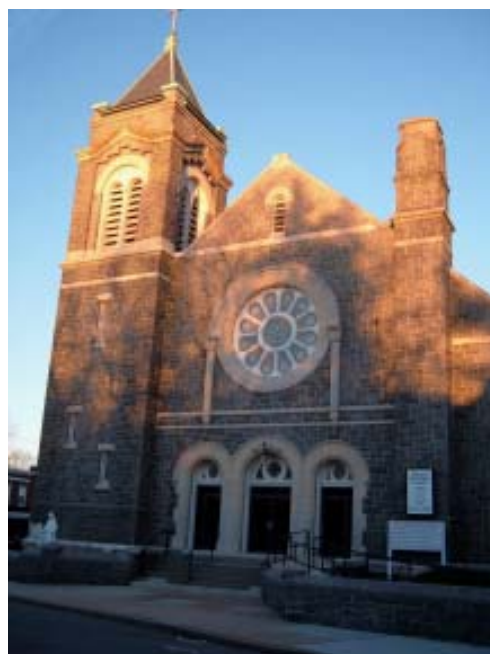
There are several churches and organizations within Pen Lucy and just outside of the area that have both a vested interest and play an active role in the revitalization and health of the neighborhood. Since 1911 Blessed Sacrament Church has been a constant presence, serving the Catholic population and community members at Old York Road and 42nd Street. With the moving on of Boundary Methodist on 42nd Street in the 1980s, Faith Christian congregation took ownership of their buildings. The presence of established churches has helped to stabilize the neighborhood by helping to fight the drugs in the neighborhood and provide constructive activities for the youth in the area. For example the Antioch Youth Senate of Govans, a program of the Antioch Church of God, Inc., operates youth

programs that provide employment and opportunities for community service hours for children. In addition to the faith based institutions, the neighborhood civic associations are helping residents of Pen Lucy to have a better quality of life.

The Pen Lucy Neighborhood Association, Inc. (PLNA, Inc.) is the organization that serves the residents of Pen Lucy, by coordinating the long term planning for the improvement of the neighborhood.

Pen Lucy Action Network (PLAN) works closely with the Pen Lucy Neighborhood Association to support their goals and direction of the neighborhood. PLAN also operates youth programs serving both from Pen Lucy and the Greater Baltimore area. In addition, they offer referrals for people recovering from drug and alcohol abuse.

The community of Pen Lucy developed the initial concept for the proposed redevelopment of the 4000 block of Old York Road. The PLNA held a community forum of neighborhood residents who unanimously voted their support for the proposal. By helping to address many concerns of the community, such as drug activity, code enforcement, i.e., vacant properties, neighborhood beautification and health & safety; the Pen Lucy Neighborhood Association, Inc. strives to be the driving force within the community.



*Blessed Sacrament Church has been a presence in the community since 1911.*

### **Plan Objective**

The objective of this plan is to create a safer more viable Pen Lucy neighborhood.

### **Goals of Plan**

The plan is centered around four main goals:

- 1. Reduce crime in the Pen Lucy neighborhood**
- 2. Improve the appearance of the neighborhood gateway**
- 3. Increase property value in the Pen Lucy neighborhood**
- 4. Redevelop the 4000 block of Old York Road**

These goals guide all of the recommendations included in the plan. The strategies to follow are meant to encourage housing rehabilitation and neighborhood reinvestment, while expanding opportunities for homeownership for all income spectrums. The focus project for the area will be to remove the blighted commercial area on the 4000 block of Old York Road. The community goal is to establish a safer, more visible park on the site of these commercial properties and create opportunities for new development on the existing park properties.

The tools that are identified as crucial for this neighborhood are:

- New development opportunities
- Property rehabilitation
- Transportation modifications
- Targeted code enforcement

## History

Pen Lucy is a product of the York Road; consequently, the history of York Road begins the history of Pen Lucy. The York Road is almost as old as York, Pennsylvania itself. Shortly after 1741, when York was first established as a town, a conference of Baltimore and York tradesmen and merchants convened to establish a road between the two young communities. By the mid 1750s, back-country farmers were routinely using the York Road to bring grain and other agricultural goods to Baltimore. In 1787, Baltimore County, through State enabling legislation, created the Baltimore County-run York turnpike. By 1805, the county sold the turnpike to private investors; in turn, the Baltimore and York Turnpike Company remained in private hands until the early 1900s. York Road opened up the rural areas north of Baltimore to development.

As Baltimore City began to grow, so did its borderland region. The area from one to six miles away from Baltimore evolved into a region of specialized uses. By the 1800s, produce farms, dairies, road-related businesses, and country estates began to surround Baltimore. Jutting out from Baltimore like spokes in a wheel, arterial roads, also known as truck roads, tied farms, villages and country estates to Baltimore. Country estates were gentlemen's farms that doubled as retreats for the wealthy merchants of Baltimore. From late Fall to early Spring,

Baltimore's wealthy elite lived in townhouse mansions; from late Spring to early Fall they occupied country estates usually located not more than an hour commute from Baltimore. Some of the earliest estates that were within the greater Waverly, Guilford, and Pen Lucy areas were *Vineyard* owned by the William Gilmore; *Huntington* owner unknown; *Homewood*, owned by the Carroll family and now part of the JHU campus;

*Guilford* owned by William McDonald and, subsequently, A.S. Abell; and *Montebello* built by Samuel Smith and, subsequently, owned by the Tiffany and Garret Families. Much smaller in size, dairies and produce farms huddled close to Baltimore. In season, produce farmers needed to "truck" their goods to market on a daily basis and dairy farmers needed to deliver their goods to market every day throughout the year. Along the road, usually clustered around the toll gates, businesses were established to cater to truck farmers and nearby residents.

Pen Lucy grew out of Waverly. By the 1840s, the area near the intersection of the York and Old York Roads grew into a village known as Huntington

(later changed to Waverly). A toll gate was located at this intersection, and two churches, Huntington Episcopal Church and a Baptist Church, were established. Several of the citizens of Waverly that settled in the area prior to the 1840s were the following: T. A. Hart, builder; Lewis Merryman, retired; S.W. Storms, Autioneer; and William Williams, farmer.

By 1881, Waverly was a sophisticated farm village. Scharf in his history of *Baltimore City and County, Maryland* stated that "about a mile and a half from the city, on the York Turnpike, is the village of Waverly, and so near to it that they are almost



continuously connected are those of Oxford, Peabody Heights, Homestead, Friendship, and Hampden Heights...Waverly has a population of 3970.

With the annexation of Baltimore in 1888 and the electrification of the streetcars in the 1890s, the Pen Lucy area saw an increase in development. By the mid 1890s, the horse car-line along the York Road was updated with electric streetcars. This allowed for quicker commutes, more frequent service, and more reliable service. With the electric streetcar, suburban development became more desirable. In 1888, tax breaks accompanied the annexation of the area; consequently, several estates were subdivided and sold for development. Part of Montebello was siphoned off the huge estate; and the Carather estate was developed as "Springfield" by the Lyons Land Company.

The frame houses and duplexes in the neighborhood date from the 1870s to the 1910s. They represent the variety of suburban Victorian cottages that were built for the commuting residents. The Welsh Construction Company, a builder of thousands of rowhouses in Baltimore, built most of Pen Lucy's rowhouses in the 1910s and 1920s. Some other rowhouses were built in the 1930s and 1940s. Boundary Avenue Methodist Episcopal Church (circa 1902), and the Roman Catholic Church of the Blessed Sacrament (1921) instantly became landmarks in the neighborhood, and their presence solidified the subdivisions into twentieth-century suburb.



# Neighborhood Investment: Pen Lucy on the Rise

The Pen Lucy neighborhood has a wide variety of homes that are different ages and styles, from 19<sup>th</sup> century farmhouse, to turn of the century duplexes, to large single family frame houses, to rowhomes from the 1910's and 1940's. This eclectic mix of dwellings evolved as the City's suburbs grew and developed to meet the shifting demands for each of the ensuing generations. This amalgamation of seemingly incongruous housing types creates a diverse neighborhood and provides a wide variety of housing choices, serving a wide range of population.

Despite the variety of housing opportunities and its stable population, Pen Lucy has suffered from crime and drug activity. But over the past few years Pen Lucy had made tremendous improvements in the reduction of crime and stymieing the drug market in the area. This neighborhood has been one of the Baltimore City Police Department's priority neighborhoods. While there have been violent crimes in the area within the last two year there has been a great improvement over the 20 murders that were committed within the boundaries of the neighborhood in 1993. However, for two years, in 2001 and 2002, Pen Lucy had no murders. This is the desire of the residents of Pen Lucy that live there today.

## Challenges and Assets

Though some major challenges still exist in the Pen Lucy area, Pen Lucy is very stable in parts and has seen some improvement. Because of this, there are several assets to leverage in the area.



*Homes along the 500 block of Wyanoke Avenue*

## Challenges

- Removing open air drug market
- Overcoming negative perception of Old York Road
- Stabilizing the weakest blocks within the plan area.

## Assets

- Decreased murder and crime in last few years
- Preservation and Stabilization neighborhoods to the east, west and south.
- People who care about neighborhood
- Area churches investing in neighborhood
- Antioch Youth Senate
- Victory Ministries School
- Eilerslie Apartments
- New Pen Lucy community center
- Chesapeake Habitat for Humanity's housing rehabilitation to 20 houses on Cator Avenue and Rosehill Terrace





### Percent Homeownership



According to the 2000 Census, the majority of the blocks have a homeownership level of between 45% and 85%, with the majority of the blocks being between 45% and 65%. The strongest mass of homeownership occurs on the blocks closest to Argonne Drive, the southern boundary of the neighborhood. There is only one section in the upper northwest corner of Pen Lucy that has a homeownership rate below 45%. The community's goal is to increase homeownership.



### Median Home Value



Though the homeownership rates vary within the neighborhood, at the time of the 2000 Census the median home values for the area were between \$15,000 and \$55,000. As we will see, this has changed for some of the blocks within Pen Lucy neighborhood with overall sales prices for much of the neighborhood in the \$30,000 to \$40,000 range.



### Percent Abandonment



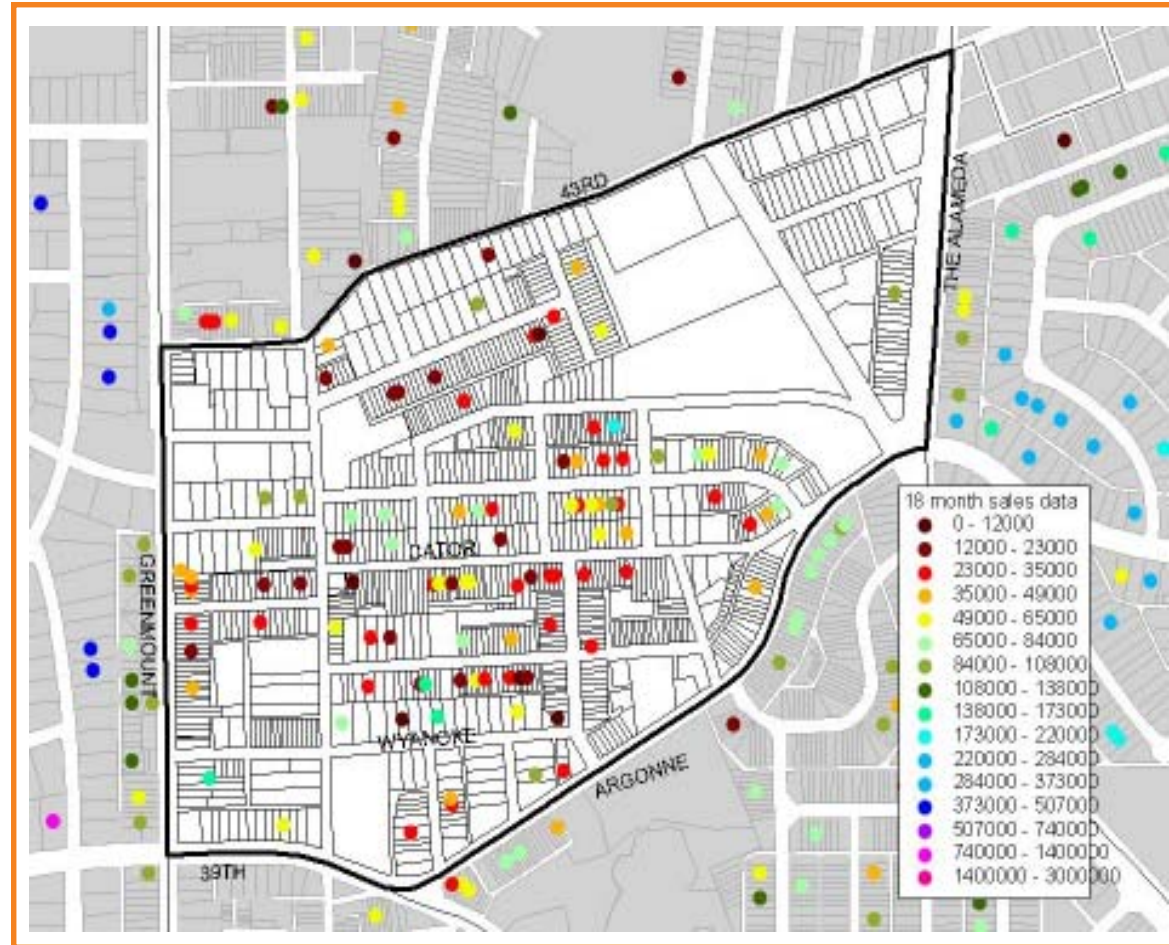
The abandonment rate for Pen Lucy, just like the homeownership rate has variation among the blocks. The largest concentration of abandonment, between 5% and 20% has centered on Old York Road and above Belgian Avenue in the northeast quadrant of the neighborhood. As with homeownership and median home value, the abandonment rate of the neighborhoods to the south and west are very different. The higher homeownership rate and median home value and lower abandonment rate as indicated through the 2000 U.S. Census gives a snapshot of the strength of two of the neighborhood's edges.



## Pen Lucy's Current Real Estate Market

While the Baltimore real estate market has seen significant appreciation over the past several years, the Pen Lucy neighborhood has not. The City as a whole has seen average prices increase 64% from 2000 to 2004 with the average sales price increasing from \$63,541 to \$104,544. During the same time period Pen Lucy has experienced a 25% increase with average prices moving from \$33,498 to \$42,077, well below the City average. Neighboring communities are experiencing growth at a slightly higher rate than Pen Lucy. Wilson Park, immediately north of Pen Lucy, has experienced an increase of 59% from 2000 to 2004, with price on average rising from \$33,832 to \$53,712. Similarly the neighborhood of Ednor Garden-Lakeside has seen average home prices rise from \$68,682 in 2000 to an average of \$97,390 in 2004, an increase of nearly 42%.

Within Pen Lucy exist several submarkets. These markets are generally divided by location and style of dwelling. Along Argonne Drive, and the Alameda, the southern and eastern boundaries of the neighborhood, sit primarily single family rowhomes. These rowhomes



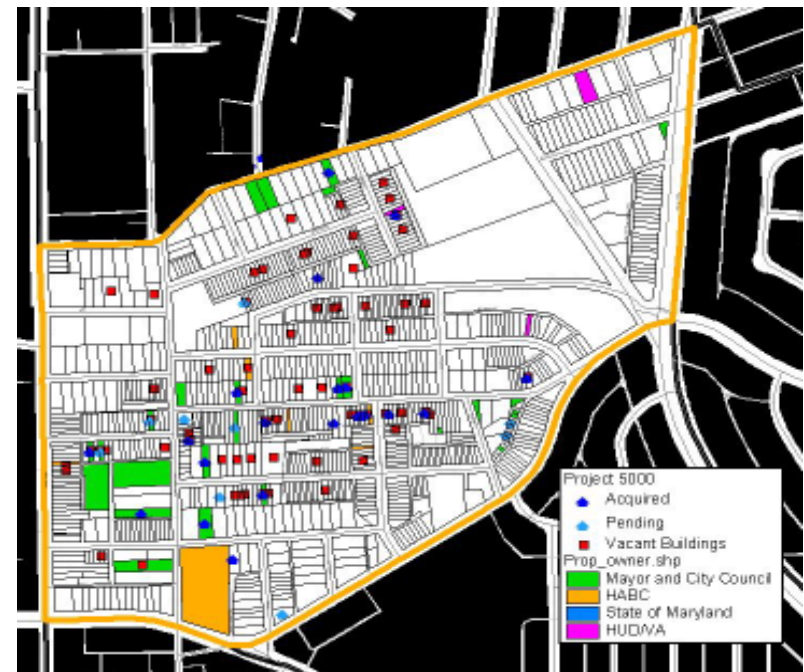
often identify, in location, style, and price with the homes of similar construction to the south in Ednor Gardens. At the southwest boundary of the neighborhood, in the vicinity of 39<sup>th</sup> Street and Greenmount Avenue, the stone and stucco detached and semi detached homes circa 1920s have recently seen a dramatic rise in prices, commanding two and three times the neighborhood average.

### Vacancy

Cator and Dumbarton Avenues, located in the center of the neighborhood have experienced high amounts of vacancy over the years, and while the underlying conditions that caused this blight is more a product of the social problems that face the neighborhood, their effect on depressing the market is readily evident. Today there are 74 vacant properties within the Pen Lucy Neighborhood. The vacants are primarily spread throughout the central part of the neighborhood. There are several properties located along Dumbarton Avenue and several along Belgian.

By close of 2005, of the 941 properties in Pen Lucy, there were at least 420 owner- occupied homes and 231 rental occupied homes in the Pen Lucy area (the rental homes do not include the apartment complex). As you can see from the map to the right, both the owner occupied and renter occupied homes are spread throughout the Pen Lucy neighborhood.

Recently, there has been an increase in private investment in Pen Lucy which is helping to decrease the amount of vacant properties. This progress has been slow, but it is happening. For example, along Cator Avenue and Rosehill Terrace, Chesapeake Habitat for Humanity has worked to rehabilitate over a dozen homes by acquiring several of the properties, including several City-owned properties, and rehabilitate them for home ownership. As these homes have become occupied, they have become a stabilizing force on their block spurring additional private investment. Yet this additional investment has not yet equated to new home owners. Of 41 sales in the first three months of 2005, only three are documented as be owner occupied.





*Example of vacant lots on on the 700 block of 43rd Street and another on Springfield that could be used for residential infill development*

One of the desires of the neighborhood is to increase homeownership and occupancy within the area. While the noticeable increase in private investment is helping to do this, one other option would be to help existing neighborhood renters become homeowners. The City offers several incentives for first-time homeowners. In order to do this, there must be an increase in the available housing stock. This could mean making vacant houses viable again or putting in infill housing on the few vacant lots in Pen Lucy that may be suitable for infill development.

Though many of the vacant properties should be rehabilitated, there are a few opportunities for infill housing within the Pen Lucy neighborhood. Filling these gaps will help to restore the residential fabric of the community. These vacant lots serve as ideal areas for illegal dumping as well as drug dealing. Infill housing would eliminate these vacant lots and give security to adjacent homeowners.

### Investing in Existing Housing Stock

While most agree that the major hindrance to most progress in the Pen Lucy neighborhood is the blighted commercial area on the 4000 block of Old York Road (to be discussed in the following section of the plan), there is still a great need and opportunity to rehabilitate existing vacant properties and help residents upgrade the occupied properties. Currently, Baltimore Housing has an initiative called TEVO, which is Targeted Enforcement for Visible Outcomes. This intensified code enforcement is working to stabilize properties on otherwise stable blocks. This code enforcement tactic can often pressure residents into making much needed repairs.


The goal is to bring the properties to a base level of condition, without putting people in financial hardship. While there is a need for City assistance for rehabilitation assistance through grants, the existing programs are limited and are mostly low-interest loan products. As property values increase, property owners may use such products as home-equity loans to make home repairs.



*Condemned house at 628 Dumbarton (far left), dumping (lower left) and dilapidated garages (immediate left) adjacent to each other along Dumbarton and alley*



## Neighborhood-Wide Recommendations

<p><b>Goal 1: Reduce crime in the Pen Lucy neighborhood</b></p> <p><u>Recommendations:</u></p> <ul style="list-style-type: none"> <li>• Acquire and redevelop the 4000 block of Old York Road</li> <li>• Open a Police Satellite Station in the Pen Lucy Community Center</li> <li>• Install security cameras on the Pen Lucy Community Center to monitor activity in the 4000 block of Old York Road</li> <li>• Implement street direction changes to deter cut through traffic/drug traffic on Old York Road</li> </ul>	
<p><b>Goal 2: Improve the appearance of the neighborhood</b></p> <p><u>Recommendations:</u></p> <ul style="list-style-type: none"> <li>• Redevelop the 4000 block of Old York Road</li> <li>• Work with residents to deter dumping within the neighborhood; Report unsanitary condition using the city's 311 tracking system and ensure follow-up on reported activities</li> <li>• Increase code enforcement throughout the Pen Lucy neighborhood, paying particular attention to the garage sites on Dumbarton Avenue and Wyanoke Avenue; neighborhood residents and property owners shall be partners in the code enforcement process</li> </ul>	
<p><b>Goal 3: Increase property value in the Pen Lucy neighborhood</b></p> <p><u>Recommendations:</u></p> <ul style="list-style-type: none"> <li>• Develop a marketing campaign to promote living in Pen Lucy</li> <li>• Promote renovation of all remaining vacant houses in Pen Lucy</li> <li>• Encourage residents that qualify to utilize existing City rehabilitation programs to make repairs on homes</li> <li>• Help renters become homeowners by encouraging the use of City homeownership programs</li> <li>• Explore the expansion of the Healthy Neighborhoods Initiative into Pen Lucy</li> </ul>	

# Reinventing Old York Road

The community has identified the 4000 block Old York Road as the last refuge of open air crime and drug trafficking in Pen Lucy. On this block are struggling commercial properties and Mullan Park, which people agree is very unsafe. This crime, illicit behavior and negative image has been a deterrent to the revitalization and lack of increasing homeownership in the neighborhood. The cumulative affect of this has given the Pen Lucy neighborhood a negative image inspite of the committed residents and increasing real estate activity in the area.

## Mullan Park

Mullan Park is on the west side of the 4000 block of Old York Road. It is essentially three tiers with seating and passive space on the top tier and a basketball court on the second tier. The lowest section of the park is a fenced tot lot and play space. The topography creates poor visibility and access problems. Consequently, most residents do not use the park.



*Upper Park and Lower Playground of Mullan Park*



*Dilapidated commercial properties on the 4000 block of Old York Road*

## Commercial Area

The east side of the street is a troubled commercial corridor that has operating businesses as well as vacant commercial and residential spaces. The architecture is a mixture of rowhouses and older single story storefronts. The primary uses of the 4000 block of Old York Road are commercial (storefront church, barber shop, etc.). On the west side of the street there is a corner store and a condemned building that used to be a laundromat. In addition to these businesses, there is also a larger church and City park on the west side of the street. There are two vacant lots, as well as vacant commercial properties on this strip.

## A Community Takes Action



*Baltimore City Police Department has installed cameras to help deter crime on Old York Road*

Several years ago, the residents of Pen Lucy came up with a strategy to revitalize Old York Road and to increase the safety, visibility and usage of Old York Road. The project's focus was on providing new housing opportunities and creating a safer park by utilizing both the park site and the commercial strip for redevelopment opportunities.

In April 2005, when the Department of Planning started working with the neighborhood on the Small Area Plan, we agreed that the severe blight of Old York Road and the unsafe

conditions of Mullan Park were hindering the revitalization of Pen Lucy. In theory we agreed with the community proposal for Old York Road, but wanted to revisit this proposal with the community. There were new residents and new ideas.

During a public forum we separated the participants into several work groups. We asked each group to identify very specific areas of concerns with in the entire Pen Lucy neighborhood and posed the question regarding the area around Old York Road, "If you could do anything with this site, what would you do?" This resulted in several scenarios.

Some of the ideas were consistent throughout all of the groups and others were mentioned several times. Some of the groups provided multiple scenarios. But there were several common

threads that appeared in many of the scenarios. The common threads were:

- Extend Dumbarton Street to the west
- Provide new housing opportunities on lower portion of the park and along new Dumbarton Street.
- Investigate street pattern changes for safety around the park and Old York Road

In addition to the common threads above, there were several additional items that the community was very interested in:

- New schools
- Ample Parking
- More Lighting
- New retail
- Recreation Center
- Parks
- Bicycling
- Speed Bumps on Cator and Old York Road

Of the 9 scenarios that came from the meeting there were three that the community preferred.

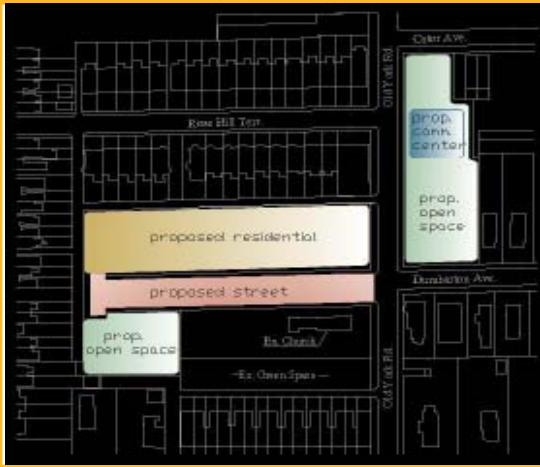


*Left: Show Parcel that could eventually be used for the extension of Dumbarton Avenue.*



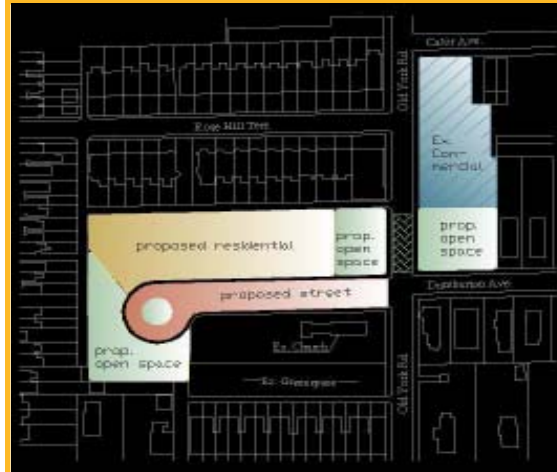
## Top Three Community Designed Ideas For The Redesign of Old York From Public Meeting

**Scenario #1**



Acquire and demolish the existing commercial properties on Old York Road and replace with a park, recreation center and parking. Acquire and demolish the existing commercial in the 4000 block of Old York Road, replace with a park and recreation center on the east side and housing on the west side. Extend Dumbarton to the west and use upper, middle and lower portions of the existing park for town house development. The new road has a "T" turn around.

**Scenario #2**



Extend Dumbarton West to end at cul-de-sac at lower park. Lower park and new cul-de-sac would be lined with new row houses. A portion of the upper park should be retained and upgraded as a playground. The northeast corner of Old York and Dumbarton should be used as a sitting garden with statues and a fountain. The City should do acquisition on these properties. The scenario does not include acquisition or demolition of the entire block of the commercial on Old York Road.

**Scenario #3**



Extend Dumbarton to the west. On the north side of the new street create a passive linear park that fronts new townhouses (site is the upper and middle portion of existing park). Use the lower portion of the existing park and the adjacent garages (acquire and demolish) to create a site for housing for the disabled and seniors, or for sale housing. The lot south of the church should be sold to the church for expansion purposes. Keep a portion of the existing commercial space on Old York Road and upgrade to put in needed neighborhood services such as a laundromat. Include condemned buildings north of park on the southwest corner of Old York Road and Rose Hill. The northeast corner of Dumbarton and Old York Road should be used for a recreation/ community center and tot lot with swings. Also there should be a space for computer classes and a bookmobile. A portion of Old York road between Rose Hill and alley north of park should be closed and made into a pedestrian way. Old York Road below Dumbarton should be made into two-way or one-way south.

## Department of Planning Redevelopment Recommendation

The Department of Planning’s recommendation is a combination of the original proposal and the new idea of extending Dumbarton. We do not support the idea of continuing commercial uses along Old York Road. Both the community and the businesses would be better served along the York Road Corridor or in the Waverly business area to the south.

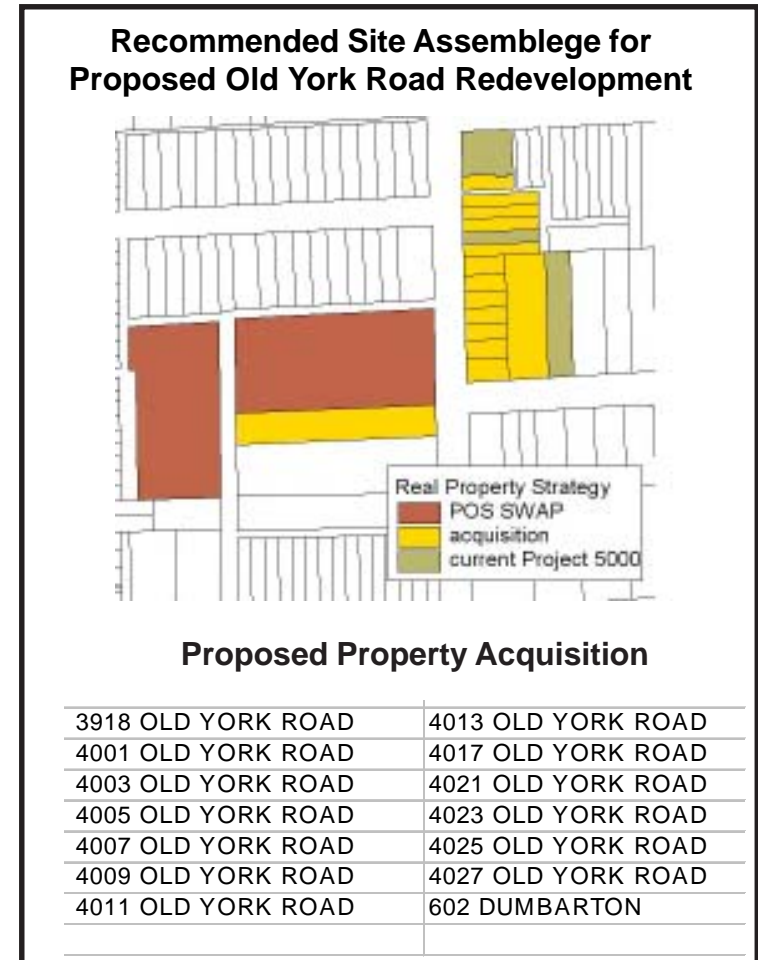
The Department of Planning recommends the 4000 Block of Old York Road both east and west sides of the street be redeveloped as residential properties and include a smaller park fronting Old York Road. The Mullan Park site should be for new residential construction while the east side of the 4000 block of Old York Road should be used for housing and a new smaller park.

### New Construction: Mullan Park Site Assemblage

Currently, Mullan Park is part of the City’s Park system. The Department of Recreation and Parks should include this park as part of a Citywide Program Open Space (POS) swap. This type of swap would allow Mullan Park to lose the POS designation without having to do a park replacement in the area. We do not believe that a park this size is needed in Pen Lucy and there is not additional land within the area that could accomodate a park this size without taking viable housing from the neighborhood. The site should also be rezoned to residential.

The proposed redevelopment site would consist of Mullan Park (upper and lower site) and one property needed for acquisition. This would include space for both a residential development and the extension of Dumbarton Avenue.

### East Side of Old York Road



In order to accomplish the redevelopment of the east side of Old York Road without the threat of unwanted commercial returning to the street, the project area would need to be rezoned from business to residential. The east side of Old York Road could be redeveloped through a combination of rehabilitation and demolition/new construction. Currently, the City is working to gain site control of some properties through Project 5000. There are 15

additional parcels that would need to be acquired and assembled with the existing City owned parcels (see map on previous page). The City will seek to acquire these parcels through such mechanisms as voluntary sale and tax-sale foreclosure.



Existing zoning in Pen Lucy

### Proposed Rezoning of Old York Road

While the majority of the community is zoned residential (R-5, R-6 and some R-7), the zoning on Old York Road is a mixture of residential and business. The commercial strip on the east side of Old York Road is B-1-2. The residential zones are R-6 and R-5 on the 3900 block of Old York Road. Mullan Park is split zoned. The upper portion of the park is B-3-1 and B-1 and the lower portion of the site is B-1-2. The parcels listed below and outlined in white on the adjacent map along Old York Road including Mullan Park should be rezoned to R-6 to ensure that residential redevelopment could not return to commercial uses.

Property Address	Existing Zoning	Proposed Zoning
532 ROSE HILL TERR	B-1-2	R-6
531 ROSE HILL TERR	B-1-2	R-6
4000 OLD YORK ROAD	B-3-1/B-1	R-6
LOWER MULLAN PARK	B-3-1	R-6
4001 OLD YORK ROAD	B-1-2	R-6
4003 OLD YORK ROAD	B-1-2	R-6
4005 OLD YORK ROAD	B-1-2	R-6
4007 OLD YORK ROAD	B-1-2	R-6
4011 OLD YORK ROAD	B-1-2	R-6
4013 OLD YORK ROAD	B-1-2	R-6
4017 OLD YORK ROAD	B-1-2	R-6
4018 OLD YORK ROAD	B-R-1-2-6	R-6
4019 OLD YORK ROAD	B-1-2	R-6
4021 OLD YORK ROAD	B-1-2	R-6
4023 OLD YORK ROAD	B-1-2	R-6
4025 OLD YORK ROAD	B-1-2	R-6
4027 OLD YORK ROAD	B-1-2	R-6
601 CATOR AVE	B-1-2	R-6
537 E 41ST ST	B-1-2	R-6



Map of proposed properties for rezoning  
Left: List of properties in proposed rezoning

### Old York Road Redevelopment Recommendations

The Department of Planning recommends the the 4000 Block of Old York Road become residential and includes a smaller park fronting Old York Road.

Detailed Task Recommendations	Rationale	Condition/Comment
<p>1. Rezone Mullan Park site from B-3- 1to R-6. Designated business zoned properties on the east side of 4000 block of Old York Road, 41st St., Rose Hill Terrace and Cator Avenue should be rezoned from B-1-2 to R-6</p>	<p>R-6 zoning is consistent with the neighborhood. All commercial development on this block should be encouraged along York Road and further south on Greenmount to the Waverly shopping area. Though the current B-1 and B-3 zoning allows for residential development, it will also allow for the continued use of business that may not be beneficial to the neighborhood. A change to R-6 zoning will ensure that future developments and uses will be residential only.</p>	<p>Zoning change for the park site should take place before transfer to Baltimore Housing</p>
<p>2. Department of Recreation and Parks include Mullan Park (upper and lower site) in a Citywide Program Open Space Swap</p> <p>3. Recreation and Parks transfer Mullan Park site to Baltimore Housing for disposition</p>	<p>As part of a citywide POS swap, areas that need open space could be substituted for those areas that are not well suited for POS spaces. Many smaller parks within neighborhoods have program open space money attached to them that puts site constraints on the park as well as the neighborhood if the park site would be better suited for redevelopment.</p>	<p>A portion of the site fronting Old York Road must remain as a smaller park/tot lot</p>
<p>4. Acquire all properties on the east side of the 4000 block of Old York road and adjacent properties on Cator Avenue and Dumbarton Avenue.</p>		<p>Acquire as properties become available</p>
<p>5. Acquire 3918 Old York Road</p>	<p>This property is needed in order to facilitate redevelopment of the Mullan Park site and Dumbarton Road extension</p>	
<p>6. Baltimore Housing will issue an Request for Proposal for the Mullan Park site for new housing development</p>		

# Safety and Beautification Through Transportation Improvements

Pen Lucy's neighborhood street network is a mixture of long blocks with many one way streets. Old York Road is a dividing line where the streets to west and east of Old York Road do not align. Because of this many of the streets are not through streets until you get east of Old York Road. The existing directional pattern of the streets has made it harder for police to curtail the drug activity in the area. Though many of the streets are one-way, some of the streets are extremely wide. This has resulted in areas of speeding throughout the area. Also, many of the streets are in need of repair. In order to address these issues, street reconstructions and resurfacings, street direction changes, traffic calming measures and working with residents to implement non-roadway improvements to enhance the streetscape are all proposed.



*41st Street is relatively nice street, but is in major need of street reconstruction*



## Street Resurfacings

One of the goals of the residents of Pen Lucy is to create a more beautiful and safer neighborhood. There are many things that residents can do to upgrade their homes through facade improvements, landscaping and other repairs, but they are depending on the City for street resurfacings, reconstructions and other infrastructures improvements. Three streets in major need of reconstruction are the:

- 900 Block of Belgian Avenue
- 41st Street between Old York Road and Argonne
- 43rd Street between Old York Road and St. Georges

## Creating Safety Through Traffic Changes

Crime Prevention Through Environmental Design (CPTED) principles note that changes to one's environment can be used to curtail illicit behavior by increasing the visibility and functionality of the space. In 1994 Ken Sands worked with the Pen Lucy community and the Baltimore City Police Department to come up with a proposed traffic pattern change to disrupt the flow of illicit behavior in the neighborhood. The changes were never instituted. Given the existing street pattern and directional pattern of the neighborhood streets and the continued presence of drug activity, the Department Planning revisited the ideas

presented in 1994 with the Baltimore City Police Department, and neighborhood residents. The proposed changes include redirecting some of the streets in Pen Lucy, including a portion of Old York Road. The residents voted to support the proposed changes from 1994 with additions that included opposing one-ways on Belgian Avenue.

### Traffic Calming

The community has highlighted several areas within the neighborhood that consistently have issues with speeding. These areas are:

#### Speeding

- 600-700 Blocks of Cator
- 41st Street
- 43rd Street near Walter P. Carter Elementary School
- Belgian between Frisby and St. Georges

These areas should be monitored and speed limit signage installed. The City of Baltimore Department of Transportation has been working with the community to mitigate these issues.

#### Neckdowns (pooch-outs)

Neckdowns may be appropriate for several key intersections. Neckdowns are curb extensions at intersections that reduce the roadway width from curb to curb. They provide more pedestrian friendly intersections by decreasing the crossing distances for pedestrians. They also help to slow down vehicles making turns and the illusion of a smaller intersection often slows vehicles down that are proceeding straight. These can also help increase the aesthetics of the neighborhood street by integrating planting areas.

Several intersections have been identified for the use of neckdowns. The intersections are extremely wide for neighborhood streets. In use of neckdowns for these particular intersections would not only help deter speeding, but if designed properly would help soften the neighborhood by providing addition planting areas.

#### Proposed Intersections for neckdowns

- Wilsby and 41st- NW and/or SW corners
- Wilsby and Cator- NW and/or SW corners
- Frisby and 41st- NW and/or SW corners

The community should keep working with the Department of Transportation to identify the proper traffic calming solutions, whether it be through a combination of signage, speedhumps and pooch-outs.



*Example of a poochout on residential street*

## Transportation Recommendations

### Goal 1: Enhance residential streets to provide a more attractive streets

Recommendations:

- Encourage and assist residents and businesses to landscape and improve yards that face the public right-of- way
- Implement non-roadway improvements that will provide more attractive gateways and streets
- Identify areas for small repairs that may have large impact (painted light posts, curb repair)

Steps for Implementation:

- Identify target areas for beautification, infrastructure improvement (improved lighting, landscaping, etc.)
- Enlist the help of master gardeners and community experts to provide advice on landscaping
- Encourage residents to repair or paint fences that are in disrepair
- Encourage neighborhood schools to improve their grounds (including landscaping, lighting and fencing)

### Goal 2: Provide safer, more user friendly streets

Recommendations:

- Install traffic calming devices on selected streets
- Work with the City Dept. of Transportation and other partners to improve and maintain roadways within the individual neighborhoods through street resurfacings and reconstructions
- Department of Transportation and the community work to implement proposed street direction changes
- Repair sidewalks and public infrastructure on side streets.
- City should maintain consistent schedule of cutting weeds and removing debris from right-of- way

Below are proposed streets for reconstruction and several areas that were highlighted traffic calming solutions:

Proposed Street Reconstructions

- 900 Block of Belgian Avenue
- 41st Street between Old York Road and Argonne
- 43rd Street between Old York Road and St. Georges

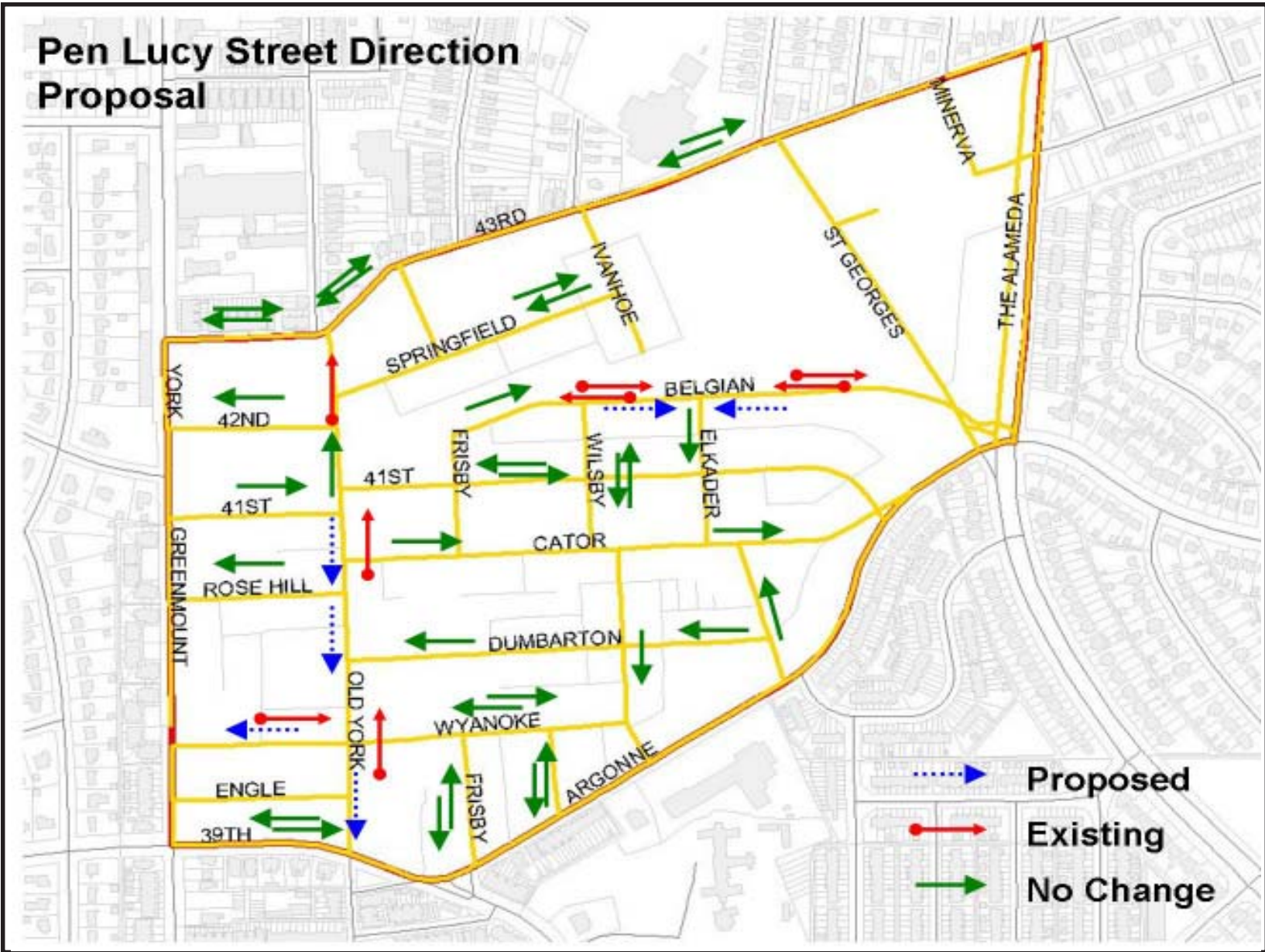
Speeding

- 600-700 Blocks of Cator
- 41st Street
- 43rd Street near Walter P. Carter Elementary School
- Belgian between Frisby and St. Georges

Proposed Intersections for neckdowns

- Wilsby and 41st
- Wilsby and Cator
- Frisby and 41st

### Recommended Street Direction Changes





### Pen Lucy Street Direction Table Existing and Proposed

Street Name	From	To	Existing Direction	Proposed Direction	Comment
43 <sup>rd</sup> Street	York Road	The Alameda			No Change
42 <sup>nd</sup> Street	Old York Road	Greenmount Ave.			No Change
41 <sup>st</sup> Street	Greenmount Ave.	Old York Road			No Change
Rosehill Terrace	Old York Road	Greenmount Ave.			No Change
Wyanoke Ave.	Greenmount Ave.	Old York Road	One Way EB	One way WB	
	Old York Road	Wilsby			No Change
Engle Ave	Greenmount Ave.	Old York Road			No Change
Old York Road	39 <sup>th</sup> Street	41 <sup>st</sup> Street (500 block)	One way NB	One way SB	Create opposing one ways (change to occur at end of 500 block of 41 <sup>st</sup> street)
	41 <sup>st</sup> Street (500 Block)	43 <sup>rd</sup> Street	One way NB	No Change	
Frisby	Argonne	Wyanoke			No Change
Lowndes	Argonne	Wyanoke			No Change
Wilsby	Belgian	Argonne			No Change
Cator	Old York Road	The Alameda			No Change
Dumbarton	Old York Road	Elkader			No Change
Belgian	Frisby	Wilsby			No Change
	Wilsby	Elkader	Two-Way	One way EB	Create opposing one ways (change at Elkader)
	Elkader	The Alameda	Two Way	One way WB	
Elkader	Belgian	Argonne			No Change

# Implementation

This plan provides a framework for the subsequent revitalization and enhancement of the Pen Lucy area. The recommendations are intended to be both short and mid-range. Undoubtedly, City agencies such as the Department of Planning, Baltimore Housing, Baltimore City Police Department, the Department of Transportation, and the Department of Recreation and Parks will be key entities in carrying out projects that will have tremendous impact on the this plan area. The primary mechanisms by which projects are implemented are through City and neighborhood partnerships. The main implementation mechanisms are listed below.

■ Comprehensive Plan- Currently, the Department of Planning is working to develop a comprehensive plan for the City of Baltimore, that will focus on such things as housing, recreation, education and economic development. This plan will also provide the framework for the Comprehensive Rezoning initiative for the City.

■ Capital Improvements Program (CIP)  
The City Charter requires the Planning Commission to annually prepare a six-year recommended Capital Improvement Program (CIP). The City uses this to guide the City in making necessary physical improvements. Three of the several CIP evaluation criteria are:

- Project is necessary to correct a dangerous and/or blighting condition
- Project is necessary to protect public health and safety
- Project is necessary to implement a priority housing or economic development project

Projects the CIP typically include, but are not limited to funding for street resurfacings, streetscape projects, acquisition dollars, recreation facility upgrades such as parks and playgrounds, and city service infrastructure improvements for water and waste water.

■ Zoning- The zoning code for the City of Baltimore makes provision for and regulates use within the City limits. It also makes provisions for bulk requirements such as height, setbacks, FAR, and lot coverage. The zoning code also makes provisions for certain performance standards and for overlay districts such as Planned Unit Developments.

■ Partnerships- There are many opportunities for the non-profit and foundation community to partner to implement projects within the area. Theses partners may be able to provide technical assistance as well as funding mechanisms through grant opportunities to fund small projects that would have a large impact. Types of projects may include, but are not limited to design assistance, home ownership counseling, and recreational programming.