



Southeastern Neighborhoods Development





*Martin O'Malley,
Mayor
City of Baltimore*



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



Acknowledgments

Mayor's Office of Neighborhoods
Baltimore Housing
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SEND Steering Committee

Tamara Woods, Comprehensive Planner
Karyn Williams, Comprehensive Planner (2002 -2004)

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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What Is SNAP?

In 2002 Mayor Martin O'Malley launched the Strategic Neighborhood Action Plan (SNAP) program to create comprehensive plans for select clusters of neighborhoods throughout the city. Following his administration's philosophy of putting Neighborhoods First and building on established strengths, SNAP establishes four central planning guidelines:

Partnership: Residents work with their neighbors across traditional boundaries, as well as with City agencies and other stakeholders (including nonprofits, churches, institutions, and businesses). During an era of limited resources, a broad stakeholder group has greater capacity to both create and implement the plan.

Priorities: Plans identify key assets in each cluster and build upon these strengths within a framework of market demand. Cluster priorities target implementable agency actions and services for maximum impact.

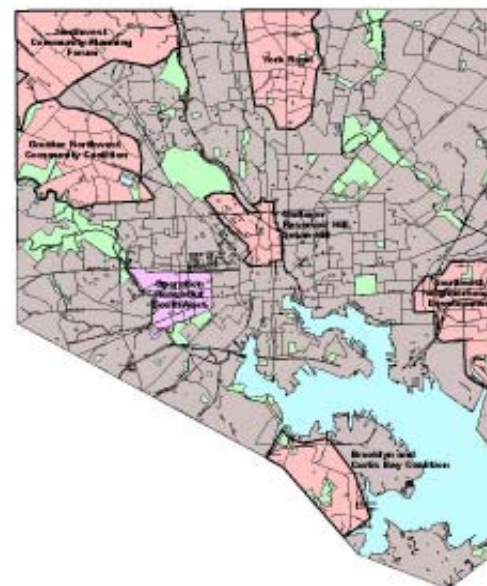
Participation: The planning process is inclusive. Residents and other stakeholders have opportunities for decision-making and for carrying out improvement projects with the City's support.

Perspective: No one issue is the key to a successful plan. Neighborhood revitalization must be comprehensive, addressing many issues and priorities and establishing a long-term framework for future development and change.

In September 2002, the Planning Commission adopted the pilot plan for the SNAP program, the Operation ReachOut Southwest (OROSW) SNAP for a cluster of neighborhoods in Southwest Baltimore.

Following the program's launch, fifteen clusters citywide applied for SNAP designation. In January 2003, six clusters were selected citywide:

- Brooklyn and Curtis Bay
- Midtown/Reservoir Hill/Seton Hill (Midtown)
- Northwest Community Planning Forum (NWCPF)
- Greater Northwest Community Coalition (GNCC)
- Southeastern Neighborhoods Development (SEND)
- York Road Partnership



Cluster Profile

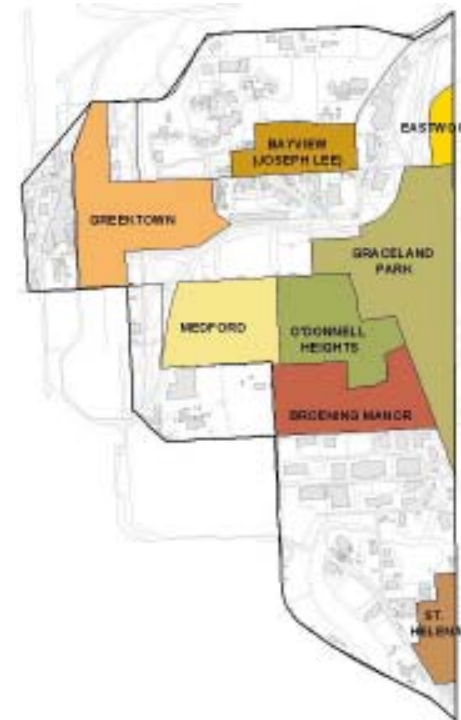
Plan Overview

SEND is bounded by the City/County line on the east and by Lombard Street on the north. The western boundary follows the railroad tracks from Lombard Street to Haven Street and continues south on Haven Street to O'Donnell Street. The southern boundary begins at O'Donnell Street and continues along Ponca Street, Holabird Avenue and Broening Highway. The southern boundary continues down Broening Highway to the City/County line. The SEND cluster includes the Bayview community, Eastwood, Graceland Park, Greektown, O'Donnell Heights, Southeastern (referred to on City maps as Medford and Broening Manor) and St. Helena.

This cluster is also surrounded by major institutional and industrial development. The boundaries include major anchor institutions, such as the Johns Hopkins Bayview Medical Center and the Holabird Business Park. The western edge of the cluster is within the Holabird Industrial Park at the edge of Colgate Creek. It is adjacent to Dundalk Marine Terminal for the Port of Baltimore. There are industrial uses all throughout the cluster, from the Port of Baltimore to the northern edge of the cluster at Lombard Street, and include such facilities as the U.S. Customs inspections station.

Besides having major institutions and industry in the area, all of the neighborhoods have well-established neighborhood associations:

- ◆ Bayview Community Association
- ◆ Dundalk Avenue Area Residents Together (DAART)
- ◆ Eastwood Community Civic Association
- ◆ Graceland Park Improvement Association, Inc.
- ◆ Greektown Community Development Corporation
- ◆ O'Donnell Heights Tenant Council
- ◆ Saint Helena Community Association
- ◆ Southeastern Improvement Association



When the City's SNAP program was announced, several community leaders invited representatives from the various neighborhood associations to a meeting to ascertain if there was interest in applying to

participate. This meeting revealed that the neighborhoods shared many of the same issues, problems, and frustrations. It was immediately apparent that the best way to attack their common problems was to attack them together.

The SNAP concept received immediate acceptance and all of the neighborhoods enthusiastically agreed to form an alliance to apply for the program. In October 2002, the alliance met to identify the area's strengths and weaknesses. From the groups initial meetings, five major areas of concern were identified to be addressed in the plan: housing, streetscape and transportation, public safety and sanitation. The issues became the major topics of five subcommittees that met monthly to identify goals, strategies and action items that would help improve the conditions of SEND.

In March of 2003, SEND formed their steering committee and immediately began planning for a public meeting. In May of 2003 the cluster hosted their first public meeting. The steering committee used this forum to not only recruit more participants for the subcommittees, but also to begin having more detailed discussion on each of the priority topics.

Through this process SEND has enlisted the help of the Neighborhood Design Center in conjunction with Morgan State University Institute of Architecture and Planning. One of the Graduate Landscape Architecture classes completed a detailed study including recommendations for the Dundalk Avenue corridor. This open studio process began in March 2004 through May 2004 and resulted in the companion document *Streetscape Enhancements for Dundalk Avenue*.

The subcommittees continue to meet in order to maintain the momentum of the cluster and recruit more volunteers to help with project definition and implementation. The cluster umbrella organization is planning to become a 501(c)(3).



Dundalk Marine Terminal is used to import and export goods from all around the world.

History

The neighborhoods of SEND are neighborhoods of the Port. Many of the areas in Dundalk as well as areas like Greektown are neighborhoods that housed the Port's industrial work force.

Dundalk Avenue is the main thoroughfare that used to carry workers from Highlandtown and East Highlandtown (now Greektown) by streetcar, called the Red Rocket, to places like Bethlehem Steel in Baltimore County. The streetcar used to run down the middle of what is now a 40 foot median. As the steel industry grew the need to house more workers and their families grew. Sparrow's Point, the original town built in 1887 for Bethlehem Steel employees could no longer house all of the workers. Other neighborhoods like Graceland Park, St. Helena

and the Bayview community housed and still are homes to many families that worked in and around the port. In areas like Bayview, the streets are alphabetical. Some still refer to them as the “A to K” streets (Anglesea to Kane). This street nomenclature follows the original system that was used in Sparrows Point to designate the rank or position of a person within the company and the community. If you were on an “A” street then you had a higher position in the company and a higher social status.

Not only was this area home to many that worked in the port industries, but these industries thrived during World War I and World War II. What is currently Logan Village in Baltimore County was once Logan Airfield and what is now Holabird Business Park and Fort Holabird Park in Baltimore City were all part of Fort Holabird. Many of the soldiers that fought lived in the homes in the neighborhoods, as well as in barracks like those that are now the O’Donnell Heights public housing development.

The history of this area is rich not only for the way the physical neighborhoods were developed, but in the remnants that are still active and buildings that are being used and revitalized. The union buildings are still active, the buildings of some of the theaters and social clubs are being reused, and the parks still show original features of when they were part of the active fort. To date there are many reminders of this history that exists street names, the parks, in the families that live in the area, the architecture of the neighborhoods, and the families that live in the area.

Long-Term Vision

The neighborhood organizations allied to form Southeastern Neighborhoods Development (“SEND”) because they believe the creation of a Neighborhood Action Plan will provide direction to stabilize the area and position it to prosper. While the SNAP plan focuses mainly on short-term action items, the cluster has a long-term vision for the area.

Understanding that each neighborhood and/or block may need different strategies to enhance the strengths and improve the weaknesses, the neighborhoods in SEND identified several cluster-wide program goals that would be the basis for all of the ideas behind each of the subcommittees:

- Encourage neighborhoods to think beyond day-to-day issues and begin to visualize the community they wish to become in the future.
- Promote development of integrated goals to solve area-wide problems.
- Foster camaraderie between communities and celebrate diversity. (If the communities benefit from shared experiences there is less risk of duplicating efforts to resolve common issues.)
- A coordinated, collaborative plan expedites the achievement of projects that will be noticed by the residents and other stakeholders.

From these cluster wide goals and identified priority topics, Vision 2012 was developed as part of this plan. This vision is the link that ties the goal and strategies of the five sub-committees together.

Vision 2012

Current Conditions

Drugs and prostitution victimizing the area



Oversized, poorly maintained trucks damage streets, attract undesirable elements



Spillover of problems in O'Donnell Heights to surrounding neighborhoods



Unattractive gateways leading into the neighborhoods



Unattractive retailers: too many liquor stores and not enough banks, supermarkets



No library or community gathering places



High percentage of owner occupied housing



Varied housing stock priced below comparables in other areas



A diverse racial, ethnic, and economic population



The Vision for 2012

Drugs and prostitution eliminated from the area

Trucks banned from residential streets

O'Donnell Heights revitalized and thriving

Attractive, welcoming gateways into the neighborhoods

Desirable businesses open and thriving

An accessible library/community center

Maintain this with initiatives to attract middle income residents

Continued diversification of housing stock to suit families, singles, empty-nesters

Continue to celebrate our diversity and be known as the place where people *want* to live.

Assets

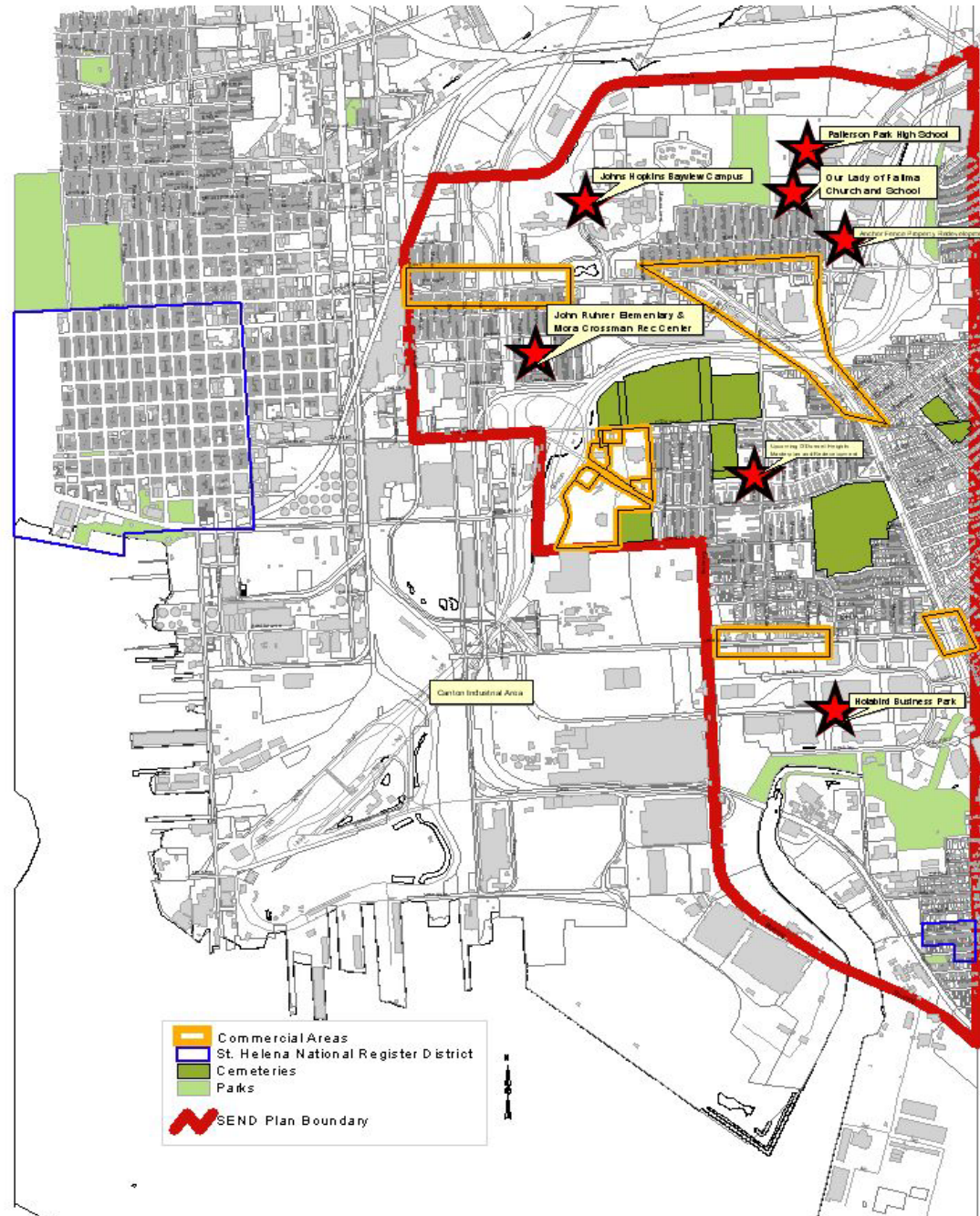
SEND has a diverse list of assets that help strengthen the community and help them leverage some of the challenges these neighborhoods face. The following institutions and organizations are the cluster’s “active” assets: Johns Hopkins Bayview Medical Center, the Dundalk Renaissance Corporation, the Greektown CDC, and Holabird Business Park. In addition to the various neighborhood plans and institutional masterplans, the active assets contribute other resources that enhance the quality of life in the SEND cluster:

- Johns Hopkins Bayview Medical Center is part of an internationally renowned medical institution that provides a reason for people from all over the world to visit, work, and possibly consider living in our area. As a major employer, it is not only a stabilizing presence; it is one of the area’s primary economic engines.
- The Dundalk Renaissance Corporation (DRC) -Many SEND neighborhoods cross the City/County line. Although municipal boundaries are irrelevant to the way the residents perceive their community, SEND recognizes it is critical to the provision of municipal services and the DRC has been an instrumental link between City and County efforts.
- The Greektown CDC is one of SEND’s most active members. It successfully applied for grants from the Abell Foundation, the Enterprise Foundation, and the State of Maryland. SEND will draw on their expertise when writing grant applications to secure funding for projects identified in the Neighborhood Action Plan.

In addition to the organizational, institutional, business, and planning assets previously described, The SEND cluster also has a number of physical and social assets that are important for the cluster:

- Location: The SEND neighborhoods are located at major gateways to downtown Baltimore and beyond, notably I-95, I-895, Dundalk Avenue, Eastern Avenue, and Boston Street. Three MTA routes that travel to downtown Baltimore serve our neighborhoods. The Baltimore beltway (I-695) is within a few miles of most of our neighborhoods and provides ready access to the rest of the Baltimore region.
- Housing: The housing stock includes everything from townhouses to single family dwellings on spacious lots. They are affordable and give good value for money.
- Diverse population: The neighborhoods are multi-racial, multi-ethnic, and include a wide range of incomes.
- Stability: The neighborhoods are multigenerational and have a high degree of home ownership. This legacy is our bedrock and strengthens our commitment to enhance and revitalize our neighborhoods.
- Amenities: The neighborhoods are close to waterfront parkland and other recreations areas.

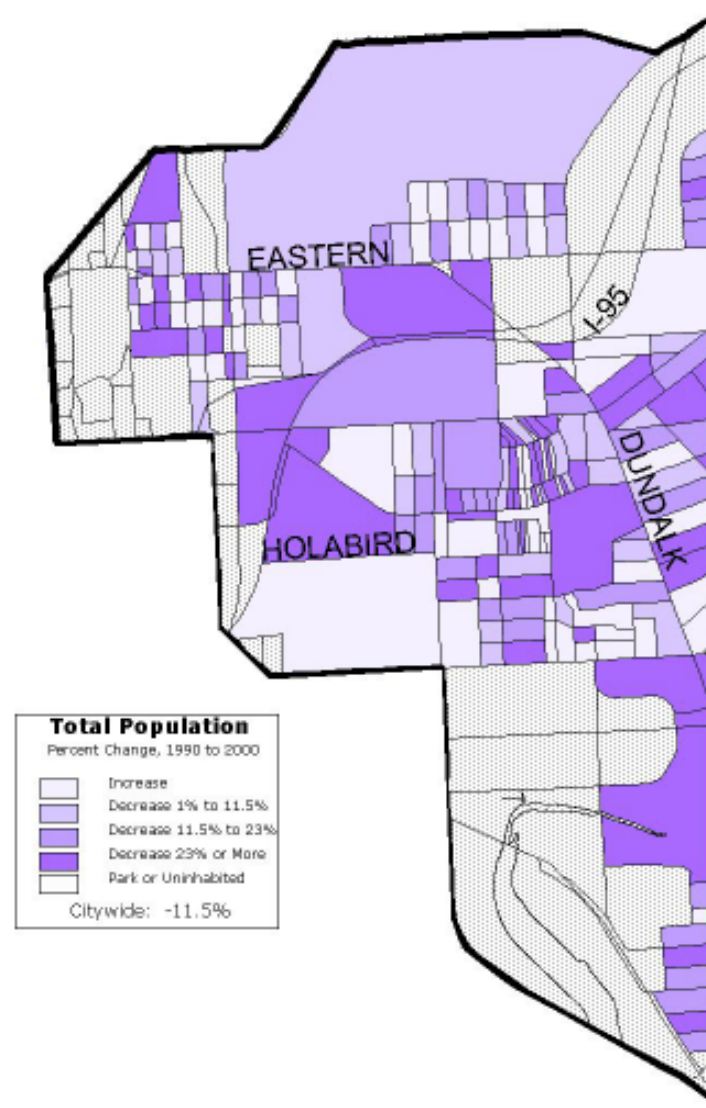
Asset Map



Population

Despite the active neighborhood associations and residents' commitment to create a better quality of life, all of the neighborhoods in the SEND cluster experienced a decrease in their total population. Between 1990 and 2000 the City of Baltimore lost approximately 11.5% of its total population. This percentage is mirrored within the SEND cluster, which lost a total of 11.4% of its total population. As seen in the chart below, four of the neighborhoods lost over 15% of their population during this decade.

Total Population			
Neighborhood	1990	2000	% Change
St. Helena ↗	664	540	-18.70%
Graceland Park ↗	2113	1719	-18.60%
Broening Manor	1785	1670	-6.40%
Medford	1296	1183	-8.70%
O'Donnell Heights ↗	2490	2074	-16.70%
Eastwood ↗	697	541	-22.40%
Bayview (Joseph Lee)	2256	2176	-3.50%
Greektown	3599	3294	-8.50%
CLUSTER TOTAL	14900	13197	-11.40%
CITYWIDE	736013	65014	-11.50%

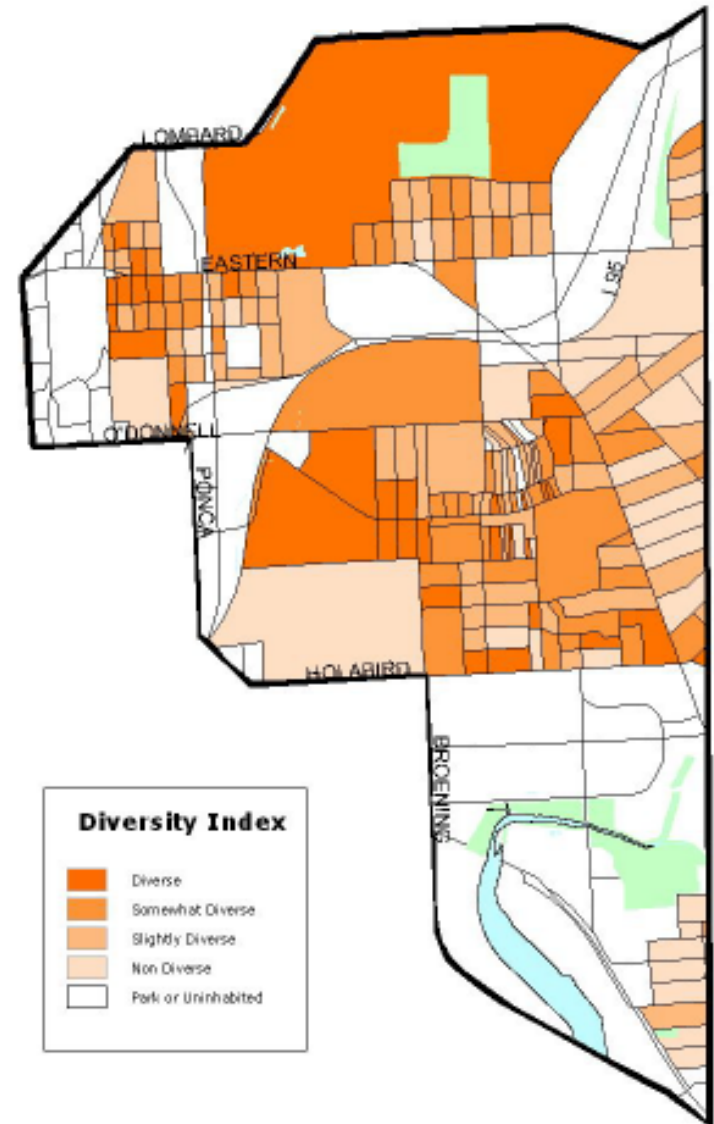


The Total Population map shows that that many blocks experienced a loss of between 11.5 % and over 23%. There were very few blocks within the cluster that experienced minimal loss. As you can see from the map almost all of the blocks within St. Helena and Eastwood experienced a decrease of at least 11.5% or greater. There are several blocks within the other neighborhoods that did see an increase in population, though each neighborhood lost population overall.

Diversity

The diversity map shows where a resident is most likely to interact with someone of a different race. Neighborhoods with a diverse mix of races will show more of the darker orange areas on the map. The lightest shade of orange indicates that the block is not diverse.

One of the goals of the SEND cluster is to increase diversity within the neighborhoods. While many ethnicities are represented within the cluster, the neighborhoods are predominately white, except for O'Donnell Heights, which is predominately African-American. Between 1990 and 2000 there has not been a significant increase in diversity, but there is a larger presence of Latino population in Greektown and Medford.



Housing



The Southeastern Neighborhoods feature a diverse range of housing types, including single-family homes, semi-detached homes, row homes, and garden apartments. This mix provides opportunities for households of all sizes and income levels, including O'Donnell Heights, a public housing project. There is also a wide range of housing conditions: while most of the cluster is healthy and stable, a few areas have been showing signs of deterioration over the years and within those areas, there are scattered vacancies and deferred maintenance.

Although SEND identified its housing stock as an asset, there has been an increase in vacant and dilapidated dwellings. In some cases this is due to the inability of owner occupants to maintain their property because of old age and/or low incomes. In the most egregious cases, absentee landlords and property owners permit their holdings to deteriorate.

There is a great concern that some of the current housing stock, even at its best, may not be attractive to the middle income professional that employers like Bayview Medical Center and the Holabird Business Park plan to recruit. As a result, while employment opportunities appear to be growing in this area, there has not been an influx of new residents that are choosing to take advantage of the housing in order to live near their jobs. The existing housing stock in the area is not seen as desirable enough to create a draw for new employees.



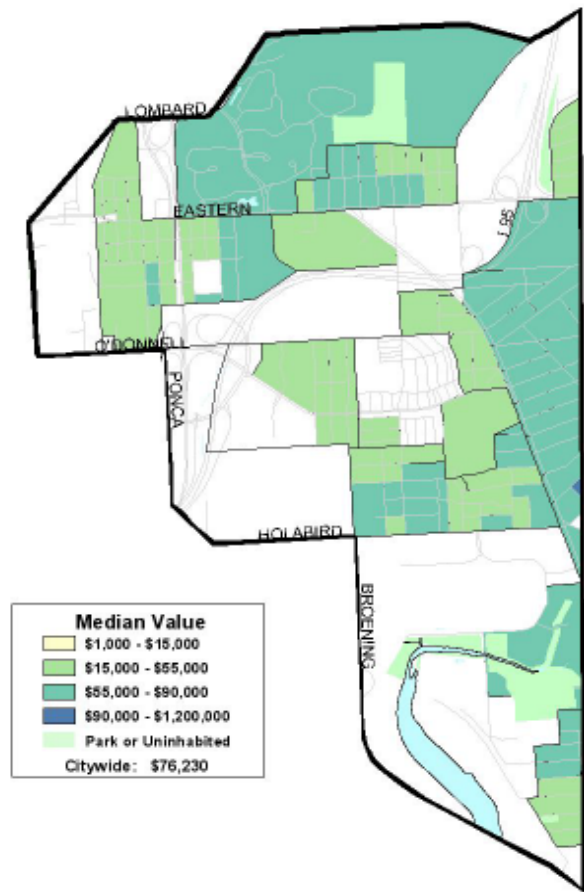
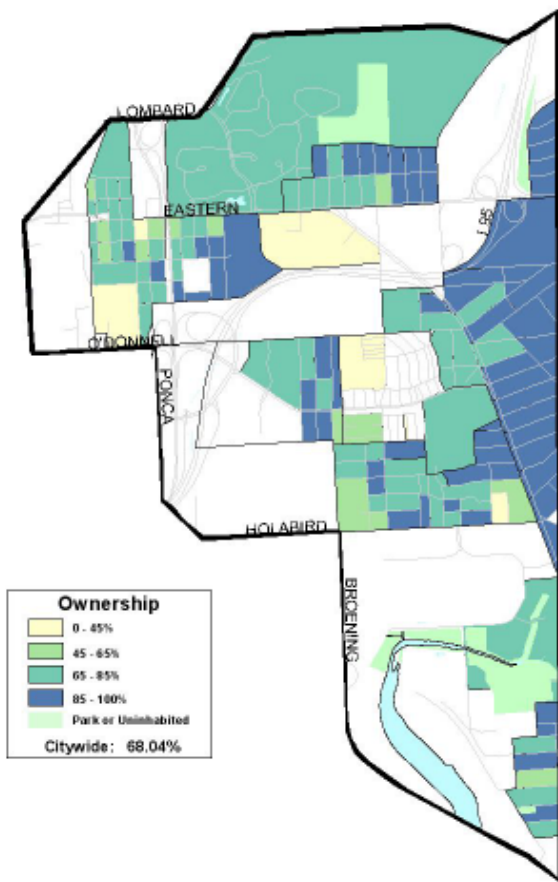
The residents of SEND believe a Neighborhood Action Plan can help develop a coordinated approach to these housing issues. Elements of this community housing approach could include the formation of a cluster wide community development corporation (CDC); the development and marketing of subsidized loans for housing rehabilitation and purchase; and more assertive code

enforcement. SEND wants to continue to work with the City on plans to revitalize O'Donnell Heights and turn what many perceive as a community liability into an asset.



O'Donnell Heights was initially constructed as military barracks during WWII

The goals and strategies for improving housing conditions in these neighborhoods stem from the recognition that the strength of a neighborhood comes from the quality of its housing stock, the ability to attract new residents, and from the amenities and resources available to those residents.



As stated earlier, the SEND cluster lost 11.4% of their total population. The housing statistics for SEND mirror this loss. Each of the neighborhoods in the cluster experienced a loss in owner occupancy. Eastwood experienced a 7% loss in their owner occupancy, while both Graceland Park and Medford experienced a 3% loss. The other areas averaged 5% loss. This is in comparison to the 1% decrease Citywide.

Most interestingly, the neighborhoods did not see any significant increase in renter occupied housing units, if any. Outside of O'Donnell Heights, which lost 17% of their tenants, St. Helena experienced a decrease of 9% in the renter occupied housing units as well as the greatest vacancy rate increase in the cluster. They went from 3% in 1990 to 17% in 2000. For the other neighborhoods the increase in the vacancy rate was comparable to the decrease in owner occupancy.

Housing Ownership And Vacancy Census 2000 Data

	St. Helena	Graceland Park	Broening Manor	Medford	O'Donnell Heights	Eastwood	Joseph Lee	Greektown	TOTAL	CITYWIDE
Housing Units 2000										
# Units	258	779	785	607	865	269	1130	1484	6177	300477.0
# Owner Occ	171	551	392	257	11	222	732	862	3198	129869
% Owner Occ	66%	71%	50%	42%	1%	83%	65%	58%	52%	43%
% 1990	72%	74%	56%	46%	2%	89%	69%	63%	56%	44%
% Change	-5%	-3%	-6%	-3%	0%	-7%	-5%	-5%	-4%	-1%
# Renter	43	155	304	297	680	31	311	452	2273	128127
% Renter	17%	20%	39%	49%	79%	12%	28%	30%	37%	43%
% 1990	25%	21%	38%	49%	96%	9%	26%	30%	39%	47%
% Change	-9%	-2%	1%	0%	-17%	2%	1%	1%	-2%	-4%
# Vacant	44	73	89	53	174	16	87	170	706	42481
% Vacant	17%	9%	11%	9%	20%	6%	8%	11%	11%	14%
% 1990	3%	4%	6%	5%	2%	2%	4%	7%	5%	9%
% Change	14%	5%	5%	4%	18%	4%	3%	5%	7%	5%

Baltimore's Housing Market Typology

The Department of Planning in conjunction with the Department of Housing and Community Development created a Housing Market Typology for the City of Baltimore. Using abandonment, median home value, and homeownership data four categories were created:

- **Preservation:** Healthy, attractive areas with high owner-occupancy rates and high property values. The housing stock is well maintained and vacancy and abandonment rates are very low.

- **Stabilization:** High Home ownership rate, low abandonment, relatively low median home values, housing market needs intervention, signs of deferred maintenance

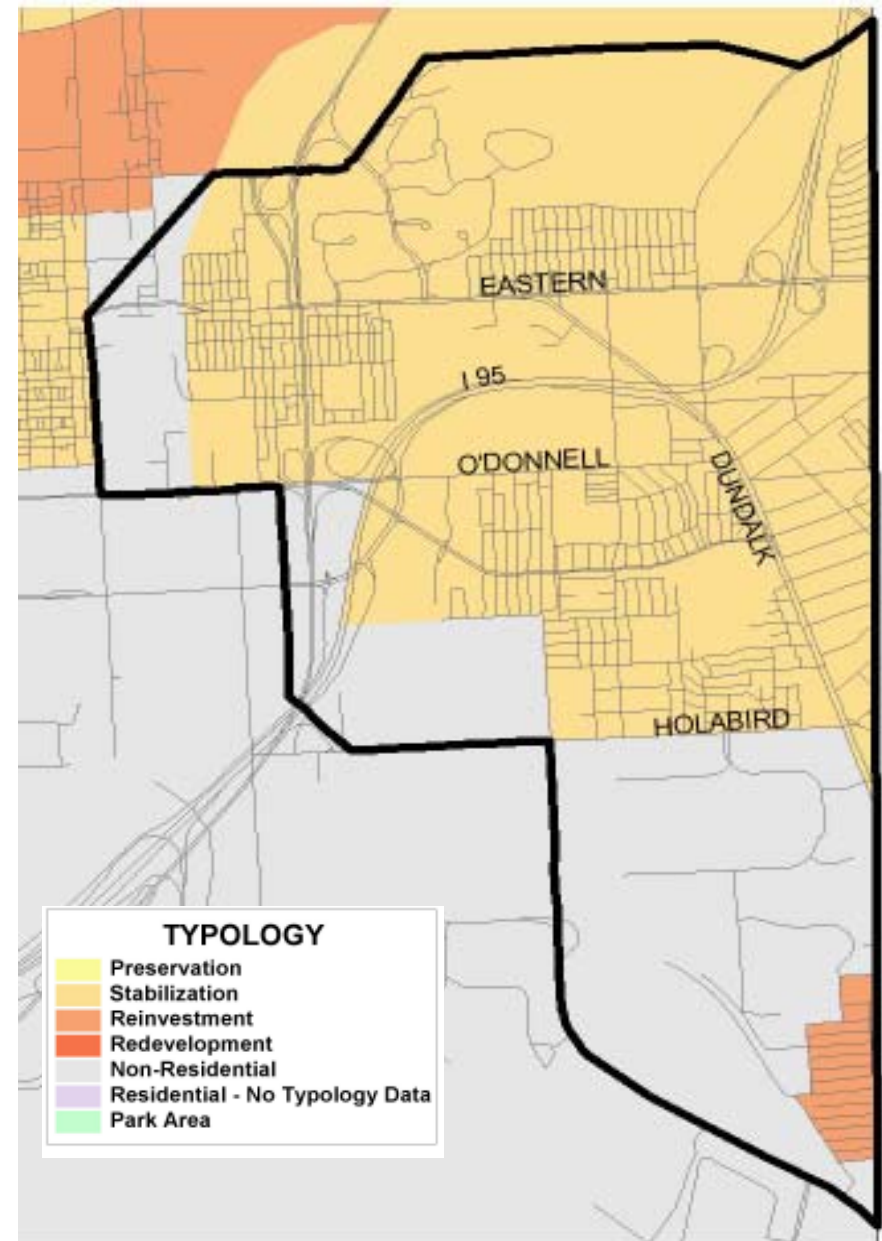
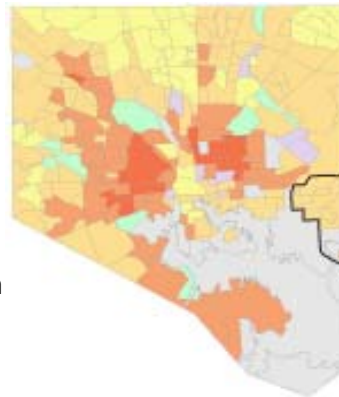
- **Reinvestment:** Moderate real estate values, average homeownership rates, and substantial vacancy rates, although not as substantial as Redevelopment Areas. Without intervention these neighborhoods could find themselves with widespread vacancies and, housing market stress (e.g. flipping, isolation).

■ **Redevelopment:** Deteriorated housing stock, abandoned buildings and vacant lots, traditional market forces not working, nor are they likely to be re-established soon. Targeted blocks should be stabilized and surplus of vacant and uninhabitable housing units removed, with the creation new uses and amenities.

Looking clusterwide, most of the SEND neighborhoods are stabilization areas, except for St. Helena which is a Reinvestment neighborhood. In neighborhoods citywide, you must look block by block to determine the conditions as they can be remarkably different within the same area. SEND is no exception.

As housing conditions and amenities improve in the area, there is a hope that the value of the homes will increase. Currently, the median home values area between \$15,000 and \$55,000 or \$55,000 and \$90,000. Interestingly, the blocks that show the lower range of median home value, have experienced the greatest population loss and owner occupied housing units.

These conditions are starting to have physical manifestations in the condition of the property in some areas and is reflected in following matrix, which outlines the typology within each neighborhood, matching them with possible tools for creating change within those areas.



Strategies by Typology for Each Neighborhood

Community	Housing Market Typology (1)	Rehab Programs	Deferred Loan Programs	Code Enforcement	Targeted Intervention Buying	Develop Disposition plans	Improve Curb Appeal	Develop Marketing Strategies	Explore Historic District Designation	Landlord Training Program	Target Demolition	Demolition and Vacant Lot Management Plan	Use of Historic Tax Credits	City Housing Assistance Programs	Emergency Roof Repair	Redevelopment Plan
Graeoland Park (East of Dundalk Avenue)	Stabilization	X	X	X	X	X	X	X	X							
Graeoland Park (West of Dundalk Avenue)	Redevelopment/Reinvestment															
Bay view (Joseph Lee)	Stabilization	X	X	X (on 800 blocks)			X	X		X						
St Helena (North of Colgate Avenue)	Stabilization	X	X	X	X											
St Helena (South of Colgate Avenue)	Reinvestment		X	X								X	X	X	X	
O'Donnell Heights	Redevelopment											X				X
Eastwood	Stabilization	X	X	X (on 800 blocks)			X	X		X						
Greektown (West of 1895)	Reinvestment		X	X							X			X	X	
Greektown (East of 1895)	Stabilization	X	X	X	X	X										
Broening Manor (West of Broening Hwy)	Stabilization*	X	X	X	X											
Broening Manor (East of Broening Hwy)	Reinvestment			X							X	X	X	X	X	

(1) Housing Typologies and their Characteristics

- Stabilization: High home ownership rate, low abandonment, relatively low median home values, weak market conditions, deferred maintenance
- Reinvestment: Average home ownership rate, scattered abandonment, moderate median home values, housing market stress (eg flipping, isolation)
- Redevelopment: Deteriorated housing stock, abandoned buildings and vacant lots, traditional market forces not working

Stabilization Specific strategies for Broening Manor's stabilization areas were not identified. Therefore, those strategies that were suggested for all the other stabilization areas were selected.

Housing Recommendations

Improve the Housing Market and Property Conditions

A. Participate in a taskforce to work on a redevelopment plan for O'Donnell Heights

- Identify potential housing development sites
- Develop long term goals
- Establish redevelopment guidelines

B. Encourage neighborhood associations to address code violations through participation in the Neighborhood Cooperation Program

- Provide information to all association leaders and block captains about housing and sanitation codes
- Identify priority areas for targeted code enforcement.
- Train neighborhood leaders about code violations
- Develop a system for neighborhood associations to notify property owners of code violations and give owners an opportunity to correct violations prior to alerting code enforcement

C. Encourage Property Owners to invest in their properties

- Compile a list of existing City and non-profit resources for home repairs
- Explore partnerships with non-profits and institutions to provide assistance with property maintenance and repairs
- Provide demonstration homeowner workshops, counseling and training sessions, and repair assistance (Home Depot, private contractors, etc.)
- Develop relationships with private developers and private sector corporations to participate and /or establish funding programs for rehabilitation projects

D. Attract new homeowners.

- Identify neighborhood features that attracted long-time and new residents and highlight them in marketing of neighborhoods
- Create neighborhood profiles for LiveBaltimore website
- Promote neighborhoods through Live Near Your Work program
- Have a SEND table at LiveBaltimore trolley tours
- Explore the potential for participating in the Healthy Neighborhood Program
- Work with realtors to promote the area

E. Improve rental housing conditions

- Identify & locate absentee landlords
- Develop a means for neighborhood associations to educate renters about codes and to notify landlords and tenants if violations occur
- Develop contacts at apartment complexes and work with management companies to ensure renters are responsible neighbors
- Provide technical assistance to landlords about code violations and managing rental property

F. Decrease the number of vacant and abandoned properties in all neighborhoods

- Develop a plan to address vacant lots and abandoned properties
- Identify owners responsible for problems properties
- Identify properties eligible for the Neighborhood Conservation Program and Project 5000
- Develop disposition strategy for properties acquired
- Explore intervention-buying strategy (e.g. Greektown)
- Based on housing market analysis determine whether to pursue code enforcement or property acquisition solution

Commercial

The SEND cluster did not focus on commercial redevelopment as a priority topic for this action plan, but did recognize the significant role that the major corridors play in the betterment of the entire cluster.

The main commercial corridors in the SEND cluster are Eastern Avenue, Dundalk Avenue and Holabird Avenue. The pockets of commercial along these streets primarily serve the immediate neighborhoods with restaurants, bars, insurance agents and other small services for the area. These areas are zoned commercial, but there is a mix of zoning ranging from residential to industrial along the commercial corridors.

This mix has created interesting corridors with some potential opportunities for commercial development. While there is a need for this commercial redevelopment and neighborhood services there are intact residential areas, as well as industrial users.

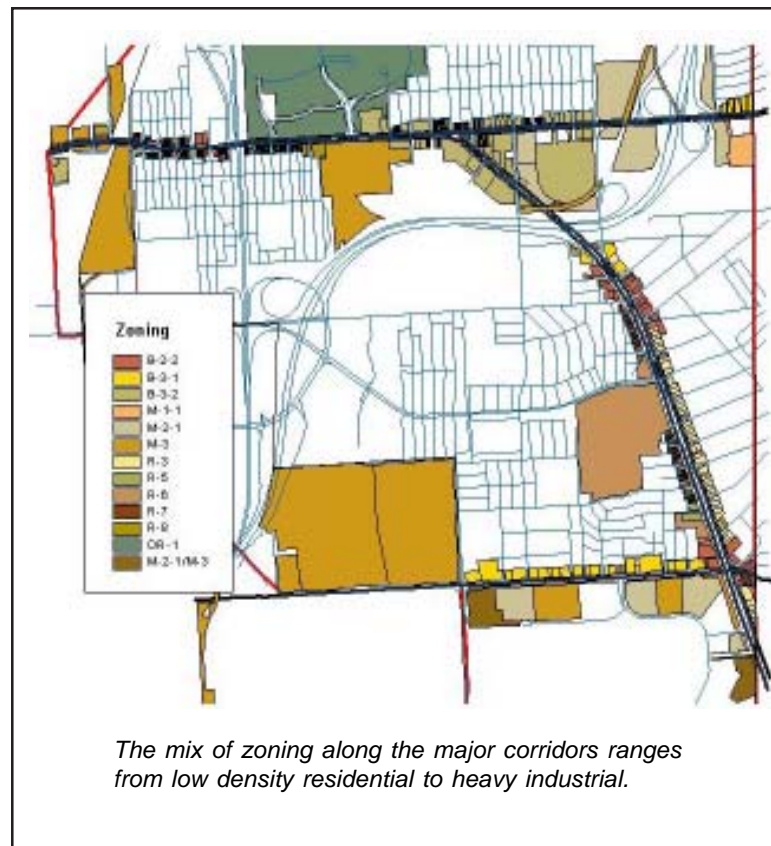
Though there are extremely active businesses throughout the cluster, there has been an expressed need for additional neighborhood services. These services would create a more pedestrian friendly environment that would help to achieve some of the goals expressed in the other priority topics:

- More pedestrian scale streetscape
- More people walking in the neighborhoods
- Creating a neighborhood that would appeal to a more economically diverse group of people.

Greektown offers many restaurants, bakeries and bars and is becoming one of the City's major cultural destinations. The Bayview neighborhood offers smaller services such as neighborhood markets, a U.S. Post Office, many small

businesses and gas stations. Home Depot is also located within this area. This location is one of two City Home Depot locations and serves the southeast Baltimore City and County region.

As noted, there are a tremendous number of active industrial properties within the cluster. There are also several industrially zoned parcels that are considered to be prime spaces for commercial revitalization. The northeast corner of Eastern Avenue and Kane Street has industrially zoned property that could be developed for commercial use. These properties are in close





The former Anchor Fence property at Eastern Ave. and Kane Street has been approved to be redeveloped as a full service grocery store with additional commercial spaces.

proximity to the Home Depot has direct access to both north and southbound I-95, creating optimal access to the region. This area could easily be developed for auto oriented shopping or larger parcel development, but is still within walking distance of the surrounding neighborhoods.

The residents have expressed a desire for a full service supermarket, as well as such services as flower shops, dry cleaners and other services that would help to stimulate more pedestrian traffic. Currently, residents must travel further into the City for a supermarket or travel into Baltimore County.

The major commercial areas line the major corridors with very few businesses off of the major traffic roadways. Both Greektown and the Bayview communities have commercial districts along Eastern Avenue, while there are commercial nodes along Dundalk Avenue. Holabird Avenue is also one of the major commercial corridors for the area. The commercial corridors are not zoned exclusively commercial or business. There is a large mix of residential, business and industrial zoning along all of the corridors, as you can see in the map on the previous page.

Dundalk Avenue is the link that connects the other major commercial corridors in the City to the town center of Dundalk in Baltimore County. This link is critical to the residents of these southeast Baltimore neighborhoods. Currently, the County is planning to revitalize the Dundalk Town Center. While this is in close proximity to St. Helena, it will not create the critical mass and proximity for those in the northern cluster neighborhoods such as Greektown, Bayview and Southeast (Medford/Broening Manor). It is imperative to enhance and revitalize all of the commercial areas throughout the cluster and create a healthy neighborhood business and shopping environment.



Eastern Avenue in the Bayview community looking east. Shows the variety of businesses in the area.

Commercial Recommendations

Improve commercial viability within the cluster

- A. **Create pedestrian friendly commercial spaces**
- B. **Work with area business to build a better relationship with the surrounding communities**
 - Encourage business partnerships with the community
- C. **Increase the variety of neighborhood retail uses and help to ensure that they thrive**
 - Identify parcels for redevelopment or infill commercial development
 - Identify and seek new uses that are limited within the cluster
 - An accessible library/community center
 - Increase the number of banks
 - Provide large scale supermarket
- D. **Encourage businesses along the major thoroughfares to improve site and create more attractive spaces**
 - Improve the facades and landscaping on individual properties
 - Involve businesses in the streetscape planning for Dundalk Avenue
 - Create and Implement a “Adopt a Curb” Strategy to encourage businesses to maintain and beautify their property and cluster give appreciation certificates
 - Use assertive code enforcement when necessary



One of two Home Depot stores in the City of Baltimore

Open Space and Recreation

The SEND cluster has several parks within the boundaries: Joseph Lee Fields, Fort Holabird Park in St. Helena, Eastwood Community Park, as well as open space provided near Colgate Creek in St. Helena and St. Helena Park in Baltimore County. Joseph Lee Fields, Fort Holabird Park and St. Helena Park offer baseball diamonds and soccer fields for both organized league sports and informal games. The parks also have tot-lots and tennis courts. These parks are one of the major assets for the cluster and the southeast region.

The neighborhoods also desire to have more activities for children and teenagers within the cluster. One of the overall goals is to attract more families to the area. Providing activities for young people is crucial to helping to meet this goal as well as contributing to the overall health of the cluster.

In addition to the parks, one example of active recreation for children is the Mora Crossman Recreation Center in Greektown. It dedicated to offering successful programs for youth ages 5-17 and serves over 150 children each day. Their programs include such classes as: music, dance, gymnastics, computer classes, English as a Second Language, photography, drama, and tutoring. Greektown credits these programs as having an immense impact on the reduction of juvenile crime and truancy rates in the neighborhood. While these programs are open to all children many would like to see these types of programs within walking distance of neighborhoods further south, like St. Helena.



Open Space and Recreation Recommendations

Enhance parks to provide increased utilization and provide a safer user-friendly environment

A. Create and/or improve parks and other greenspace.

- Embark upon master planning for major parks
 - a. Joseph Lee Fields (to include lighting, walking trail, etc.)
 - b. Fort Holabird Park
 - c. St. Helena Park (County)
- Work with the cemetery proprietors within the cluster to maintain their properties
- Replace broken play equipment
- Remove graffiti from recreational facilities
- Replace damaged sidewalks and infrastructure within parks
- Work with City to improve and maintain green areas outside of non-parks (Colgate Creek area)

B. Create unified park/trail system throughout the cluster

- Work with Baltimore County on the development of the Heritage Trail and St. Helena Park
- Create bike lanes and pedestrian trails throughout the cluster
- Tie the concept into the Health Trail at Hopkins Bayview Campus



Play equipment in O'Donnell Heights is in severe disrepair. A new playground is planned for construction, to be named in memory of community activist and resident Mr. Larry Fowlkes.



Efforts are being coordinated for improvements to Fort Holabird Park which include removal of blacktop along the perimeter road to create a walking path and re-forestation along the path.

Provide recreational opportunities and activities for youth

A. Provide recreation facilities and playgrounds conveniently placed and operated throughout the area.

- Identify optimal locations for additional facilities and/or improved playgrounds
 - a. Graceland/ O'Donnell Heights Elementary
 - b. Southeastern Middle School
 - c. O'Donnell Heights Public Housing Development
 - d. Joseph Lee Playfields
 - e. Fort Holabird Park
- Staff the field house at Joseph Lee Fields

B. Investigate funding sources to ensure that existing facilities can operate

- Partner with organizations, businesses, and religious institutions to provide volunteer staffing
- Identify grants and other funding sources to help Mora Crossman Recreation Center in Greektown
- Work with Bayview neighborhood to find funding to staff the field house at Joseph Lee Fields

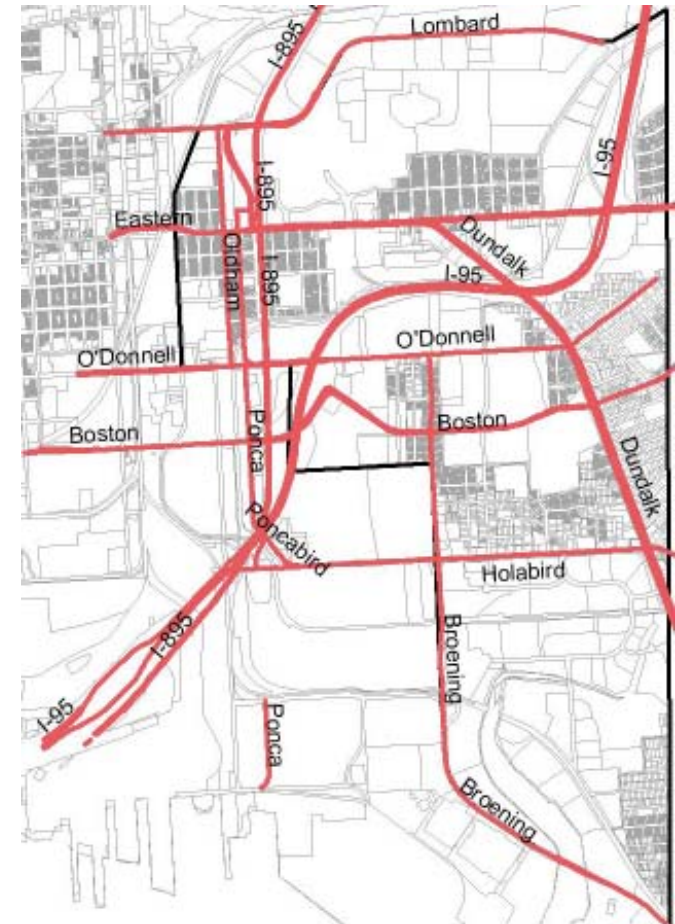
Transportation, Streetscape and Gateways

The streets in SEND serve many purposes. They represent the gateways to the City of Baltimore from Baltimore County, serve as the transportation routes that opens the Port of Baltimore to the region and the United States, as well as the neighborhood streets for the many residents of southeast Baltimore. The streets are often used by both local residential and truck traffic.

Due to the proximity of the Port and highway access, many of the areas within the cluster are either close to or adjacent to heavy industrial or commercial uses. While some conflicts have arisen, most understand the need for the industry that has been the backbone of these neighborhoods and still provides jobs for the region. Eastern Avenue, Dundalk Avenue and Holabird Avenue are the major corridors for the cluster. Eastern Avenue provides major east/west access to the City of Baltimore from Baltimore County, while Dundalk Avenue provides access to far southeast portion of Baltimore County.

Interstate-95 is a heavily traveled truck route that provides access to Holabird Business Park, Canton Industrial Area and the Port of Baltimore. Dundalk Avenue is an important link in the major north-south truck route in Southeast Baltimore, which connects the Port of Baltimore to other local industrial areas. The entire route consists of Broening Highway, Holabird Avenue, Dundalk Avenue and Kane Street. Many of the neighborhoods were an outgrowth of Port industries.

However, this asset has had perceived undesirable consequences for the neighborhoods. Residents of southeast Baltimore saw the opening of I-95 as an opportunity to become



more connected with the City and the region by improving access to them. While this is a great link to the region, many residents are concerned that the heavy truck traffic damages the roads and elevates noise levels.

These same corridors are the very same corridors which are the gateways and spines that link the various neighborhoods together. For this reason, both the corridors and neighborhood streets should not only be safe and functional, but should be enhanced, well kept and as attractive as possible.

Transportation, Streetscape and Gateways Recommendations

Enhance major corridors to provide a more attractive and user-friendly roadways

A. Provide Streetscape enhancements on major corridors within the cluster

- Identify cluster gateways
- Complete design and fund the construction of Eastern Avenue Streetscape and Eastern Avenue Bridge Project
- Design streetscape for Dundalk Avenue
- Identify and replace dead street trees
- Delineate spaces for pedestrians with improved sidewalks, crosswalk, paths, etc.

B. Implement non-roadway improvements that will provide more attractive gateways and major corridors

- Identify target areas for beautification, infrastructure improvement (improved lighting, landscaping, etc.)
- Find use for Kane Street underpass to improve beautification and safety
 - a. Skate park
 - b. Park and Ride
 - c. Parking for Johns Hopkins Bayview Campus
 - d. Weekend farmer's market
- Determine the use and circulation patterns for designated pedestrian / vehicular areas
- Identify areas for small repairs that may have large impact (painted light posts, curb repair)



Existing condition of Eastern Avenue gateway into Greektown

Enhance minor arterials and residential streets to provide more attractive neighborhoods

A. Encourage and assist residents and businesses to landscape and improve yards that face the public right-of-way

- Enlist the help of master gardeners and community experts to provide advice on landscaping
- Encourage residents to plant a unifying element on residential streets such as a common bush or flower.
- Encourage residents to repair or paint fences that are in disrepair

B. Work with the City and other partners to improve and maintain roadways within the individual neighborhoods

- Repair sidewalks and public infrastructure on side streets.
- City should maintain consistent schedule of cutting weeds and removing debris from right-of-way and underneath overpasses.
- Encourage neighborhood schools to improve their grounds (including landscaping, lighting and fencing)
- Provide landscaped buffer along Ralls Avenue between the St. Helena community and industrial properties

Reduce Truck Traffic within the residential neighborhoods of SEND

A. Improve infrastructure with in the industrial areas and truck routes to encourage and improve travel conditions for truck traffic

- Identify and eliminate key median breaks used for tractor trailer u turns
- Improve key intersections to deter through truck traffic
- Widen roads where necessary

B. Change time and/or weight restrictions on roads wherever possible to provide residents with more opportunities for a better quality of life

D. Work with the appropriate law enforcement agencies to enforce current truck restrictions on residential streets.

E. Identify alternate routes to accommodate truck traffic

C. Identify areas for better signage (wayfinding and restrictions)

- Replace and update current truck traffic signs that are hard to see and read.
 - a. Eastern & Kane-3/4 ton truck restriction sign not very visible on Eastern Ave or approaching Kane Street from North Point Blvd
 - b. Holabird & Broening-Truck Traffic sign indicating that trucks should turn left onto Holabird coming from the Port area-keeps disappearing/not visible.
 - c. Boston St. & Dundalk Ave.-3/4 ton restriction sign-not very visible

- d. No pedestrian crosswalk signs-Dundalk, Boston, Youngstown, O'Donnell, Holabird and Dundalk Ave.
- e. I-95 and Eastern Ave.-Need to have signs posted to direct truck traffic to the commercial areas on the interstate system so that they don't get lost in the residential neighborhoods. (Suggested distance about 2 miles before the Keith Ave. exit)
- f. Port Truck Plaza-O'Donnell St-Need to hang the no left turn sign from stop light so that truck drivers can see it better.



Left: Eastern Avenue is scheduled to have streetscape enhancements



Right: Example of median plantings on Pulaski Highway

Improve Mass Transit Practicability/ Viability

A. Improve Quality of Service within the Cluster

- Eliminate underutilized bus stops
- Identify and consolidate bus stops
- Identify additional bus lines and stops that should provide service to designated neighborhoods
- Provide bus route maps in the bus shelters, Improve safety and conditions around existing bus stops
- Increase bus service to commercial areas and job centers within the cluster (Holabird Business Park, Dundalk Marine Terminal and other major business along Holabird Ave) .

B. Improve Safety and Appearance of Bus Stops and Bus Shelters

- Decrease prostitution and other criminal activity around the bus stops
- Replace and/ or provides bus shelters where necessary
- Improve landscaping around designated bus shelters
- Provide seating that will accommodate riders and not encourage sleeping
- Trash receptacles should be placed near bus shelters



Narrow Street at the intersection of Ralls Ave. and Riverview Ave. in St. Helena carries both residential and truck traffic.

Ensure Pedestrian and Automobile Safety

A. Better control the flow of vehicular traffic within the SEND area.

- Improve signal timing and intersection Dundalk and Holabird Ave.
- Create safer spaces and haven for pedestrians at intersection of Dundalk Avenue and Holabird Avenue.
- Replace faded signs on Dundalk, Holabird, Boston and O'Donnell
- Coordinate City and County street directions within the St. Helena neighborhood

B. Install red light cameras in school zones and at key intersections and identified areas of high speeding

- Dundalk Ave.-From Holabird to Gusryan St.
- Kane St.-300-400 block
- Boston St.-Dundalk to Travel Plaza
- O' Donnell St.-Dundalk to Anglesea St.

Public Safety

Despite having stable residents with a high level of commitment to the community, drugs, prostitution, vandalism, and gang activity have infiltrated these neighborhoods. Abandoned and unoccupied buildings throughout the community provide hideouts for prostitutes, drug users, and other criminals. The neighborhoods have been working with the Southeast Police District to help quell crime, drug and prostitution on public, as well as private properties.



Public Safety Recommendations

Improve the social and physical conditions in the neighborhoods to create safer spaces

A. Identify Hot Spots in each of the neighborhoods

- Areas or places where illegal activity occurs easily
- Areas where residents and or their property are repeatedly victims of crime
- Areas where legitimate users of the space do not feel comfortable

B. Identify and address physical conditions that contribute to crime and make it unsafe for daily activities

- Assess and improve poor lighting conditions
- Eliminate inappropriate circulation patterns (dead ends)
- Improve poor sight lines and potential hiding areas
 - a. remove overgrown brush and tree limbs
 - b. place mirrors on alleys and street intersections that may be obscure
- Create/Improve public and private spaces to have natural surveillance which allows for more people to be engaged and maximizes visibility
- Assess a neighborhood's pedestrian and auto circulation routes, the level of use and misuse of these neighborhood public spaces

C. Decrease the amount of drugs and prostitution along the major corridors and within the neighborhoods

- Increase police patrols along major corridors and within neighborhoods
- Coordinate law enforcement efforts between local jurisdictions and State agencies
- Increase the availability of drug treatment facilities and counseling

Sanitation



Example of a well maintained alley in the Bayview Community

Many areas within the cluster have experienced illegal dumping and rat problems. Vacant and abandoned buildings have also become magnets for trash and breeding grounds for rats and other vermin. The neighborhoods have been active trying to mitigate these problems with neighborhood clean-ups and implementation of rat abatement programs. The sanitation committee has been working to educate the residents on proper disposal of trash and maintenance of property such that rat infestations will not occur.



Sanitation Recommendations

Keep public and private property clean and maintained.

- A. Organize residents at the neighborhood level to participate in neighborhood clean-ups**
 - Partner with local businesses and community groups to develop a pilot for a Model Block reward program, whereby residents would be rewarded for outstanding achievement in areas such as most improved, cleanest, and best landscaped.
- B. Target Code enforcement in identified problem areas**
- C. Launch a public education campaign for residents regarding maintenance of their properties, trash disposal and rat abatement**
 - Prepare flyer/newsletter to educate the community on sanitation issues.
 - Distribute free BELIEVE trashcans in problem areas.
- D. Report unsanitary condition using the city's 311 tracking system and ensure follow-up on reported activities**
 - Follow-up with SEND or the community association with your concern if the problem has not been fixed.
 - Educate and encourage residents on the best way to keep track of and follow-up on 311 calls.
- E. Keep vacant lots, streets and alleys free of trash and rats.**
 - Provide quick removal of dumped trash
 - Use block watch system or identify residents in an area responsible for reporting incidents.
 - Provide accurate, up-to-date information on how/who to contact within the City government.
 - Cut tall grasses on vacant lots and City right-of-way
 - Use block watch system to watch for and report illegal dumping