Urban Development process and
Urban Design
Towards the Twenty First Century —
A Downtown Baltimore Study

by

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"Determine where you are and what you have to work with. Decide where you want to be. Develop a strategy to get there."

Clarence "Du" Burns, when asked about the formula for the success of downtown redevelopment.
The topic of this paper is in the field of urban design and downtown redevelopment. The Baltimore City's downtown is analyzed with a special emphasis on the east Redwood Street area, for which a series of urban design guidelines for possible development has been proposed.

Introduction

Geography and historic circumstances have laid the foundation for Baltimore's attraction as a livable place. Geographic characteristics include a proximity to water, with a good natural harbor which is a source of commerce as well as recreational opportunities; a reasonably tempered climate which favors outdoor activities; a hilly topography which creates a variety of distinctive environments and scenic vistas; and valley streams which cut the city into three parts to provide a resource for the city's public park system. Historic factors include Baltimore's architectural richness which makes it distinctive American city; an ethnic diversity which fosters a rich cultural life; the human
scale of the city characterized by rowhouses and the ability to get around on foot; and the strong sense of civic pride and identity which is based on the city's 250-year history.

By every standard measure, Baltimore should be in the midst of a profound crisis today, feeling the impact of the social, economic, and physical problems common to almost all of the nation's older industrial cities. Despite the fact that Baltimore may serve as a good example for downtown decay that affected many older cities in the United States since the World War I, its subsequent revitalization, on the other hand, has been nationally heralded. During the past 30 years, Baltimore has enhanced its geographic and historic strengths through its revitalization and development projects.

With the announcement by Mayor Schmoke of a new downtown comprehensive plan for Baltimore, there is a new opportunity to continue such trend.

Billed as the "largest unknown city in the world", from an economic stand point, Baltimore is thought of as conservative, blue collar, and industrial. But between 1960 and 1980 its Central City Black population grew from 35 percent to 56 percent as a result of large migrations from the South and suburbanization, and in 1980 the statistics show 22.9 percent of the families within the city limits living in poverty. According to "Fortune" magazine's industrial ratings, only one of the country's top 500 companies - Crown Petroleum - had its headquarters there.

Given such statistics, one would not expect the city to be able
to make such an extraordinary comeback over a couple of decades. It has gained a solid reputation as one of the nation's most livable cities and become the focus of attention for planners, architects, urban administrators and housing officials. By 1976 Baltimore had won its sixth urban design award in seven years. Architectural critic Wolf Von Eckhardt, commenting on the award wrote: "It was Jane Jacobs, who, 15 years ago, in her book 'The Death and Life of Great American Cities', first told us about the virtues of neighborhood life. Her thesis was that the destruction of old neighborhoods, no matter how 'unsanitary' for the abstract blessings of 'decent, safe and sanitary' superblock projects, would mean the death of the city ... When Jacobs' book first appeared, most city planner and housing officials denounced the heresy ... There are not many countries where heretical ideas become official government policy within a dozen years. It may be, in fact, that America has discovered the city is its new frontier."
Baltimore Downtown Physical Structure Development

Although Baltimore's Metro Center is currently bounded by Martin Luther King Boulevard on the west, Mount Royal Avenue on the north, the Jones Falls Expressway on the east, and the Harbor on the south, it was until recent decades a larger, more heterogenous, and visually unified center city. This center city can be viewed on the 1958 city fabric map of the city on the following page.
Three Urban Plans

The distinctive character of Baltimore's center city - called the Metro Center by city planners - is the historical product of three different urban plans and geometries. All three plans have distinct architectural and urban design traditions. Baltimore's first city plan was the rectilinear north/south lot and street-grid system laid out by city commissioners in the 18th century. The city's early developers accommodated the commissioners' work with a building pattern capitalizing on the plan's linear geometry. The Olmstead Brothers redefined this strategy in the early twentieth century with a second city plan. The plan's geometric concentration on Baltimore's radial axes of movement and activity introduced developers, architects, planners and city officials to a more dramatic sense of urban design and building. The third plan commenced with the building of Charles Center and the Inner Harbor and marked a break with the two earlier urban planning traditions. The modernist premises of this plan found expression in the formal geometry of internally-oriented design solutions.
For almost 200 years the building tradition contributing to the urban environment as seen on the 1958 city fabric map followed the city's distinctive lot and street plan system. In other words, developers used this system as an urban resource. They shaped buildings in formal and physical recognition of the linear geometry of the street. Different types of residences and workplaces addressed the street the same way. These spaces and places produced an urban landscape with a significant influence on the city's civic character. A snappy repetition of straight building lines and block lengths in such dissimilar places as the western loft district and the retail and residential sections of Charles Street conferred visual continuity and an urban rhythm. The same environment encouraged public activity on the street.

Maps on the following pages show the city wide and center city park systems, where the existing parks are shown by a solid tone, and proposed links are marked.
The public spaces and locales intercepting this building program -parks, squares, vistas - built an urban community. Mt. Vernon, one of the finest parks in the United States, Jackson Square, Franklin Square, Union Square, and Lafayette Square are a part of this building history. At the same time, the construction of public monuments as Washington Monument and the Battle Monument enhanced the geometry of the city plan by intervening in it. These interruptions lent spatial depth to the Metro Center. The city's coastal plain and piedmont topography intensified it. Continued urban growth and geographic expansion northward along Charles, Calvert, St. Paul, and Howard Streets, and eastward and westward along Pratt, Baltimore, and Lombard Streets turned this building tradition into an urban design theme and sensibility.

A re-thinking of this building logic began after the 1904 fire. But the urban reform movement spurring a new look for the center city had only paper existence, as reconstruction followed quickly and without benefit of an overall plan. Within the same decade, however, public and private representatives of this same movement commissioned the Olmstead Brothers and Carerre and Hastings to prepare plans tying urban design in the Metro Center to developmental street extensions and openings in the urban periphery, the latter being the area favored by developers since the annex of 1888.

The commission introduced the city to a new vision of urban planning. The Olmstead Plan sidelined the linear geometry of the urban street plan in favor of a "wedge" interpretation of good city
planning and development. The radial axes of the new urban geometry asserted the city's meandering river valley systems and colonial and turnpike roads to determine urban form: the Gwynns and Jones Falls, Stoney and Herring Run, Pennsylvania Avenue, Reisterstown and Hartford Roads, etc. This wave of public and private coordination, sometimes amicable, sometimes not, remains a dominant part of Baltimore's urban landscape: residential neighborhoods and public spaces like Reservoir Hill, Windsor Hills, Roland Park, Ashburton, Mt. Royal Avenue, Gwynns Falls Parkway, 33rd Street, and the Alameda are all indebted to the Olmstead Plan. Special areas like Park Circle called attention to the shift from the center city grid system. The same plan upgraded Mt. Vernon Place, and tied it visually and spatially to War Memorial Plaza by Preston Gardens and St. Paul Place.

The primary street grids map on the following page shows the relations of the street grid patterns. It is important to note the discontinuities and 'open' spaces in the areas where the grids meet. These areas contain opportunities for sensitive continuation of downtown development.
This design strategy interacted with the earlier linear street plan to guide city development until the 1950s. At this time, a third planning scheme appeared on the urban scene, a new geometry of design in tow. While the two previous city plans were linked to the geographic expansion of the city, what is happening today in the Metro Center is the consequence of local and national efforts begun in the late 1950s to protect the core property and activity of the old financial, business, and retail districts. The geographic reorientation of development city planners set into motion in this period is today a total realignment of Baltimore's center city disposition - socially, economically, and physically.

The desire for addresses with high public visibility led AT&T, IBM, and USF&G to locate regional offices in the harbor. City planners and designers encouraged these locational decisions through a design program competitive with the practical success of suburban office designs and locations that were attracting city corporations as PHH and Black & Decker. Hence, the force of Charles Center's design is indebted to its particular emphasis on a central plaza and skywalks, and corporate buildings in the Inner Harbor beckoned not to city streets, but to pleasing views of the Inner Harbor. This change of "address" gave new life to the economic core of the Metro Center.

In the late 1950s, at the time when for 28 years not one major office building was constructed downtown, plans to reconstruct the center city were started. By 1973 the Charles Center office block was completed, the first symbol of downtown revitalization. Unlike
Pittsburgh's Golden Triangle, Charles Center is not on the fringe of downtown, but precisely in the center. Unlike Philadelphia's Penn Center, the land was not already assembled, but had to be acquired by negotiation or condemnation from more than 200 separate owners. Unlike Boston's Government Center, most of the development in Charles Center was privately financed. And unlike most downtown renewal projects, Charles Center left standing some sound, old structures, providing links of continuity with the rest of the center city area.

These planning and design decisions were supported by the emergent importance of the service sector in urban economies and societies. These same decisions received further credence through certain modernist design principles enjoying enormous popularity with architects and planners. These principles conceptualized urban landscapes as open plains upon which buildings were to be placed. The spaces and places this concept of city planning favored were present elsewhere in the Metro Center. While it is not being associated with the Inner Harbor and Charles Center, Lexington Homes, on the Metro Center's periphery, was built in the same design philosophy and methodology. So, too, was the State office complex on Preston Street, or Pennsylvania Avenue's residential corridor. The map "City Fabric 1988" on the following page tracks this built environment.
When compared, City Fabric Maps 1958 and 1988 show that the
design and planning decisions of the last three decades have
displaced the Metro Center's older, street-oriented core to the
urban periphery. For example, Mt.Vernon Place no longer enjoys its
premiere status on the urban scene. Further north, the Belvedere
Hotel suffers from the perception that it is too far from
everything. The awareness of such perceptions leads some
developers to ignore the city street: large-scale developments that
do not respect the quality of urban civic environments.

At this time, when the City no longer has the acquisition and
disposition controls it once enjoyed, what happens in the future
will be determined by the piecemeal development of private capital,
if the City would not consider creating a plan for an overall kind
of physical entity.

The three city plans' physical interplay as they now frame the
Metro Center are not something to be overcome by a single
homogenous plan. Their adjacency represents an exciting
possibility for a new city plan, for the production of a new
environment. Imaginative development projects exploring public
spaces in terms of shifts in the Metro Center's geometries,
densities, and scales of building have the power to influence
several urban design opportunities in the Metro Center, some of
which are already being developed, such as the Stadium Complex or
South Harbor. The City with such a unique past and amenities
should not miss the opportunity to improve by creating and
implementing an innovative development strategy.
Traditionally, the downtown has been viewed as the center of urban life and the motor of the city's economy. It has contained the greatest variety of activities, facilities and visitors. It has been the focus of government offices, cultural facilities and economic activity. The downtown shops have offered the broadest choices and best goods one could find in the area.

Agglomeration economies accounted for the downtown as a marketplace. Its size depended upon the city's position in the regional or national urban hierarchy.

This role has been challenged as metropolitan areas have expanded. Decentralization and dispersion of manufacturing, wholesale, population and services has occurred over the last 100 years. By the mid-1960's in the United States the suburban rings had taken more than 50% of SMSA population. In addition, increased car ownership and highway construction (such as Interstate highways) contributed to a demographic-employment reorganization of internal metropolitan structure. Parallel commercial centers grew within the metropolitan area and new ones were created. This resulted in a polycentric metropolitan structure, changing the traditional role of the downtown.

While these trends occurred earlier in North American Cities, they are not specific to the United States. Similar changes, although varying in magnitude and timing, can be observed in all large cities of highly developed countries.
As these metropolitan areas expand, it is important to assess the role of the Central Business District in a polycentric structure. This structure can be observed in almost every large Western City, as well as in some Eastern European Cities, Belgrade, Warsaw, Moscow.

The role or significance of the C.B.D. can be evaluated in as many dimensions as there are functions that the C.B.D. is expected to fulfill. They can be grouped in three basic dimensions: economic, social and cultural. Political dimension is also significant when analyzing decentralization of power to the urban districts. Each dimension has several indicators:

The economic dimension refers to the classic function attributed to the C.B.D. as the city's marketplace. It is the center of economic activity, due to agglomeration economies for commercial and financial facilities. The indicators for evaluating this are: total central city jobs, retail sales, retail space and office space. The social dimension refers to the users of a center. Partial list of indicators here can be: socio-demographic composition of visitors, activities in the C.B.D. and motives for visiting the C.B.D.

The cultural dimension refers to the concentration of cultural or leisure facilities in the downtown area, such as theatres, cinemas, museums, bars and restaurants. With such diversity of facilities, the downtown may be expected to be most varied in people, a basis for "urban ambience". Furthermore, the downtown typically contains the highest concentration of government offices.
The following indicators could be used to measure this rather broad dimension: cultural facilities, other leisure facilities, seats in leisure facilities or sales.
Baltimore Downtown Historical Development

Significant for Baltimore more is that it is an old, major port city, its location on the East Coast and relation to the other major cities.
Although Baltimore was not officially established as a town until 1729 by an act of the Maryland Assembly, the arrival of the first settlers in the area dates back to the early 1600s. From the beginning, the city's commercial and ethnic identity has been largely determined by its location midway between the North and the South near the head of Chesapeake Bay, farther inland than any of the ports along the Eastern Coast. This strategic geographical position enabled Baltimore to become an important center for the receipt and shipment of overseas trade, while also making possible lower freight rates for inland cargo, affording a competitive edge against most northern ports. As a result of these factors, the city developed into one of the leading ports in the country. It was also an important port of entry for immigrants, some of whom merely passed through, while others, primarily those from England, Germany, and Italy, remained.

The natural tendency of immigrants to settle together created distinct ethnic areas, and Baltimore soon had a Little Italy, as well as German, Polish, Jewish, Lithuanian and black neighborhoods. The architectural character of the city gradually became defined by a collection of discrete sectors, with a range of styles from classical Greek to English Tudor, from Italian Renaissance to French Gothic and Early American.

Baltimore became known as a city of neighborhoods, in which traditional values formed the basis of social life. For 250 years, Baltimore's history records the community defending both its traditions and its natural and man-made environment.
The impact of Baltimore's Commercial Development on its Physical Structure Growth

The activities of the port of Baltimore in the early 1800s made Baltimore known as the most flourishing commercial town in the continent at that time. The port excelled in shipping goods, particularly the flour milled nearby, to every country in the world. The commerce initiated development of related industries and shipyards. The famous Baltimore Clipper ship prototype was created here.

This position of Baltimore's commercial supremacy was challenged, however, by the national canal boom, and in particular by the inauguration by the Erie Canal in New York State, which created an unbroken waterway between the Great Lakes and New York City.

In response to this competition, Baltimore started a railroad construction, the Baltimore & Ohio, America's first common carrier railroad. The construction of the first station, the Mont Clare, started in 1828. The construction of the railroad had a tremendous impact on Baltimore. The railroad ensured direct inland access to rich farming regions in West Virginia, Pennsylvania, and Ohio, and in a few years the city doubled its population and wealth and acquired its first comprehensive water distribution system, its first public parks, and its first city hall.

Until then, the only way to get around Baltimore was to walk, and the scale of the city reflected this. In this respect
Baltimore was similar to contemporary industrial towns throughout Europe. With the introduction of the railroad in 1831, the omnibus in 1844, the horse-drawn carriage in the late 1850s, the electric street car in the 1890s, and finally the automobile in the 1910s. Baltimore was able to expand at an unprecedented rate.

During this period, the first planned suburbs and company mill towns began to appear, and the rowhouse, which had already achieved experimental status in the city, emerged as the distinctive form of local architecture. Mass production and industrial development permitted rowhousing to combine economical construction with innovative design features, such as Baltimore's famous white marble steps, which were used to add sales appeal.

The second major challenge faced by Baltimore during the course of its history was the Civil War, the effects of which were to be felt for almost a century. As part of a border state, the city had loyalties and associations with both factions in the war and was unable to choose sides for a long time. In an attempt to preserve its neutrality, Baltimore cut off all railroad connections leading into the city, but federal troops eventually marched in, seizing the city for the northern cause. The loss of the railroad, however, had a negative impact to the city's economy and resulted in a deterioration of its commercial life. Without the ability to reach markets in the North, South and West for many years, Baltimore soon lost its position as a shipping, wholesale and warehousing center for the tobacco, milling, and brewing industries.
The third challenge to the city came much later, with the decay of downtown and neighborhoods. After the World War II, the city attempted to revitalize itself.

Throughout the post-Civil War period, there was a shortage of investment capital in the city. As a result of this, Baltimore did not develop a one-industry city, but instead, after years of recession and stagnation, it was forced into developing as a city of smaller scale industries. The decade of 1920s was characterized by unprecedented expansion in Baltimore's manufacturing operations, with many nationally-known industrial concerns establishing sizable plants in or near the city. Even in the depression years of the 1930s Baltimore's general business volume was at a higher level relative to other large industrial cities in the United States.

The great fire of February 7 and 8, 1904 was the most disastrous event in Baltimore's history. 140 acres of the city's downtown district were razed, more than 1,500 buildings were destroyed. But shortly after the fire, repairs and new construction started. Most of today's older downtown buildings date from that time or after.

Baltimore achieved new highs in industrial achievement in the 1940-1945 period, responding to the demands of military preparedness and war production programs. With a rapid post-war conversion to civilian production, local manufacturing activities remained substantially higher than in any previous peace-time period. The outbreak of the Korean War changed the trend of low industrial production and international commerce at the post-World
War II time. In 1956, the year of the port's 200th anniversary, the Maryland Port Authority was established to upgrade facilities and promote commercial incentives. From mid-1950s through to the late 1950s, the volume of goods moving in international commerce rapidly increased. A wide variety of industries which depended upon overseas shipping of raw materials once again were attracted to the city.

In the same time, after World War II, Baltimore's center city began suffering from a $50 million decline in the value of downtown property. This, and the tendency of the retailers to move to the suburbs was attributed to the traffic difficulties on the streets leading to the center city. Therefore, the center city merchants initiated the construction of a new freeway into the downtown. The opening of the Jones Falls Expressway, 20 years later, provided direct access from the north.

In the 1950s the downtown was unsuccessfully competing with new suburban shopping malls. The large department and retail stores on Howard Street gradually closed down and opened up outlets in the suburbs. Although the center city tried hard to attract customers and visitors, people were shopping in the suburbs, rather than downtown. Also, higher income population was moving to these areas, whereas lower income population was moving into the City.

But the center city did not give up. In the late 1950s the Charles Center project was started, as the first symbol of downtown revitalization.
A map of Baltimore's Central Business District, showing the relationship of Charles Center to the primary functions of the center city, the proposed inner loop of expressways, and other in-town urban renewal projects.
Illustrative site plan, showing anticipated development of the Charles Center Project, as of mid-1964.
Another major step was the development of the Baltimore's Inner Harbour. In the 1960s, when the project was started, this area was characterized by decay and idleness. The construction of the World Trade Center started in 1972, Hyatt Hotel was started in 1978 and the Harborplace pavilions in 1979. These constructions attracted further development.

With the creation of these new environments, there was an opportunity for the Mayor's Office of Promotion and Tourism to organize a number of public events downtown in areas which have been neglected by the public or were considered unsafe. These events took place first in the Charles Center and later in the Inner Harbour.

The aim of these events was to transform parts of the city into 'people places' while at the same time attracting the attention of potential developers. The office was also trying to create a new 'spirit and pride' in Baltimore by making downtown an extension of the neighborhood as well as the City's largest cultural and recreation area.
Redwood Street Case Study

Historically, the heart of Baltimore's financial district was located on Redwood Street between Charles Street and Commerce Street, an area with well-defined architectural and historical character. Currently, developers with plans for building or renovating along this three-block stretch are exerting pressure to increase the density along east Redwood Street. Several sites have been identified for development already.

City planners, as a result, face a tough challenge. How will the city accommodate necessary growth and changing market trends, and, at the same time, maintain the area's distinct architectural character?

In order to address these issues the Redwood Street area was chosen for a case study.
Conditions which are affecting Redwood Street area are:

* existing physical structure development

* unchangeable existing zoning which permits more extensive development (F.A.R. 14) than existing buildout

* variable development market pressure, highly affected by the general circumstances (economical, political, social).
The testing of designated area under three possible requirement conditions of maximum, minimal and no development has resulted in the most acceptable development scheme, which cannot be explicit and invariable since the component of the market pressure is variable.
USE:

Historically, the predominant use of the buildings along east Redwood Street seems to have been for refined office space, as the high quality of the structures' design and construction demonstrates. Banking and financial functions, rather than retail shops, continue to fill most ground floor space.
LOT SIZE:

Typically, the east Redwood Street blocks have two to three buildings on each block. Although these lots are larger than the rowhouse lots of Baltimore's residential neighborhoods, they are significantly smaller than the mega-block configuration of many of the city's high-rise towers (typically min. 20,000 square feet). The lots are generally rectangular with their wider side facing onto Redwood Street.
ZONING REQUIREMENTS:

Source: Zoning Ordinance of Baltimore City 1984

Zone: The zone is B-5-2: The Central Business District. (see figure) Use regulations for this district are outlined at 6.5-1 in the zoning ordinance.

Note: The area of the site north of french line is in the B-4-2 district. Bulk and parking regulations are identical to those of B-5-2.

Bulk: The basic Floor Area Ratio is 14.0. Floor Area Definitions can be found at 13.0-2 nos. 38-40,42.

Bulk Premiums: Premiums may be added to increase the basic F.A.R. Maximum development can be achieved by conforming to the following:

1. If the ground floor is set back at least 20' from the lot line for the entire frontage of the lot on a public street, a premium of 2.0 may be added.

2. On a lot where the structure from ground level up is set back from one or more lot lines, a premium equal to three times the open area at ground level divided by the gross lot area may be added to the basic F.A.R.

3. On a lot where each floor above the ground floor is set back from the lot lines, a premium equal to 0.4 times the open area divided by the gross lot area may be added to the basic F.A.R.

Off Street Parking Regulations: The parking requirements are as follows:

36
1. Office: one for each 2000 square feet of floor area greater than 50,000 square feet.

2. Retail: no requirement.
SUNLIGHT:

In the past, Redwood Street may have been viewed as a side street; many of the structures offer entrances onto the north-south cross streets. The street has taken on a canyon-like appearance with little daylight directly reaching the pavement. Sunlight reaches pedestrians only at the cross streets. However, a fair amount of indirect light bounces down into the corridor. This occurs primarily in those places where the buildings on the south side of the street are relatively low compared to the taller buildings on the north side. These lighting patterns are an important feature of the street.
articulated with idiosyncratic detail. Many of the buildings are
concourses. Most of the buildings have flat tops, with the exception
of the Maryland National Bank. Most of the buildings have limestone bases, sheats with regular window patterns and heavy
architectural character:

Most of the buildings were constructed between 1890 and 1930.
HISTORICAL LANDMARKS:

Several buildings located along the three-block stretch of east Redwood Street are eligible for landmark status, such as The Hansa House, Maryland National Bank and the Mercantile Safe Deposit Bank. Almost all the other structures contribute substantially to the area's historical and architectural character. Although each of these structures is not necessarily outstanding on its own merits, when viewed collectively, they add cohesiveness and quality to the streetscape. Removal or radical alteration of any one or more of these structures could have potentially disastrous consequences that would harm the unique character of Redwood Street, Baltimore's only intact area of the turn-of-the-century financial district.
DEVELOPMENT MARKET PRESSURE:

For an analysis of the possible market pressure for development in a designated area, it is necessary to analyze the ownership patterns in that area and in the neighbor areas. When doing so for the Redwood Street area, it is possible to identify a few locations where a few adjacent sites have been assembled by the same owner. These are the locations to expect possible development first, if there are no sites large enough for commercial development by themselves.

Along with this, the possible market pressure in highly affected by the general economical, social and political environment. Change from industrial to more service economy, change in employment base, stratified class structure, increase of business and local government participation, lack of federal development programs, deteriorated education system, are some of those factors.
As many buildings as possible should be retained and the utmost care used when renovating or adding to the buildings. It is suggested that only one or two new structures at most be built on the street and that new construction satisfy the design guidelines that follow.

PROPOSED GUIDELINES:
* Reuse existing historic structures whenever possible.
* Continue the use of offices, banks, and clubs on ground floors, limiting the amount of retail shops requiring display window space.
* Maintain the appearance of the present building massing by constructing according to current lot sizes, rather than by consolidating parcels.
* When building anew, provide no setbacks from the street on the ground level; extend the structure out to meet the street wall.
* Permit no open arcades.
* Allow no construction to span across Redwood Street.
* Permit no loading docks or garage or service entrances to open directly on Redwood Street. Because parking is a problem, place entrances off the alleys or have them connect through the backs of the Redwood Street buildings. Treat them sensitively in their own right by providing one-way entrances or exits through recessed and/or narrow openings. The purpose is to avoid gaping holes along this pedestrian-oriented street.
* Rest new structures on articulated one- or two-story bases. These bases should relate to those of the surrounding structures
and provide a sense of pedestrian scale.

* Use masonry materials, punctuated by openings, rather than curtain walls, providing the appearance of 'weighty' materials.
* Encourage vertical proportions of regularly-spaced windows.
* Use banded tops that emulate the street's heavy cornice treatment.

* Add one- or two-story penthouses to some of the buildings, if necessary, and if new additions are integrated into the original design by allowing the original cornice to dominate. In general, provide setbacks so the new construction is not visible from below.

* For additions to the tops or sides of existing structures:
  - If floor plates of new buildings are continued across two or more sites, make them appear to be distinct structures (vertically discrete units).
  - Consider set backs of upper stories to provide additional light to the street and a visual break between the new and old construction.
  - Follow general guidelines for materials, proportion, and fenestration.
The following drawings represent the opportunities for possible development, expanding the building masses to their maximum Floor Area Ratios. Three notable exceptions to these construction limits are outlined below. In maintaining the character of Redwood Street, these sites do not allow much increase in building massing.

* Mercantile Safe Deposit -- 202 Redwood Street -- Historic Landmark building. Allow no new construction above existing structure.

* Hansa House -- 11 S. Charles Street -- Although unused air rights are available, the adjacent sites are inappropriate for immediate transfer.

* 100 Light Street - 600 Redwood Street - 135 Calvert Street - (Light to Calvert Street block) -- In order to provide reflected light into Redwood Street, it is suggested not to increase the height of the structures here.
(See explanation on the next page.)
Explanation:
- existing structures are marked.
- opportunities for development are shown with solid line.
- 'lost' F.A.R. on the sites which do not allow any increase in building massing are shown with dashed line.
- Possible sites designated for transfer of building rights are shown with dotted line.
- The numbers represent the grading of existing structures:
  1. Historic Landmark or proposed Historic Landmark building.
  2. Not a historically or architecturally outstanding building, but significantly contributing to the character of the street.
  3. Not a very significant structure. Possible development.
In conclusion, new construction, whether it be additions to existing buildings or replacement with appropriate quality structures, should follow the proposed design guidelines outlined above and reflect the handsome and unique character of one of Baltimore's special places, east Redwood Street.

Such an analysis and development of urban design guidelines should precede any new downtown development. Only by doing so, it will be possible to maintain the amenities and the character of the City while permitting sound development.
THE OPPORTUNITIES FOR BALTIMORE DOWNTOWN

With the Baltimore Mayor's recent three important announcements critical to the future of downtown Baltimore, there might be a new era in Baltimore revitalization started. Last fall he announced the formation of a new downtown development agency, Center City Development Corporation. This agency is to be a merger of two existing agencies, Charles Center Inner Harbour Management and Market Center Development Corporation. More recently the Mayor announced the upcoming retirement of City Planning Department Director for 22 years, and in the heat of the controversy over the proposed IBM tower in the inner harbour, the Mayor announced that a new master plan for downtown Baltimore is to be developed.

These three announcements need to be considered together as ingredients in a strategy for leading downtown Baltimore with clear direction toward the 21st century.

Mayor Schmoke has an opportunity rarely seen, the creation of a new development agency whose mission can be well clarified, the possibility of appointing a new planning director not established in the existing confusion, and the opportunity to create a new plan relevant to today's issues that will lead Baltimore's downtown growth. These opportunities combined with strong leadership can once again make Baltimore a leader in downtown redevelopment.
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