

MAYOR STEPHANIE RAWLINGS - BLAKE

# TRANSITION TEAM REPORT

MARCH 19, 2010



Co-chairs, Transition Team

Eleanor M. Carey  
Nina Harper  
Shale D. Stiller  
Kenneth L. Thompson

# RAWLINGS-BLAKE TRANSITION TEAM REPORT

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*\*Committee member biographies included in reports.*



**MAYOR STEPHANIE RAWLINGS-BLAKE  
TRANSITION TEAM**

March 19, 2010

The Honorable Stephanie Rawlings-Blake  
Mayor of Baltimore  
City Hall  
100 Holliday Street  
Baltimore, MD 21201

Dear Mayor Rawlings-Blake:

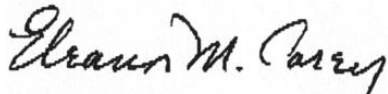
The members of your Transition Team are pleased to submit this final report. We are grateful for the opportunity to have examined the missions and operations of some 49 City agencies, and to give you our best thinking as to ways these agencies and the City as a whole can both reduce costs and improve services. Like you, we recognize the extreme constraints the economic downturn and budgetary limits place on City government. We also see, as you do, the opportunities these constraints offer.

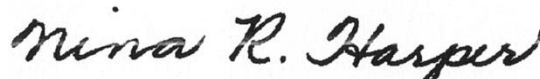
We greatly appreciated the responsiveness of City officials and employees who provided us extensive written and oral presentations, and responded to numerous additional inquiries. Staff provided invaluable assistance while simultaneously performing many other important jobs. They did all this despite the two back-to-back blizzards that greeted your first days as Mayor. As City residents, we were heartened by their knowledge, professionalism and commitment to Baltimore.


It was exciting to watch the 150 individuals on the Transition Team eagerly accept your challenge. They met dozens of times, plunged into voluminous reports, debated vigorously and have given you the benefit of their fresh ideas and diverse perspectives.


The many recommendations in this report were made over just a few short weeks, and will require more research and refinement. We realize that, even if you agree with every one of them, it is impossible for you to accomplish everything within a short period of time. We stand ready to assist you and your Administration in sorting out the priorities and any other challenging tasks. We trust that you will not hesitate to call upon us.

Sincerely,

  
Eleanor M. Carey, Co-Chair

  
Nina R. Harper, Co-Chair

  
Shale D. Stiller, Co-Chair

  
Kenneth L. Thompson, Co-Chair



## **AGENCIES REVIEWED BY COMMITTEES**

### **Public Safety and Essential Services Committee**

- Police Department
- Fire Department
- Department of Public Works
- Department of Transportation
- Department of General Services
- Department of Finance
- Department of Law
- Department of Human Resources
- Mayor's Office of Information Technology
- Mayor's Office on Criminal Justice
- Baltimore Economic Recovery Team

### **Economic Development and Jobs Committee**

- Baltimore Development Corporation
- Mayor's Office of Employment Development
- Department of Planning
- Department of Housing and Community Development
- Parking Authority of Baltimore City
- Visit Baltimore
- Baltimore Convention Center
- Board of Municipal and Zoning Appeals
- Mayor's Office of Minority and Women-Owned Business Development
- Baltimore Economic Recovery Team

### **Education Reform and Youth Services Committee**

- Baltimore City Public Schools
- Department of Recreation and Parks
- Enoch Pratt Free Library
- Baltimore Reads, Inc.
- The Family League of Baltimore City, Inc.
- Department of Health
- Department of Housing and Community Development
- Mayor's Office on Criminal Justice
- Mayor's Office of Employment Development
- Police Department
- Department of Social Services

## **Community Development and Neighborhoods Committee**

- Department of Housing and Community Development
- Mayor's Office of Neighborhoods
- Department of Transportation
- Department of Planning
- Department of Recreation and Parks
- Board of Municipal and Zoning Appeals
- Parking Authority of Baltimore City
- Baltimore City Public Schools
- Baltimore Development Corp.
- Baltimore Homeless Services
- Commission on Aging and Retirement Education
- Department of Public Works
- Enoch Pratt Free Library
- Environmental Control Board
- Department of Health
- Police Department

## **Health and Human Services Committee**

- Department of Health
- Fire Department
- Commission on Aging and Retirement Education
- Baltimore Homeless Services
- Mayor's Commission on Disabilities
- Department of Social Services

## **Arts and Culture Committee**

- Baltimore Office of Promotion and the Arts
- Visit Baltimore
- Department of Planning
- Baltimore Convention Center
- Baltimore Development Corporation

#### TRANSITION TEAM CO-CHAIRS

**Eleanor Carey, Partner, Synergies Consulting Group**, a prominent Maryland attorney and Partner with Synergies Consulting Group, served as Deputy Attorney General of Maryland for eight years. After several years in private practice, she became Senior Counselor to Governor Glendening, and later President of the Governor's Workforce Investment Board. She subsequently served as a Committee Co-Chair for Governor O'Malley's Transition Team. Ms. Carey currently provides leadership development and management consulting services to public and private clients in the Mid-Atlantic region. As a member of the Bethel Outreach Center Board, Ms. Carey was instrumental in its successful capital campaign. She now serves on the Baltimore Homeless Services Leadership Advisory Group, the Baltimore Judicial Selection Commission and the Governor's Pre-K to 20 Commission.

**Nina R. Harper, Executive Director, Oliver Community and Economic Development Corporation**, is a life-long resident of East Baltimore and has worked in the community for more than 30 years. Prior to working for the Oliver community, Ms. Harper worked with AT&T in various management positions and provided consulting services to non-profits, churches and community organizations in community development. She is a graduate of St. Frances Academy and has a B.A. degree in Business Management from Sojourner Douglass College. Ms. Harper serves on several boards and has received numerous meritorious awards from churches and community organizations.

**Shale D. Stiller, Partner, DLA Piper LLP; Adjunct Professor at University of Maryland School of Law** is the former Chairman, President and Chief Executive Officer at The Harry and Jeanette Weinberg Foundation and current Board Member at Johns Hopkins University, Johns Hopkins Medicine, Bar-Ilan University, Stulman Foundation, Crane Foundation, Bright Star Foundation, Dahan Foundation, Hittman Foundation, and East Baltimore Development Inc. Mr. Stiller holds a graduate degree from Johns Hopkins University and law degree from Yale Law School.

**Kenneth L. Thompson, Partner, DLA Piper**, is experienced in toxic tort defense and personal injury tort litigation. He has acted as shared counsel for petrochemical companies in the defense of work-place exposure cases and represents major US automobile manufacturers in the defense of asbestos brake lining cases. In addition, he has represented various cigarette manufacturers over the years in connection with individual personal injury claims, and engages in governmental relations work with state and municipal entities. Mr. Thompson has represented a large number of corporations in federal and state court in contract and ERISA related claims and is experienced in white collar criminal investigations. In 2007, Mr. Thompson received the Maryland *Daily Record's* Leadership in Law honor and was listed in *The Best Lawyers in America*. In 2008 and 2009, he was named a Maryland Super Lawyer.

#### COUNSEL TO THE TRANSITION TEAM

**Eric Bryant, Partner, Rifkin, Livingston, Levitan & Silver**

#### STAFF TO THE TRANSITION TEAM

**Rachel L. Indek, Legislative Director, Baltimore City Health Department**



## **MEMBERSHIP BY COMMITTEE**

### **PUBLIC SAFETY AND ESSENTIAL SERVICES COMMITTEE**

#### **Co-Chairs**

Bishop L. Robinson, Retired Baltimore City Police Commissioner and Former Secretary  
of Maryland Department of Juvenile Justice

Nancy Smith, Government Relations Officer, Maryland Food Bank

#### **Staff**

Robert Maloney, Director, Mayor's Office of Emergency Management

David K. Brummett, Program Manager, U. of MD Center for Health & Homeland Sec.

#### **City Council Members**

Hon. Bernard C. "Jack" Young

Hon. Edward Reisinger

#### **Members**

Ronald Addison, Retired Homeland Sec. & Emergency Manager Director, Baltimore City

Peter Auchincloss, President, Watermark Corporation

Jack Baker, President, Southern District Police and Community Relations Council

Dr. Marvin Cheatham, President, NAACP Baltimore City Branch

Robert Cherry, President, Fraternal Order of Police Lodge #3, Baltimore City Police Dept.

Brenda Clayburn, President, City Union of Baltimore (CUB)

Tony Dawson, President, Bel-Air/Edison Community Association

Pierce Flanigan, President, P. Flanigan and Sons

Kirby Fowler, President, Downtown Partnership Baltimore City

Mel Freeman, Executive Director, Citizen Planning and Housing Association

Stephen G. Fugate, President, Baltimore Fire Officers Union, Local 964

Edward Gallagher, Director, Department of Finance, Baltimore City

Gladys Gaskins, Director, Department of Human Resources, Baltimore City

Kenneth A. Goon, Associate Engineer and Planner, RKK Engineers

Ray Hannah, Protective Security Advisor, U.S. Department of Homeland Security

Martin G. Knott, Jr., President, Knott Mechanical, Inc.

Jim Marcinko, Waste Management Recycle America, Area Recycling Operations Director

Richard McCoy, Retired Civil Defense and Emergency Manager Director, Baltimore City

Glen Middleton, Executive Director, AFSCME Maryland Council 67

Fred Mirmiran, President, Johnson, Mirmiran & Thompson

V. Rev. Fr. Constantine Moralis, Cathedral Dean, Greek Orthodox Cath. of Annunciation

Rev. Msgr. Damian Nalepa, Saint Gregory the Great Parish

Samuel Redd, Executive Director, Operation Pulse

Mary Roby, Executive Director, Herring Run Watershed Association

Robert Sledgeski, President, Baltimore Fire Fighters Union, Local 734

Hector Torres, President, Prosaber Consulting

Raligh T. Wells, Administrator, Maryland Transit Administration

Herman Williams Jr., Baltimore City Fire Dept. Retired Chief, Board of Directors Chair, MECU

Nathan Willner, General Counsel - Shomrim of Baltimore, Willner & Associates, P.A.

## **ECONOMIC DEVELOPMENT AND JOBS COMMITTEE**

### **Co-Chairs**

Donald Fry, President and CEO, Greater Baltimore Committee  
Paul Taylor, Executive Director, Small Business Resource Center

### **Staff**

Molly Moyer, Economic Development Specialist, Greater Baltimore Committee

### **City Council Members**

Hon. William H. Cole, IV  
Hon. Sharon Green Middleton  
Hon. Rochelle “Rikki” Spector

### **Members**

Hon. Helen Bentley, Consultant, Helen Bentley & Associates, Inc.  
Kwang Choi, Advisor, KAGRO of Maryland, Inc.  
Atwood “Woody” Collins, Exec. VP, President & COO, M&T Bank Mid-Atlantic Region  
Gwen Davidson, Partner/Portfolio Manager, Brown Advisory  
Eddie Dopkin, Vice President for Finance, The Classic Catering People  
Rod Easter, President, Baltimore Building & Construction Trades Council, AFL-CIO  
J. P. Grant, President & CEO, Grant Capital Management  
Bert J. Hash, Jr., President and CEO, MECU  
Bob Hockaday, Principal, The Spenceola Group  
Kevin Johnson, Commercial Interiors, Inc., President  
Joe Jones, Founder, President and CEO, Center for Urban Families  
Steve Kearney, Principal, Kearney O’Doherty Public Affairs  
Jon Laria, Partner, Ballard Spahr Andrews & Ingersoll, LLP  
Tom Loveland, CEO, Mind Over Machines  
Keiffer Mitchell, Small Business Banking Officer, Wachovia Bank  
Mark Montgomery, CEO, Ports America Chesapeake  
J. Scott Plank, Executive Vice President Business Development, Under Armour  
Jason Perkins-Cohen, Executive Director, Job Opportunities Task Force  
Eileen Rehrmann, President, Eileen M. Rehrmann & Associates, Inc.  
James Michael Riley, Vice President, M & T Bank  
Theo Rodgers, President, A & R Development Corporation  
Jim Smith, President, Baltimore Subway Systems  
Jimmy Stavrakis, President, Adcor Industries  
Paul Sugar, Shareholder, Ober, Kaler, Grimes and Shriver, PC.  
Bishop Walter S. Thomas, Sr., Pastor, New Psalmist Baptist Church  
Craig A. Thompson, Partner, Venable, LLP  
Stanley Tucker, President, Meridian Management Group, Inc.  
Dr. Carolane Williams, President, Baltimore City Community College

## **EDUCATION AND YOUTH SERVICES COMMITTEE**

### **Co-Chairs**

Muriel Berkeley, President, Baltimore Curriculum Project  
Ralph Moore, Director, St. Frances Academy Community Center

### **Staff**

Kimberly Y. McConkey, Special Assistant, Office of the Mayor  
Sabrina Y. Sutton, Special Assistant, Office of the Mayor

### **City Council Members**

Hon. Mary Pat Clarke

### **Members**

Robert Bogomolny, President, University of Baltimore  
Luis Borunda, President, U.S. Hispanic Youth Entrepreneur Education (USHYEE)  
Jonathan Brice, Executive Director Student Support, Baltimore City Schools  
Ronald J. Daniels, President, Johns Hopkins University  
Chris Delaporte, Commissioner, Recreation and Parks Advisory Board  
Bill Eberhart, Council Chair, Gwynns Falls Trail Council  
Dr. Anne Emery, President Emeritus, National Coalition of 100 Women  
Marietta English, President, Baltimore Teachers Union  
Phoebe Haddon, Dean, University of Maryland School of Law  
Donald Hense, Chairman, Friendship School  
Loretta Johnson, President, Paraprofessional Chapter Baltimore Teachers Union  
Dr. Philip Leaf, Director, JHU School of Public Health, Center for Prevention  
of Youth Violence  
Rafael Lopez, Executive Director, Family League of Baltimore  
Christopher Maher, Chief Academic Officer, Friendship Schools  
Sandy McCrary, President, HR Strategies and Solutions  
Sally Michel, Chair, Parks & People Foundation  
Bishop Douglas A. Miles, Pastor, Koinonia Baptist Church in Baltimore  
Adam Rosenberg, Executive Director, Baltimore Child Abuse Network, Inc.  
Joseph Smith, Director of City Affairs, John Hopkins University  
Ashley B. Stewart, Director of Community Initiatives, National Summer Learning Assoc.  
Omari Todd, Executive Director, Teach For America-Baltimore  
Dr. Patricia Welch, Dean, School of Education & Urban Studies, Morgan State University  
Anna Williams, Director of Student Life, Seed School of Maryland  
Donald Wright, Jr., Leader, Baltimore City Youth Commission

## **Community Development and Neighborhoods Committee**

### **Co-Chairs**

Diane Bell-McKoy, President and CEO, Associated Black Charities  
Nicolas Ramos, Owner, Arcos Mexican Restaurant and Bar

### **Staff**

Seema Iyer, Chief of Research & Strategic Planning, Baltimore City Planning Department

### **City Council Members**

Hon. Agnes Welch  
Hon. James Kraft  
Hon. Bill Henry

### **Members**

Art Abramson, Executive Director, Baltimore Jewish Council  
Kareynthia Barber, President, Ednor Gardens Lakeside Civic Association  
Scherod Barnes, Chair, Northeast Baltimore community activist and civic leader  
Martha Benton, President, Resident Advisory Board & Douglass Homes Resident Council  
Mary Ann Cricchio, Owner, DaMimmo's Restaurant  
Karen DeCamp, Director, Neighborhood Programs, Greater Homewood CDC  
Jason Filippou, Executive Director, Greektown CDC  
Mereida Goodman, Exec. Director, Garwyn Oaks Northwest Housing Resource Ctr, Inc.  
Anwer Hasan, Vice President, EA Engineering Science and Technology, Inc.  
J. Howard Henderson, President, Baltimore Urban League  
Cheo D. Hurley, Dir. of Community & Economic Devel, Park Heights Renaissance  
Jody Landers, Executive Vice President, Greater Baltimore Board of Realtors  
Kelly Little, Executive Director, Druid Heights CDC  
Thibault Manekin, Principal, Seawall Development Company  
Michael Mazepik, Executive Director, People's Homesteading Group, Inc.  
Chuck Morton, Partner, Venable, LLP  
Doug Nelson, President and CEO, Annie E. Casey Foundation  
George Nemphos, Managing Partner, Duane Morris, LLP  
Ruth Ann Norton, Executive Director, Coalition to End Childhood Lead Poisoning  
Sally Scott, Senior Program Manager, Baltimore Neighborhood Collaborative  
Mark Sissman, President, Healthy Neighborhoods  
Scot Spencer, Manager of Baltimore Relations, Annie E. Casey Foundation  
Tom Wilcox, President & CEO, Baltimore Community Foundation  
Dr. Harley Wilson, Pastor, Israel Baptist Church  
Dr. Todd Yeary, Senior Pastor, Douglass Memorial Community Church

## **HEALTH AND HUMAN SERVICES COMMITTEE**

### **Co-Chairs:**

Sister Helen Amos, Executive Chair Board of Trustees, Mercy Health Services  
Dr. Levi Watkins, Associate Dean, School of Medicine, Johns Hopkins Hospital

### **Staff**

Rachel Indek, Legislative Director, Baltimore City Health Department  
Carrie Durham, JD, Baltimore City Health Department

### **City Council Members**

Hon. Robert Curran

### **Members**

Dr. Richard G. Bennett, President, Johns Hopkins Bayview Medical Center  
Patricia Cassatt, CEO, People's Community Health Centers  
Dennis Cherot, President & CEO, Total Health Care  
Albert "Skip" Counselman, CEO, Riggs, Counselman, Michaels and Downes, Inc.  
Vinnie DeMarco, President, Maryland Citizens' Health Initiative  
Willie Flowers, Executive Director, Park Community Health Alliance  
Carlos Hardy, Director of Public Affairs, Baltimore Substance Abuse Systems, Inc.  
Rev. Debra Hickman, President & CEO, Sisters Together and Reaching  
David T. Jones, Vice President, Baltimore Mental Health Systems, Inc.  
Paula McLellan, CEO, Family Health Centers of Baltimore  
Martha Nathanson, V.P. for Government Relations & Advocacy, LifeBridge Health  
Marla Oros, President, Mosaic Group  
Jane Plapinger, President & CEO, Baltimore Mental Health Systems, Inc.  
Mark Puente, Senior Vice-President, Bravo Health, Inc.  
Ruth Quinn, Sr. Research Program Coordinator, JHU Bloomberg School of Public Health  
John Reid, Exec. VP of the MD/DC Region, SEIU 1199/United Healthcare Workers East  
Dr. Samuel Ross, CEO, Bon Secours Baltimore Health System  
Dr. Steven S. Sharfstein, M.D., President & CEO, Sheppard Pratt  
Jeff Singer, President and CEO, Healthcare for the Homeless  
Maria Tildon, Vice President, CareFirst BlueCross BlueShield  
Mark Wasserman, Vice President of Development and Corporate/Public Sector Relations,  
University of Maryland Medical System  
Maria Welch, CEO, Respira Medical

## **ARTS AND CULTURE COMMITTEE**

### **Co-Chairs**

Leslie King-Hammond, Graduate Dean Emeritus & Founding Director, Center for Race and Culture, Maryland Institute College of Art. Board Chair, Reginald F. Lewis Museum of African American History and Culture  
Connie Caplan, Chair, The Time Group

### **Staff**

Sophia Silbergeld, Senior Associate, Martin-Lauer Associates

### **City Council Members**

Hon. Nicholas D'Adamo

Hon. Helen Holton

### **Members**

Aaron Bryant, Curator, James E. Lewis Museum of Art  
Edie Brown, President, Edie Brown & Associates, Inc.  
Javier Bustamante, Board Member, Baltimore Hispanic Chamber of Commerce  
Jed Dietz, Director, Maryland Film Festival  
LaRian Finney, CEO, Visionary Marketing Group, Inc.  
Margaret Footner, Executive Director, Creative Alliance  
Dr. Carla Hayden, Director, Enoch Pratt Free Library  
Lainy Lebow-Sachs, Senior V.P. for External Relations, Kennedy Krieger Institute  
Tom Noonan, President and CEO, Visit Baltimore  
Clair Zamoiski Segal, President, Clair Zamoiski Segal, LLC  
Kathy Sher, Deputy Director of External Affairs, National Aquarium of Baltimore  
Elaine Simon, President, Caribbean Association  
Ferrier Stillman, Partner, Tydings & Rosenberg LLP  
Emma J. Stokes, Ph.D., Consultant, Dept. of Internal Medicine, JHU School of Medicine  
Ian Tresselt, Managing Director, Everyman Theatre  
Gary Vikan, Director, Walters Art Museum  
Paul Wolman, CEO, Feats, Inc.



## **Introduction**

With the completion of this Transition Team report, Baltimore takes a first and necessary step toward realizing a new vision for the City's future. The need for such a change is immediate, necessitated by the daunting challenges presented by a bruised global economy, sharply declining revenues and ever-greater community needs. But those challenges bring with them opportunities to reinvent City government, to rethink and retool how the bureaucracy acts for and reacts to its constituents.

This report is a roadmap for Mayor Stephanie Rawlings-Blake and her new Administration to consider, with specific recommendations for making City government more effective and efficient. Some items are ripe for action and can be accomplished with reasonable effort; others will require changes in the law. Others still will require further analysis and consideration. All are worthy of examination.

The recommendations herein are the culmination of many long hours of review and discussion by the Transition Team's six Committees and its four Co-chairs and Counsel, who identified the key recommendations. The unfortunate circumstances that necessitated a change in leadership at City Hall afforded the incoming administration little time to devise a fully evolved plan for the future. However, the Transition Team met the new Mayor's challenge by developing recommendations quickly, in the hope of facilitating a seamless transition.

The Transition Team -- a broad and diverse cross-section of civic and community leaders, business and industry authorities, government and public officials -- worked diligently in accordance with the Mayor's charge to recommend efficiencies, explore new policies and develop initiatives to make Baltimore "better, safer and stronger."

The Co-chairs believe this report to be a forward-looking document, a guide to possibilities that have the potential to transform City government and allow it to weather the economic storm that now threatens essential services. Certain recommendations are sure to be unpopular in some quarters; others will be less controversial, little more than an application of simple common sense. However, what this report offers is a fresh look at ways to maintain services to taxpayers -- and in some cases, ways to better provide those services -- in the face of declining revenues across the board.

The Transition Team realizes that the City is now beyond trimming the fat from its budget; some of the next cuts will go to the bone. That is the stark reality. There are difficult decisions ahead to be made. The Mayor has made that clear in her State of the City address, and it has become even more apparent in conversations the Transition Team had with City officials as part of its review. Meeting the needs of City residents, now more than ever, will require eliminating redundancy, streamlining agencies and establishing public-private partnerships where possible.



Too often true efficiencies and efficacies are easily paid lip service and then just as easily dashed amid the rhetoric of the moment because of a lack of resolve to make the tough political call. We no longer have that luxury. The reality is that City government cannot continue to function as it has in the past. Stakeholders must be open to innovation and to changing how the business of government is done. With traditional revenue streams dramatically altered – and the resulting budget shortfalls leading to dire predictions -- those changes might very well include consolidation or even elimination of some agencies' functions. However, assuring that Baltimore's future is on solid footing and well anchored is paramount. Mayor Rawlings-Blake has made a commitment to our shared priorities of better schools, safer streets and stronger neighborhoods; therefore, core services, such as public safety and education, economic and neighborhood development, must be maintained. In the economic environment we find ourselves, such protections will require thoughtful, yet decisive, action. The Transition Team believes this document provides the Mayor and her Administration a tool to guide those decisions.

## **Methodology**

In early January, soon after learning that in a few short days she would become Mayor of Baltimore, then-City Council President Stephanie Rawlings-Blake and her staff began assembling a diverse group of volunteers with the experience and drive to help tackle the most difficult economic and budgetary challenges in memory to face an incoming Mayor and City Administration.

The new Mayor and the Transition Team she assembled know that many stubborn problems that have beset Baltimore mayors for decades are still with us: acres of vacant properties; lack of a comprehensive strategy to attract economic development and jobs to Baltimore; an inability to measure which programs work and which do not, to cite just a few examples. They also know that there are previous reforms and strengths on which to build: the award-winning continuous improvement process known as CitiStat; a commitment to align budget decisions with Baltimore's highest priorities; declining crime rates and increasing student test scores; and, critically important, a dedicated force of City employees eager to help move Baltimore forward.

More than 150 members of the Baltimore community accepted Mayor Rawlings-Blake's challenge to join her Transition Team and examine ways that her Administration could reduce costs, increase revenues, work smarter and more transparently, and enlist the resources and talents of willing partners and volunteers. Members of the Transition Team include representatives of a diverse mix of large and small businesses, labor unions, foundations, nonprofit organizations, law firms, large and small academic institutions, hospitals and medical institutions, insurers, community associations, cultural organizations and religious institutions. Mayor Rawlings-Blake organized the members into the following six Committees, each with two Co-chairs and two or three City Council members as observers:

- Public Safety and Essential Services (PSES)
- Economic Development and Jobs (EDJ)
- Education and Youth Services (EDYS)
- Community Development and Neighborhoods (CDN)
- Health and Human Services (HHS)
- Arts and Culture (A&C)

A Leadership Group comprised of four civic leaders and able Counsel was appointed to work with the six Committees, review their multifaceted findings and recommendations and guide the completion of a final report. While each Committee was charged in a mission statement with a different, though similar, set of tasks, the Mayor asked that all the committees be guided by four principles in their review and recommendations. Those principles were:

- Increase Efficiency and Effectiveness
- Ensure Ethical Conduct and Transparency
- Increase Intra- and Inter-governmental Collaboration
- Promote Public and Private Partnerships

As part of its oversight responsibilities, the Leadership Group concluded that it would be helpful to add a fifth category to its report:

- Inspire Leadership and Capacity Building -- for issues dealing with attracting visionary leadership and encouraging capacity building throughout City government.

Over the course of their work, the Committees interviewed agency heads and key staff, reviewed voluminous materials, submitted follow-up questions and debated vigorously. Several agencies made presentations to as many as three committees so that the Mayor and her Administration could have the benefit of fresh ideas from different perspectives. All told, the Mayor asked the Committees to review 33 city agencies and quasi-public entities. At least two committees looked at more than half of them (19); five agencies were examined by three of the committees. Additionally, the Baltimore City Foundation was the subject of some Committee discussions, and recommendations on its possible role are included in the report, although the Mayor did not ask specifically for the Foundation's role to be reviewed.

Each committee determined how best to organize its work, with most meeting as committees of the whole. Given the number of agencies it was asked to review and the brief time available, the Community Development and Neighborhoods Committee created small workgroups to interview agency officials. Each committee also decided upon the number and type of recommendations it would put forward.

Each Committee was assisted by one or two staff members whose conscientious and timely efforts made a daunting challenge far more manageable. Their contributions were even more remarkable given that many did double or triple duty, in order to assure that Baltimore was able to function through the two most severe blizzards in several decades. The Committees also benefited significantly from the knowledge and insight of City Council members who attended many Committee meetings.

The Leadership Group decided that each of its four members would participate as often as possible in the meetings of three Committees, ensuring coverage of all six committees. The Committees submitted preliminary drafts to the Leadership Group, which reviewed them with its Counsel and submitted follow-up questions and guidance to Committee Co-chairs. After receiving final drafts from the Committees, the Leadership Group carefully reviewed each draft and culled recommendations that best supported the guiding principles set forth above and that could be put into effect in the near or relative near term. The Leadership Group also made every effort to identify recommendations that applied to several agencies and that could help the City substantially reduce costs or increase revenue. The Leadership Group ultimately decided to highlight nearly 50 key recommendations in this report to the Mayor.

The reports of the Transition Team's six Committees are attached as appendices to this report, so the Mayor, Administration and general public can fully appreciate the issues considered and the amount of diligent effort the Committees devoted to their tasks, see the logic behind recommendations and review some of the backing material. The Leadership Group and Committees readily acknowledge that many additional recommendations contained in the Committee reports are of a longer-term nature or need additional research and development not possible in the few snow-filled weeks that were available for their work.

## **Summary of Major Recommendations**

The Transition Team's six committees established by Mayor Rawlings-Blake developed scores of recommendations for making Baltimore government more efficient and making the City "better, safer and stronger." Many should be moved to the front burner, some will require more research, others will need yet additional airing and debate. The Team's Co-chairs reviewed all of them and highlighted those recommendations they believe should take the highest priority, either because of their importance or because they were achievable in the shorter term.

What follows is a list of those recommendations in summary detail. More elaborate discussion of the issues involving the recommendations can be found in the six Committees' reports, which are included in the appendix. As a reference help, in parentheses at the end of each recommendation is a code for the Committee or Committees making the recommendation. In cases where the Leadership Group developed a recommendation of its own or added to one from a Committee, that is noted, as well.

The recommendations are grouped according to the five guiding principles set forth by the Mayor and expanded upon by the Leadership Group: Increase Efficiency and Effectiveness; Ensure Ethical Conduct and Transparency; Increase Intra- and Inter-governmental Collaboration; Promote Public-Private Partnerships; and Inspire Leadership and Capacity Building.

### **Increase Efficiency and Effectiveness**

1. Consider strongly the merger of the Baltimore Convention Center and Visit Baltimore, and consider possibly including 1st Mariner Arena and Baltimore Office of Promotion and the Arts, as well, in an effort to increase efficiency of the four interrelated agencies involved with tourism. (EDJ/A&C)

As part of the merger study:

- Explore opportunities that could be created from privatization. (EDJ)
- Explore possibility of raising the hotel tax, with revenues to be dedicated to tourism-related activities. (EDJ)
- Explore the effect of reducing the City's entertainment tax from 10 percent to 5 percent, in an effort to compete with the lower rates of nearby cities, which are more attractive to touring groups because they are less costly. The rate reduction should be offset by an overall increase in revenue from more groups choosing to visit, rather than bypass the City. (PSES)

2. Consolidate all of the City's off-street parking responsibilities under the Parking Authority of Baltimore City and expand the agency's on-street role by converting traditional parking meters to EZ Park multi-space parking meters. (EDJ/CDN)

3. Develop a single inventory of all City-owned properties and determine which of those properties are needed for public use or economic benefit of the City. The unneeded ones should be sold. (EDJ)

4. Develop, in short order, a program to efficiently manage and dispose of the estimated 30,000 vacant properties that currently plague neighborhoods. Strongly consider placing the maintenance and repair functions for the roughly 10,000 City-owned vacant properties under a single agency, until the properties can be disposed of. Create a system for assessing heavy fines on negligent owners of vacant properties that are not safely and properly maintained. (CDN/PSES)

5. Undertake a “Best Use Project,” which would engage the private sector in an evaluation of the estimated 10 million square feet of office and industrial space in 527 separate facilities that the City currently maintains for agency use. The assessment would be used to determine where to consolidate City operations and which properties to sell, so as to realize revenue and significantly reduce maintenance costs. (EDJ/Transition Team Leadership)

As part of this review:

- Consider relocating agencies to the best possible working environments for employees, some of which may already be in the City’s control as surplus property. As a candidate for possible relocation, consider: The Law Department is currently located in the basement of City Hall. On one hand, immediate proximity to the Mayor is advantageous for all. However, working conditions in the basement for employees are problematic at best, as the employees, work areas and files are regularly subjected to flooding, mold, vermin, odors and temperature issues. (PSES)

6. Strongly consider transferring management of Baltimore’s Head Start program – currently out of compliance with federal regulations, which has cost the City additional federal dollars -- from the Department of Housing and Community Development to an agency that is more closely aligned with educational outcomes. (EDYS)

7. Explore moving all Recreation Centers into Baltimore City Public Schools – both those Rec Centers currently associated with schools and the remaining centers, as well -- in keeping with the goal of establishing schools as hubs for community activities such as afterschool recreational, fitness and educational programs. (EDYS/CDN)

8. Coordinate, under the aegis of The Family League of Baltimore City, Inc., all of the many diverse programs for children operated by City agencies and encourage collaboration among them. This would effectively maximize the scarce resources available to children and youth. (EDYS/Transition Team Leadership)

9. Develop a multifaceted strategy to safeguard children from child abuse through strengthened prevention and enforcement collaborations. (EDYS)

10. Strongly consider the merger of the Commission on Aging, Retirement and Education (CARE) into Baltimore HealthCare Access, Inc. (BHCA), a quasi-public agency of the Baltimore Health Department. BCHA has received national recognition for its administration of the Medicaid program in the City and receives funding from nine major Baltimore foundations. Moving CARE programs and service to the Health Department/BHCA is expected to result in an immediate \$400,000-\$500,000 savings in administrative costs. (HHS)
11. Work towards creating a centrally located "one-stop shop" for business permits, licenses and applications, and continue to pursue a coordinated development review. (EDJ)
12. Strongly consider eliminating the City MBE/WBE certification process and instead rely on State certification process through the Maryland Department of Transportation. City already accepts MDOT certification decisions. The monetary savings and increased efficiencies could be used for increased enforcement of WBE/MBE regulations. (EDJ)
13. Initiate a comprehensive study of the Fire Department's response strategies, emergency medical services (EMS) functions and fire prevention needs to determine the most cost-effective and efficient means for meeting those needs. Reduce unnecessary deployment of fire suppression vehicles to EMS calls, including possible use of a new Medic Assist Car (MAC) Program to supplement existing medic units. (PSES)
14. Conduct an in-depth assessment of the City's current practices for the operation, maintenance and planned replacement of its vehicle fleet, including an exploration of the possibility of privatizing some functions and centralizing others. (PSES)
15. Centralize the functions of the Department of Human Resources by consolidating all City agencies' human resources offices into one personnel office. Ensure that DHR is technologically equipped and given the proper resources to handle such a citywide function. (PSES/Transition Team Leadership)
16. Conduct a cost-benefit analysis of a possible reduction in the number of health and welfare benefits plans offered by the city, with an eye towards offering the most cost-effective type and number of plans. (PSES)
17. Conduct a comprehensive assessment of the Department of Transportation to ensure the agency is performing most efficiently in meeting its charge of moving vehicles, pedestrians and goods safely and expeditiously in the City. This should include a review of transportation functions now handled by the Departments of Public Works and General Services and the Parking Authority of Baltimore City to identify those functions that should logically and efficiently be placed under Transportation. For example, DGS' current responsibility for overseeing utility cuts and repairs to City roadways and alleys should be transferred to the Department of Transportation, and the policies and regulations governing pavement cuts and restoration strengthened. (PSES/Transition Team Leadership)

18. Develop and implement immediately a much stronger enforcement strategy to combat illegal dumping and identify violators; increase fines exponentially, particularly for commercial entities. (PSES)

19. Develop and implement a comprehensive and strategic Infrastructure Management Plan for the City's water, wastewater and stormwater systems, with an aggressive preventative maintenance element. (PSES)

20. Explore privatizing City garbage and trash collection and recycling; perform cost analysis to ensure that the service to residents is as cost-efficient as possible. (PSES)

21. The Procurement Approval Process Study conducted by the Baltimore Efficiency and Economy Foundation analyzes the procurement process in Baltimore City and compares it to other cities around the state and the nation. Appoint a team to identify possible efficiencies to be gained and competition to be increased by modifying the procurement process. (EDJ/PSES/Transition Leadership)

22. Conduct a comprehensive inventory of city-owned take-home vehicles by agency and assess the cost effectiveness of deploying these vehicles in the current manner. (PSES)

23. Initiate an immediate study of all City user fees and taxes to determine if they are being applied fairly or unfairly and whether adjustments are in order. Explore in the study any and all ways to offset the City's declining revenue streams and structural deficit through revenue increases from such proposals as a nonresident earnings tax ("commuter tax") and bottle tax. (Transition Team Leadership)

As part of this study:

- Conduct a thorough analysis of City property tax revenues and all real property owners, and consider developing a fair formula whereby all or some nonprofit [501(c)(3)] entities not now paying property taxes would be assessed at a reduced rate, to offset the cost of services provided them. (PSES)
- Explore the possibility of assessing City water and sewer users with a stormwater management surcharge under a program administered by a Stormwater Revenue Authority within the Department of Public Works. Revenue could be earmarked for City stormwater management projects required by Maryland Department of the Environment and for repair and maintenance of existing stormwater infrastructure. (PSES)

24. Review staffing levels at the Environmental Control Board, the Board of Municipal and Zoning Appeals, and the Parking Authority of Baltimore City, and evaluate whether the cost of hiring additional personnel to resolve serious understaffing problems would be far outweighed by the amount of additional revenue generated by the new hires and by a more efficient agency. (CDN)

25. Determine the feasibility of the City manufacturing and selling mulch and/or other organic material from the leaves, trees and branches collected by the Department of Public Works' Bureau of Solid Waste and other agencies. (Transition Team Leadership)



### **Ensure Transparency and Ethical Conduct**

26. Act as soon as practicable on a package of ethics, transparency and good-government policies and matters pending for some time before the Board of Ethics. Among matters facing the newly reconfigured Board of Ethics are draft regulations governing solicitation of money and gifts for worthy causes. (PSES)

27. Clarify, communicate and strongly enforce Ethics rules and standards for all City officials and employees. (CDN/Transition Team Leadership)

28. Request audit of the Division of Capital Planning of the Department of Recreation and Parks, and consolidate with R&P Financial Services Division. (EDYS/Transition Team Leadership)

### **Increase Intra- and Intergovernmental Collaboration**

29. Centralize the City's Information Technology (IT) functions under the Mayor's Office of Information Technology, which should then conduct a review of each agency's needs and requirements and develop a strategic plan for dealing with the citywide technology issues. (EDJ/PSES/HHS/Transition Team Leadership)

30. Increase partnerships with City health and social services agencies to steer appropriate medical care to frequent callers to 911 for emergency medical services, and implement a new program that targets the top 100 callers for non-emergency medical care. (HHS/PSES)

31. Develop a strategic plan for the Mayor's Office of Neighborhoods that defines the role and function of the office. The plan should include a community outreach element to inform neighborhoods of services available to them and projects affecting their areas. There should also be a requirement that community liaisons undergo intensive training. (CDN/Transition Team Leadership)

32. Develop a coordinated Neighborhood Revitalization Agenda as part of a new overall strategic plan for the Department of Housing and Community Development. In developing an agenda, evaluate the roles of the myriad agencies dealing with neighborhoods, including the Mayor's Office of Neighborhoods. Determine the most efficient and appropriate ways for the City to help communities with capacity building and obtaining federal and state funds for community development. (CDN)

33. Require that all agencies give due deference to the City's 2007-2012 Comprehensive Master Plan ("Live Earn Play Learn") and that all planning functions be consolidated within the Department of Planning for a more comprehensive and professional approach to communities. (CDN)

34. Ensure that the Planning Department's Land Disposition Category Inventory for every city-owned vacant property is used for strategic decision-making in addressing the vacant housing crisis. (CDN)

35. Reevaluate the mission of the Baltimore Development Corp. board and be certain that the composition of the board accurately reflects that mission. Consider requiring at least one member of the board to be from a private-public workforce development program. (CDN/EDJ/Transition Team Leadership)

36. Explore additional incentives to encourage more City employees – particularly police officers, firefighters and teachers -- to become City residents. Use those incentives also to help with the City's recruitment efforts to hire more Baltimore residents and further diversify the work force. (CDN/PSES/Transition Team Leadership)

37. Coordinate better the Department of General Services' use of outside companies to provide housekeeping and security services in City-owned buildings. (CDN/PSES/Transition Team Leadership)

- As an example of the lack of coordination, consider this: To clean one City-owned building that houses four different government-funded tenants – a Head Start program, community center, recreation center and Community Action Center -- four different housekeeping/cleaning services are used. Head Start uses a private contractor to clean its space; the community center uses DGS; the Rec Center uses a Recreation and Parks custodian (who does not clean two additional restrooms used by the Rec Center because they are “on the school side” of the building and handled by DGS); and the Community Action Center uses yet another private contractor.

### **Promote Public-Private Partnerships**

38. Create, as soon as practicable, a Mayor's Subcabinet on Economic Development to develop a much-needed strategic plan for economic development with recommendations from a small advisory board of diverse and outstanding business leaders that would hold the City accountable for implementation of the plan and its measureable outcomes. Additionally, the Mayor should convene a separate business forum or series of meetings, with a special focus on small and neighborhood businesses, to hear company owners' concerns and help identify what incentives and disincentives affect their location or expansion in Baltimore. (CDN/EDJ/Transition Team Leadership)

As part of strategic plan:

- Require the new advisory board to meet at least quarterly, perhaps as frequently as every two months, to assess the City's progress implementing the plan's recommendations and monitor the outcomes. (Transition Team Leadership)
- Include requirements to assess health impacts of development projects, along with assessments of the economic and environmental impacts, in an effort to create sustainable, healthy neighborhoods. (CDN)

- Focus on the industry sectors with a strong base in Baltimore that are likely to expand, such as the port, health care and biosciences, as well as new or emerging industries, such as energy and cyber-security. (EDJ)
- Identify education and skill sets needed by industry sectors that have been targeted as potential growth sectors for the City. Enhance adult educational and vocational/apprenticeship programs to qualify City residents for employment offerings. (EDJ)
- Incorporate apprenticeship training into public works projects (akin to programs offered by the Baltimore Building Trades) that will provide people with marketable skills and family-supporting careers. (EDJ)
- Conduct a comprehensive study of current “best practices” and organizational structures of urban economic development departments. (EDJ)
- Identify ways to support arts and culture organizations and attract artists and other workers at cultural venues to live in Baltimore, so as to maximize the economic and creative impact of these venues. (EDJ/A&C)
- Examine ways to create job opportunities and improve the quality of life so as to encourage people to live and work in the City. (EDJ)

39. Lead a communitywide initiative to expand and enhance recreational, educational and summer-job experience for all eligible Baltimore youths this Summer. (EDYS/PSES)

40. Continue to develop and expand the coverage of closed-circuit television (CCTV) camera feeds into the Police Department’s Intelligence Watch Center, including through new methods of importing more feeds from other public, or private, camera systems, while considering elimination of the flashing blue-light cameras in residential neighborhoods. (PSES/CDN)

41. Review the City’s policy on minor privilege permits for encroachment on rights-of-way -- including the nature and logic of the permit fee structure -- and investigate how enforcement is carried out. (PSES)

42. Ensure that the Department of Housing and Community Development takes a more proactive approach to subsidizing development projects with funding and land resources, as the agency now is often the last actor to commit public subsidies to a development project, resulting in significant delays in implementation. Additionally, conduct an independent inquiry into why nonprofits opt out of the federal HOME Investment Partnership subsidies available through HCD. (CDN)

43. Reconstitute the nonprofit Baltimore City Foundation as a credible and transparent fundraising arm of City government. The Foundation should focus on significant gift development, actively seek to leverage federal funding and report on how all funds are invested. It also should encourage greater cooperation and partnerships between City agencies and foundations and other institutions offering significant funding for worthy initiatives. (CDN/Transition Team Leadership)

44. Centralize and better coordinate efforts on recruitment and use of volunteers in the City (i.e., Recreation and Parks, Schools) and in communities. Determine the agency that should have responsibility for such a function. That agency could also coordinate an effort for agencies to sponsor internships for city school students. (CDN/PSES)

### **Inspire Leadership and Capacity Building**

45. Encourage the highest spirit of service among City officials and employees, which does not increase the budget, but can have a dramatic effect on economic development. Add a customer service training component for City employees that would stress the importance of being helpful and encouraging to businesses and residents engaged in the permitting and licensing processes and put measurement mechanisms in place to monitor progress. (EDJ)

46. Review City leadership, communications, training programs and succession plans and model a process of continuous improvement. (Transition Team Leadership)

47. Develop a strategic plan for the Health Department that shows agency priorities and programs supporting neighborhoods, including through the Strategy to Improve Birth Outcomes (SIBO) and the HIV/AIDS Prevention Strategy. (CDN/HHS)

As part of the strategic plan:

- Undertake a management review of the agency's current staff and functions.
- Develop methods to better target certain audiences in the City with proactive public health messages, and to "market" the Department in such a way that City residents know what services exist and where they are located. (CDN)

48. Conduct a national search for a permanent Director of Recreation and Parks, and develop a strategic plan for the agency as part of a professionally conducted system-wide planning process. (EDYS/Transition Team Leadership)

As part of the strategic plan:

- Evaluate carefully the possibility of increasing usage fees at Recreation and Parks facilities, taking into account expected revenue, expenses, demographics of users, household income and other information about the target audience and agency marketing plan. (CDN)
- Undertake a management review of the department's current staff and functions. (EDYS)
- Consolidate the responsibilities of day-to-day maintenance operations at R&P facilities with the goal of eliminating redundancy of effort. (CDN)
- Reinvent Recreation and Parks' collaborations with nonprofit and private organizations and create a Workforce Development Council to develop a comprehensive short-term workforce solution. (EDYS)

49. Rename and re-establish the vision and strategy for the Department Housing and Community Development. The department's strategic plan must emphasize community development and neighborhoods, as the agency appears to lack a clear and coherent vision for revitalizing Baltimore's neighborhoods. Almost symbolic of the agency's lack of vision is that it has dropped "community development" from its name. (CDN/EDJ)

## **Conclusion**

The Transition Team realizes that even if all the key recommendations highlighted in this report were fully endorsed and embraced by Mayor Rawlings-Blake and her Administration, implementing them and accomplishing the efficiencies in a short period of time is unrealistic. That said, the Transition Team would be pleased to work with the Mayor and Administration to help further refine the recommendations and help prioritize them. In fact, most members of the Transition Team have indicated a willingness to continue their pro bono service to assist in this effort in whatever way possible to ensure a successful future for Baltimore and all its citizens and neighborhoods. We strongly recommend that the Mayor consider continuing to draw upon the considerable talents of the 150 Transition Team members to help her and her Administration surmount the numerous challenges they will face in the coming months. Together there are no limits to what the citizens of Baltimore can accomplish.



**RAWLINGS-BLAKE TRANSITION TEAM REPORT**

**APPENDIX A**

**PUBLIC SAFETY & ESSENTIAL SERVICES COMMITTEE**

**FINAL REPORT**





**RAWLINGS-BLAKE MAYORAL TRANSITION TEAM  
PUBLIC SAFETY AND ESSENTIAL SERVICES COMMITTEE**

**FINAL COMMITTEE REPORT**

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**MARCH 4, 2010**

**Ms. Nancy Smith, Co-Chair  
Mr. Bishop Robinson, Co-Chair**

**Mr. Robert Maloney, Staff  
Mr. David Brummett, Staff**

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The Safety and Essential Services Committee of the Rawlings-Blake Transition Team is pleased to submit this Final Report to the Transition Team Co-Chairs. The PSES Committee performed a comprehensive review of a total of eleven city agencies and departments. The organizations we reviewed were:

- Police
- Fire
- Transportation
- Public Works
- Finance
- General Services
- Human Resources
- Law
- Office of Criminal Justice
- Office of Information Technology
- Baltimore Economic Recovery Team

The Report has been drafted through the collective efforts of a dedicated and diverse group of individuals who pass along their sincere appreciation for the opportunity to serve and do their part to help move Baltimore forward.

Thank you!

Nancy Smith, Co-Chair

Bishop Robinson, Co-Chair

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## I. Introduction and Methodology

In January 2010, then-City Council President and Mayor-in-Waiting, Stephanie Rawlings-Blake appointed a team of four distinguished and experienced Baltimore citizens to assist City government during the transition process. This Transition Leadership Team assembled a group of over 150 citizens, business leaders and community representatives to serve on committees in six key areas to ensure that all public and taxpayer funds are used in the most effective and efficient manner. One of these six key areas to be examined was the area of Public Safety and Essential Services.

As a part of the important work to move Baltimore forward, the members of the Public Safety and Essential Services (PSES) Committee performed a comprehensive review of city agencies and departments for the Administration. Each one of the entities reviewed has within its core mission maintaining public safety or providing essential public services to the citizens and government of Baltimore City.

The following organizations were reviewed by the PSES Committee:

Baltimore Police Department	Department of General Services
Baltimore City Fire Department	Mayor's Office of Information Technology
Department of Transportation	Department of Human Resources
Department of Public Works	Department of Law
Department of Finance	Mayor's Office on Criminal Justice
BERT	

The PSES Committee held a series of five five-hour meetings in which Senior Leadership of each agency or department made formal presentations to the members of the Committee. Each meeting consisted of a presentation by the agency, followed by an open, honest, and direct question and answer session moderated by the Committee Co-chairs. In some cases, presenters were asked to provide supplemental follow-up answers or materials.

In each of the five assessment meetings, agencies appearing were asked to make well-prepared, accurate, and organized presentations to the Committee to ensure a robust delivery and exchange of meaningful and valuable information.

Agencies were urged to consider the following policy and guiding principles of the Rawlings-Blake Administration when preparing their presentation:

- **Baltimore must become a safer city that is capable of delivering core services to its citizens;**
- **Baltimore must protect public safety and provide vital services that city residents depend on, despite current budget shortfalls;**
- **We must increase governmental efficiency and effectiveness;**
- **We must ensure transparency and ethical conduct;**

- **We must increase intergovernmental cooperation; and,**
- **We must explore new public/private partnerships.**

The findings and recommendations contained within this report represent the best thinking of all members of the PSES Committee and result from exhaustive and collaborative volunteer efforts that spanned several weeks. It is the hope of every member that this work will serve the Rawlings-Blake Administration well in leading Baltimore to enjoy safer streets, better schools, and a prosperous quality of life for all its citizens.

## II. Schedule of Meetings

The following is a schedule of presentations made to and meetings held by the Public Safety and Essential Services Committee:

<b>Presentation Date</b>	<b>Agencies or Entities Appearing</b>
Monday, February 1 5:00 p.m. to 10:00 p.m.	Baltimore City Fire Department Department of Human Resources
Tuesday, February 2 5:00 p.m. to 10:00 p.m.	Baltimore City Police Department Department of Law
Wednesday February 3 5:00 p.m. to 10:00 p.m.	Mayor's Office of Information Technology Mayor's Office on Criminal Justice Baltimore Economic Recovery Team
Thursday, February 4 5:00 p.m. to 10:00 p.m.	Department of Public Works Department of Transportation
Thursday, February 19 (Rescheduled due to weather) 5:00 p.m. to 10:00 p.m.	Department of General Services Department of Finance
Monday, March 1 5:00 p.m. to 12:15 a.m.	Convening of PSES Committee to discuss the Draft Report and to develop a set of recommendations.

### **III. Findings and Recommendations, by Agency**

#### **Baltimore City Fire Department**

The Baltimore City Fire Department (BCFD) presented to the PSES Committee on February 1<sup>st</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. James S. Clack, Chief of the Fire Department, was the lead presenter.

##### Agency Overview

This year marks the 150<sup>th</sup> anniversary of the paid fire department in Baltimore City. The self-described mission of the BCFD is to provide excellent service to citizens in a professional and humanitarian way. Everyday, BCFD is responsible for protecting lives, property, and the environment in Baltimore through safe and timely response to calls. They strive to be innovative in fire prevention, suppression, rescue, emergency medical services (EMS) training, community outreach, public education, and other services.

BCFD has over 1,800 members who respond to more than 235,000 calls for service annually. Operational personnel work out of 38 neighborhood fire stations. These stations house approximately 35 engine companies, 18 ladder companies, 24 first-line Medic Units, 4 rescue squads, as well as an array of specialized units.

##### Budget Overview

The FY2010 General Fund Budget for the BCFD is \$139.1 Million. This represents a decrease of \$3 Million from the Department's FY2009 Budget of \$142M. The bulk of this budget (\$107M) goes to Fire Suppression activities. The next largest BCFD expense is Emergency Medical Services (EMS), costing roughly \$18.2M annually.

The BCFD Capital Budget for FY2009 was \$600,000. This money went largely towards fire station roof and window replacement and general modernization wherever possible.

##### Major Immediate Action Items Reported by the Fire Department

The information in this section was provided solely by the presenting agency or department. These items are not necessarily supported as recommendations by the PSES Committee. If the Committee recommends that one or more of the department's self-reported action items be implemented, it will be reflected separately in the Committee Recommendations section.

In its submitted SWOT analysis, the BCFD reported two major items that are ripe for immediate action—Emergency Medical Service fee schedule and finding funding to reduce or eliminate rotating closures.

The Department has proposed EMS fee increases and is ready to present them to the Board of Estimated for approval. These increases are expected to bring in an additional \$500,000 in EMS revenue for the EMS Special Fund. The Special Fund is separate from the General Fund and is comprised of all EMS revenue the Department collects. The BCFD intends to use this increased revenue to support new medic units as

well as service improvements such as the Medic Assist Car (MAC) Program, and the Operation Care Project which targets assisting the top 100 callers of 911 in securing other means of receiving non-emergency medical care.

The other major item reported was the necessity of exploring additional funding sources to aid in the reduction or elimination of rotating closures. The cost of ending rotating closures is estimated at \$3.2 Million for the coming fiscal year.

#### List of Committee Recommendations for the Fire Department

- **Complete a comprehensive study of Baltimore City’s response strategies and fire prevention needs to determine the most cost effective and efficient means for meeting those needs.**

This must be achieved while aspiring to maintain the city’s high level of satisfaction with the BCFD, reducing the number of annual fire-related fatalities, and continuing to provide the highest level of services city residents have come to expect.

The Committee recommends that the study focus on the feasibility and or potential positive impact of the following items:

- Exploring ways to reduce or end rotating company closures;
- Expanding the number of auxiliary firefighters as a supplement to fully staffed units within the department;
- Studying the sufficiency and efficiency of current department staffing – including exploring the development of a peak-time staffing model, establishing an additional shift (E Shift), while remaining mindful of the collective bargaining process;
- Examining the potential benefits of implementing Automatic Aid instead of Mutual Aid with neighboring jurisdictions. Automatic aid is a system of inter-jurisdictional assistance dispatched automatically by contractual agreement while Mutual aid is done across boundaries or borders on a case-by-case basis;
- Continuing reductions in the number of special assignment details in the department; and,
- Increasing the amount of resources deployed in the Northeast, Northwest, and Southern areas of the city.

- **Perform a thorough analysis of the EMS functions within the department.**

BCFD must look for ways to increase efficiency and reduce costs while not sacrificing a high quality of service. The majority of fire department service calls are for EMS. Continued integration of EMS with Fire Service is critical, and must be done while maintaining commitment to the providing the highest level of medical care.

Suggestions for achieving greater efficiency in this area include:

- Making further reduction in the deployment of unnecessary fire suppression resources to EMS calls;
- Increasing the use of technology such as automatic vehicle locators (AVL) on medic units, and Computer Aided Dispatch (CAD) system improvements to enhance efficiency;



- Increasing partnerships with the health and social services systems in the city to steer appropriate medical care to frequent callers to 911 for EMS, as well as educating the public as to the proper use of 911 exclusively for emergency medical care services.
- **Explore expansion of auxiliary EMS programs, such as Hatzalah.** This is a four year old program that supplements the BCFD at no cost to the taxpayers by responding to stabilize the patient from the onset of the emergency until BCFD EMS resources arrive.
- **Commit sufficient resources to purchase the best, the safest and most cost effective self-contained breathing apparatus (SCBA) and Safety Equipment available.** Additional consideration should be given to coordinating breathing apparatus policies across all public safety agencies. Purchasing new air tanks for all members of the department will likely reduce line of duty injuries.
- **Explore additional ways to make positive advancements in the department's recruiting efforts to hire more city residents and further diversify the city work force.** BCFD should partner more with the Baltimore City Public School Systems to achieve the desired diversity results. When the economic climate improves, recruitment of qualified and committed candidates would also be aided by an increase in the rate of pay for firefighters.
- **Develop a comprehensive Capital Replacement Plan for the department.** The City must replace all aging engines, trucks, safety equipment, and medic units, as well as upgrading aging stations and facilities.

## **Department of Human Resources**

The Baltimore City Department of Human Resources (DHR) presented to the PSES Committee on February 1<sup>st</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Gladys B. Gaskins, Director of Human Resources, was the lead presenter.

### Agency Overview

The Department of Human Resources (DHR) is responsible for attracting, developing, and retaining a diverse and quality workforce. DHR offices are located at 201 East Baltimore Street. The Department's self-stated mission is to "Develop a Productive Workforce – Progress Through People." DHR reports their vision statement as striving "to enable the City of Baltimore to become an employer of choice by delivering progressive, innovative, human resources services to all customers."

The Director of DHR is supported by one Deputy Director. DHR has the following six departments or functional areas that report to department senior leadership:

- Administration – Responsible for agency budget submission and projection monitoring, staffing and personnel-related issues, time and attendance, procurement functions, unemployment insurance contract with the City's vendor, HRIS IT support, processing Criminal Background Investigation requests and making recommendations to proceed with the employee action, compilation of city-wide FMLA utilization and the civil service appeal hearing process.
- Class and Compensation Division – functions of this division include reviewing jobs, coordinating position work-flow, benchmarking jobs and pay, design and administer pay, communicating with and training agencies, support recruiting and testing functions, and supporting the Labor Commissioner and responding to Union requests.
- Benefits Division - Provides centralized administration for the City's health & welfare plans. Also administers 16 plans for approximately 35,000 active employees/retirees.
- Recruitment & Testing - Provides Baltimore City agencies with recruitment and testing tools necessary to hire a qualified workforce.
- Training – This division of DHR provides various types of training to over 6,800 employees annually. Over 100 supervisors are trained annually in the Supervisory Training Program.
- Employee Assistance Program (EAP) - The EAP Program is an internally administered benefit offered to City employees to enhance employee work performance and productivity. EAP services include: assessments, counseling, case management, management consultations, and conducting workplace violence risk assessments.

### General Fund Budget Summary

The Department of Human Resources FY10 General Fund Budget is \$4.4 Million. This number reflects 57 budgeted positions within the Department.

### Major Immediate Action Items Reported by the Department

The information in this section was provided solely by the presenting agency or department. These items are not necessarily supported as recommendations by the PSES Committee. If the Committee recommends that one or more of the department's self-reported action items be implemented, it will be reflected in the Committee Recommendations section.

In its submitted SWOT analysis, DHR reported three major items that are ripe for immediate action: Extension of Express Scripts contract; certain on-going recruiting efforts; and the centralization of some agency's human resources function.

- The Department reports that extending the Express Scripts contract will take advantage of certain features of the Medicare Program thereby reducing the disruption of coverage to retirees.
- Recruitment efforts continue for Health Commissioner.
- DHR seeks to continue centralizing human resources functions for some agencies. Current pilot programs are underway for Department of Transportation, Mayor's Office of Information Technology, and CARE.

#### List of Committee Recommendations for the Department of Human Resources

- **Centralize the Department of Human Resources and its functions, consolidating the HR departments of all city agencies into the central DHR office.** The Committee noted that several agencies have their own HR departments. Efficiency could be improved by identifying and eliminating any duplicative administrative tasks that are unnecessarily being done by both units.
- **Invest in technology and new systems aimed at reducing the use of paper forms in favor of increasing computerization of the process and work flow.** This change would increase department efficiency and improve service to internal and external customers awaiting action on items pending within the department.
- **Explore expanding DHR's role in providing Employee Assistance Program (EAP) services to the Police and Fire Departments.** Moving this service to DHR would provide costs savings to the City by no longer having to purchase costly EAP services through Mercy PSI.
- **Conduct a cost-benefit analysis of maintaining the numerous health and welfare benefits plans offered by the City.** While there are competitive advantages to having more plans, cost savings may be achieved by examining how many plans are in force and what number to keep active is most cost-effective.

## **Baltimore Police Department**

The Baltimore City Police Department (BPD) presented to the PSES Committee on February 2<sup>nd</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Baltimore Police Commissioner Frederick H. Bealefeld, III was the lead presenter for the Department.

### Agency Overview

The Baltimore Police Department (BPD) provides police services to the city. Officially established in 1853, the Department is organized into ten districts. Nine of these Districts are based on geographical areas, with the tenth being the Public Housing Section.

The mission of the BPD is to protect and preserve life, to protect property, to understand and serve the needs of the City's neighborhoods and to improve the general quality of life for residents of and visitors to the City of Baltimore. The Department strives to build its capacities to maintain order, recognize and abate problems, and to apprehend criminals in a manner consistent with the law and reflective of shared community values.

Since Commissioner Bealefeld took command in 2007, the BPD has implemented a three-prong Public Safety Strategy consisting of 1) targeted enforcement, 2) community engagement, and 3) development of stronger partnerships.

Targeted enforcement involves several law enforcement strategies that appear to be having a positive effect on the rate of violent crimes in Baltimore. In addition to investing time and effort in flushing out and arresting the known most violent offenders, the BPD has also developed Priority Warrant Squads which have resulted in a 10% increase in the number of federal warrants served since 2007.

District enforcement zones have also been established to provide focused enforcement to combat increased violence in neighborhoods in the Eastern District, the Western District and the Northwest District. Violent Crime Impact Section enforcement personnel are focused on violent offenders, organizations and activities that drive violence within these neighborhoods. Since 2007, employment of Enforcement Zones has reduced homicides by 30%.

The BPD also focuses on reducing gun crimes in Baltimore. Since 2007, arguably due to programs and increased department efforts directed at getting illegal guns off the streets, gun crimes are down 17%. The Gun Task Force has seized 899 guns and made 98 arrests since summer 2007. Since that time, homicides are also down 16% and shootings are down 31%.

Community Engagement is another significant part of the BPD's strategic plan to reduce crime in Baltimore. In 2009, there were 33 active Citizens on Patrol groups (COPs) – a 32% increase since 2008. In the past 2 years, the number of community organizations participating in Citizens on Patrol has increased dramatically as well. COPs are an excellent strategy for Post Officers and community residents to problem solve together on specific issues affecting their neighborhoods. Community Partners like HARBEL, the Guardian Angels and Southern District COP Program encourage community organizations to participate in Citizen on Patrol Programs.

The number of foot patrols has increased in communities where they have been most needed. In the past two years, BPD increased their commitment to foot patrols.

Getting officers out of patrol cars and on the streets has been a significant priority. BPD received a \$10 million stimulus grant that is allowing them to hire 50 new officers. These officers will all be assigned to foot patrols.

Technology has also been leveraged to aid these efforts. In 2010 all patrol officers will be equipped with Pocket Cop Technology. Pocket Cops are a new and important tool that makes it easier for officers to get out of their cars and interact with the community. It involves handheld device technology designed to provide secure, timely, accurate intelligence with pictures to officers in the field. These devices interface with local and national crime information systems and provide timely access to Priority Warrants.

Crime cameras have also proved a value-added law enforcement tool. A total of 498 crime cameras have been installed in nearly 20 Baltimore neighborhoods. During the first year of centralization of monitoring camera feeds, CitiWatch participated in over 1,725 arrests. Approximately half of these arrests occurred in the Downtown business district, a 22% increase from last year.

Lastly, in an effort to promote transparency and open government, the BPD began engaging with the public by utilizing social media in 2009. Use of Twitter, Facebook and Nixle have each significantly expanded immediate public access to information. More than 7,500 citizens monitor BPD's updates on Facebook. Over 11,000 people receive text message news and alerts through Twitter and Nixie.

#### Agency Budget Overview

The total General Fund Budget for FY2010 is \$312.6 Million, a nearly 2% reduction from FY2009. Personnel costs comprise over 80% of the budget. The total Budget for FY2010 for the Baltimore Police Department from all funding sources is \$352.9 Million.

The BPD has endured significant budget cuts in both FY2009 and FY2010. The total of these cuts is over \$21 Million. These reductions have been achieved largely through reduction in officer overtime, elimination of 90 civilian and 51 contractual positions, as well as implementation of 5 mandatory furlough days for patrol officers.

#### Major Immediate Action Items Reported by the Police Department

The information in this section was provided solely by the presenting agency or department. These items are not necessarily supported as recommendations by the PSES Committee. If the Committee recommends that one or more of the department's self-reported action items be implemented, it will be reflected in the Committee Recommendations section.

In its submitted SWOT analysis, BPD reported eleven major items that are ripe for immediate action or are in-progress:

- Command appointments are needed in the Southeast District, which has been operating with an Acting District Commander and without a Deputy Major position since September 2009.
- Juvenile Booking Reform should be continued. Piloting of remote charging of juveniles continues in the Southeast. A new software system has been developed, and officers can electronically send paperwork for juveniles to Booking. Partnership with Mayor's Office on Criminal Justice (MOCJ) has been established to increase police

diversion. MOCJ will hire three assessors who will work with BPD to divert low-level, non-violent juvenile offenders.

- Increase concentration on violent crime patterns. BPD is currently redesigning their operational plan for the Monument Street Corridor.
- Examine and monitor the effects of the newly implemented patrol schedule that was rolled out on January 17<sup>th</sup>
- Complete updating Court Matrix and developing plans to manage court overtime. Currently, officers are earning comp-time instead of overtime up to a 40 hour maximum. BPD should track court overtime expenditures where the maximum comp-time threshold is reached.
- Overtime budget limits need to be increased. BPD has cut their overtime budget significantly, while still managing not to compromise officer safety or the fight on crime. Additional cuts cannot be sustained. An increase, however slight, would significantly bolster the crime fighting efforts of the Department. Note that the Budget Director has proposed allocating federal asset forfeiture funds to offset overtime spending. The Commissioner opposes this idea believing the practice would jeopardize the City's receipt of future forfeiture funds.
- Outcome Budgeting is flawed as applied to law enforcement agencies and does not serve the Public Safety mission of the BPD. The Commissioner opposes the implementation of Outcome Budgeting for the BPD as a labor intensive process that leads to arbitrary results. Groups of people who are unqualified in policing serve as reviewers asked to rate proposals.
- Do not cancel or delay the 4 classes scheduled for 2010. The Commissioner also strongly opposes officer layoffs.
- Lift the hiring freeze for Lab Personnel. The BPD Crime Lab has 16 vacant positions. Lack of these resources is negatively impacting investigations and prosecutions. Finance has approved waiver of 7 of these vacancies but the rest need to be waived as well.
- Waive the hiring freeze for 911 Personnel. Waivers have been requested for 13 positions. Only 3 of these requests were granted by the Budget Director.
- Increase annual Stipends for Deputy Majors and District Commanders, and Deputy District Commanders. These increases are necessary to reduce pay disparity and as an incentive to remain in the district and promote stability.

#### List of Committee Recommendations for the Baltimore Police Department

1. **Study the impact of transferring the responsibility for serving BPD's information technology needs to the Mayor's Office of Information Technology (MOIT).** There could be economies of scale savings by having a centralized OIT instead of the BPD having their own staff members providing these services.
2. **Develop and pursue a more aggressive strategy to secure more grant funding opportunities from both public and private sources.** Maximizing the use of these funding sources will enhance the City's public safety without placing additional pressures on the annual budget.

3. **Establish a Task Force to direct a comprehensive work study that will evaluate the pros and cons of reconfiguring the nine (9) police districts across the City.** This study should examine the feasibility and impact of establishing a permanent foot patrol unit, as well as evaluating the level of resources needed to continue the Police Department's mission in further reducing crime. Participation in this task force should include a representative from the FOP.
4. **Explore additional ways to make positive advancements in the department's recruiting efforts to hire more city residents and further diversify the city work force.** These efforts should include looking for more ways to incentivize police officers to be city residents as well as complete the development, with community input, of a written cultural diversity program for the department.
5. **Increase the funding for the tuition reimbursement program within the department.** There are no funds budgeted for FY2011 for this program despite the fact that tuition reimbursement remains funded for those employees in the non-public safety sector.
6. **Consider phasing out the rank of deputy major once all the current deputy majors are either promoted or retire.** The Police Department appears top heavy and it may be unnecessary to staff two command members at each of the department's nine (9) police districts.
7. **Consider disbanding Neighborhood Services Units, instead assigning a Major or Deputy Commissioner whose portfolio contains neighborhood outreach.** This strategy should be coupled with the goal of establishing increased involvement with the community and local places of worship.

## **Department of Law**

The Baltimore City Law Department presented to the PSES Committee on February 2, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. George A. Nilson, City Solicitor, was the lead presenter.

### Department Overview

Established by the City Charter, the Department of Law is led by the City Solicitor, who is appointed by the Mayor and confirmed by the City Council. The City Solicitor serves as the legal advisor and representative of the City and its departments, officers, commissions, boards and authorities, and has general supervision and direction of the legal business of the City. The Department reviews all City Council bills, reviews and approves all contracts, deeds, and other legal instruments, and defends all lawsuits against the City.

The primary and practical function of the Law Department is to advocate in all legal matters serving always in the best interests of the City. The mission of the Law Department is to assist the City in achieving its goals by providing timely and effective legal advice in order to protect the City from legal risks, by advising of such risks, suggesting alternative approaches to avoid risk, finding ways to minimize unavoidable risks, and ultimately limiting the City's exposure to any risk that arises by defending the City in court.

The Department employs 61 attorneys and is supported by 35 staff members. These employees are then organized into ten separate practice groups as follows:

- The Administrative Practice Group directs and supervises the City's legal work, staffs Boards & Commissions, and directly represents the City on high priority or problematic matters.
- The Collections Practice Group is responsible for collecting money owed to the City. Its practice includes general collection, bankruptcy, tax sale foreclosure, City property damage investigation and collection matters, as well as post-judgment collections. From FY 2005 to 2009, this Practice Group has more than doubled City collections, from \$9 million to over \$20 million dollars per year.
- The Contracts Practice Group negotiates, drafts, and reviews all City contracts, and provides day-to-day advice to City agencies.
- The Corporate Practice Group serves all of the City's real estate, economic development, lending and municipal financing requirements.
- The Labor and Employment Practice Group represents the City in all employment-related matters. This group represents the City in state and federal court before administrative and judicial bodies such as the EEOC, Baltimore Community Relations Commissioner, Maryland Commission on Human Relations, the Civil Service Commission, and the State Office of Administrative Hearings. Responsibilities range from employment discipline cases involving suspension, demotion, and termination to conducting training on City policies and procedures.
- The Land Use Practice Group represents and advises the City in several major practice areas such as condemnation, zoning, environment, planning, historic



preservation, and demolition of property. Its primary clients are the Board of Municipal and Zoning Appeals, the Planning Department, the Department of Housing and Community Development, the Department of Public Works, the Department of Recreation and Parks, the Commission for Historic and Architectural Preservation, the Department of Transportation; and the Environmental Control Board.

- The Litigation Practice Group is the largest of the practice groups. It represents the City before all courts on a wide range of subject matters, including constitutional law, contracts, torts, environment, personnel, planning, zoning law, and general real estate disputes. In addition to defending the City, the Group prosecutes lawsuits on behalf of the City to affirmatively recover money. Litigation also manages most of the City's subpoenas requests.
- The Central Bureau of Investigation (CBI) is part of the Litigation Practice Group and is responsible for vetting, investigating, and resolving wherever possible the many hundreds of claims that are filed against the City every year seeking millions of dollars in compensation.
- The Minority and Women's Business Opportunity Office (MWBOO) is responsible for enforcing the provisions of the Minority and Women's Business Enterprises Subtitle of the City Code. The City relies upon MWBOO to require general contractors to hire certified minority and women owned subcontractors for City funded work.
- The Opinions and Advice Practice Group provides legal advice and opinions to the Mayor's Office, the City Council, and all City agencies, boards, and commissions. It drafts Executive Orders, reviews City and State legislation for legality and assists at all phases of the City and State legislative process. The Mayor signs no bill, and does not sponsor, support or oppose any state-wide legislation without this Group's review. It serves on the Mayor's Legislative Task force during the General Assembly session, and staffs legislative workgroups pre-session. The Group provides advice on the entire range of legal issues facing the City, and handles the City's responses to numerous Public Information Act requests. In the last year, it has also assumed responsibility for the Board of Ethics, with no additional staff.
- The Police Office of Legal Affairs handles all legal and legislative matters for the Police Department (BPD). It defends the Department and its members in civil litigation in both federal and State Court. It also represents the BPD in internal discipline proceedings, civil citation hearings, forfeiture hearings, and City Code violation hearings. The Group provides legal advice and contract review, and manages the Police Department's public information and subpoenas requests. Legal Affairs assists with ongoing training for members of BPD. As of April 2009, Legal Affairs was tasked with managing the administrative functions of the Police Trial Boards.
- The Office of the Inspector General was created by Executive Order during the Administration of Mayor O'Malley and placed in the Law Department. Subsequently, it unofficially moved to the Mayor's Office, but the Executive Order was never changed and its eventual location is unknown at this time. The Office

performs the important function of detecting, investigating, preventing and punishing fraud, waste and abuse of office among City employees and agencies.

### Budget Overview

The Department of Law's 103 employees are less than 1% of the City's more than 15,000 employees. The department's total budget is less than 1% of the overall City budget of \$2.29 billion.

The Department reports that it operates on a 'bare bones' budget. Funding for litigation or professional training-related travel, outside counsel, value-added research materials or services, as well as much needed paralegals has been cut to the lowest possible levels.

### Major Immediate Action Items Reported by the Department

The information in this section was provided solely by the presenting agency or department. These items are not necessarily supported as recommendations by the PSES Committee. If the Committee recommends that one or more of the department's self-reported action items be implemented, it will be reflected in the Committee Recommendations section.

The SWOT analysis submitted by the Department of Law details nine separate items that the Department represents as either actions which are ripe for taking, or general status reports for pending litigation. The PSES Committee has confidence that the Department has already, or will soon brief the Administration on significant pending litigation cases involving potential liability for the City.

The Committee does however wish to detail here several major action items the Department of Law reported that do not involve pending litigation.

- Selection of Outside Counsel and contracts for defending suits against City Police Officers per Memorandum of Understanding.
- Administration guidance is needed regarding the filling of a long standing vacancy on the Board of Ethics. An offer to an outstanding local candidate is currently pending.
- Law Department seeks to engage in further discussion with other agencies (Finance, Transportation, General Services, Public Works, etc.) regarding possible Charter amendment relating to "Design-Build" options for construction contracts
- A decision is needed on the existing package of ethics, transparency, and good government issues that has been pending for some time before the Board of Ethics. The request involves draft regulations dictating solicitation by City personnel of money, gifts, etc. to worthy causes.
- Raise awareness of the Department's working conditions and environment. While being in City Hall is an advantage, the basement of City Hall does not provide a good or healthy working environment. The basement has problems with floods, mold, vermin (rats, large insects, etc.), horrible odors, and temperature control. Staff has been flooded out of their offices, with documents damaged or destroyed in the midst of trial. Floods have also caused minor electrical fires. Bugs run over people's feet, and stale, unhealthy air abounds. The conditions are particularly inappropriate for pregnant attorneys and staff.

### List of Committee Recommendations for the Law Department

- **Clear the existing obstacles that preclude the Law Department from recruiting, selecting, and hiring paralegals.** Once the hurdles are cleared, increase the Law Department's budget for hiring paralegals and target recruit candidates who are graduates of law schools located in Baltimore City.
- **Reexamine the current practice of employing outside counsel for certain types of matters.** Cost savings could be achieved if comparable services can be provided through less costly means.
- **The Law Department should develop strategies to assist city agencies in seeking compliance from contractors, in filing suit under warranty provisions, or taking other actions against underperforming contractors.**
- **Implement a preventive law training program for Senior Managers at all City agencies.** Educating leadership as to how to mitigate or eliminate legal liability risks in the workplace is cost effective in the long run.
- **Conduct an annual review and report on the outcomes and accomplishments of the Inspector General.**

## **Mayor's Office on Criminal Justice**

The Mayor's Office on Criminal Justice presented to the PSES Committee on February 3, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Sheryl Goldstein, Director, was the lead presenter.

### Office Overview

The Mayor's Office on Criminal Justice (MOCJ) was established to provide the citizens of Baltimore City a safer, healthier and stronger community. Efforts to reduce crime, decrease gang activity and diminish the drug trade will work only if they are coordinated throughout city government and in collaboration not only with the state and federal levels, but with our faith-based and community-based partners to address the roots of crime.

MOCJ's core mission has three components:

- To improve public safety for Baltimore City residents and increase opportunities for those who have been in contact with the criminal justice system;
- To increase efficiency and improve outcomes through creative partnerships; and
- To carry out its core function: to coordinate the implementation of a single public safety strategy for the City of Baltimore

MOCJ is responsible for the following tasks and responsibilities:

- Coordinating criminal justice strategies within Baltimore City's agencies;
- Forming partnerships with state and federal agencies, community groups and non-profit organizations to address crime and criminal justice issues;
- Assisting residents who are in need of support due to their criminal background. This includes prisoner reentry, juvenile justice reform, and other activities that will ensure one's successful return to the community;
- Administering Operation Crime Watch, which effectively unites Baltimore neighborhoods and police to reduce and prevent drug use and drug-related crime. This task is accomplished in large part by engaging citizens in law enforcement and community crime prevention activities.
- Administering and overseeing the impact and effectiveness of Local Law Enforcement Block Grants, as well as grants from the Governor's Office of Crime Control and Prevention to reduce crime in Baltimore City. Funds are dispersed among law enforcement, criminal justice agencies, community organizations, and service providers developing and implementing comprehensive crime prevention strategies.
- Enhancing Community Crime Prevention. MOCJ works hand in hand with neighborhoods, organizations, and agencies to implement crime prevention efforts. These efforts include organizing Citizens on Patrol programs, block watches, and anti-crime vigils.
- Coordinating the statewide C-SAFE program. C-SAFE brings together a team of Police Officers, community leaders, and Probation and Juvenile Services Agents to reduce crime and decrease recidivism rates in these areas.
- Coordinating operations at Baltimore's Curfew Center. The center operates during the summer Thursday, Friday and Saturday nights from midnight to 4am.

- Coordinating and partnering with the Police Department, Health Department, Department of Juvenile Services and the State's Attorney's Office on implementing safety protocol for non-fatal shooting (NFS) Victims. This program was developed to prevent juvenile shooting victims from being re-victimized and/or from retaliating. Since inception, safety plans have been developed for 40 youth.
- Awarding grant funds to community groups for Citizen on Patrol (COPs) support activities. MOCJ has awarded 45 community groups COP grants (approximately \$50,000) for this purpose. There are over 33 active COP groups that conduct community walks and meetings on a monthly basis.
- Expand and improve upon existing collaborative and coordinated efforts with MOIT so that BPD can establish a comprehensive and strategic deployment of closed-circuit cameras throughout the City. There are currently 498 live feed CCTV cameras deployed in the City serving both as a crime detection tool and a deterrent to criminal activity.

### Budget Overview

The total FY10 Budget for MOCJ is \$12.4 Million. The vast majority of these funds are grant funds that are passed through MOCJ and disbursed to other criminal justice agencies. The MOCJ General Funds Budget for FY10 is only \$1.5 Million.

For FY11, MOCJ has proposed a modest increase of its General Funds Budget to \$1.7 Million. This amount incorporates salary increases for staff, as well as maintenance funds for the additional cameras purchased under the CCTV program. The vast majority of this budget (\$1.2 out of \$1.7 Million) is for camera maintenance. Only \$348,120 goes to fund the 4 MOCJ employees. All other employees of MOCJ are entirely grant funded.

### Major Immediate Action Items Reported by the Department

The information in this section was provided solely by the presenting agency or department. These items are not necessarily supported as recommendations by the PSES Committee. If the Committee recommends that one or more of the department's self-reported action items be implemented, it will be reflected in the Committee Recommendations section.

The SWOT analysis submitted by MOCJ indicates the office has five immediate action items:

- Approval is needed for an intergovernmental agreement between MOCJ and the Department of Juvenile Services (DJS) to administer community grants program for CORPS, a Department of Labor funded juvenile reentry program.
- Interview and hire three Juvenile Diversion Assessment Specialists. These are grant funded positions.
- Encouragement of the Baltimore Urban Area Working Group to approve a joint-proposal between BPD, MTA Police, and the Governor's Office of Crime Control and Prevention (GOCCP) for FY10 to use UASI funds to purchase and install cameras around bus stops, light rail stations, and other key transportation centers.
- Procurement of a sole-source contract for 911/CAD integration into crime cameras.

List of Committee Recommendations for the Mayor's Office on Criminal Justice

- **Continue to develop and expand the coverage of CCTV camera feeds into the Watch Center**, and look for affordable and efficient methods of importing more feeds from other public, or private, camera systems. This expansion should be coupled with an examination of the correlation between arrests made and subsequent convictions of any person arrested and charged with the aid of the current CCTVs. In addition, an independent committee of experienced and professional vendors/consultants versed in CCTV technology should be established to review the current system and provide suggestions for software updates and further CCTV development across other areas of the City.
- **Enhance existing technical capabilities while broadening deployment by 300%**, aggressively utilizing Homeland Security and Federal Stimulus resources and dedicated allocation of seizures/forfeitures funding.
- **Increase funding to provide additional fiscal technicians** to increase effectiveness and efficiency in writing, managing, and reporting on the myriad criminal justice grants allocated to the City every year.
- **Explore the creation of a volunteer program to assist in running the Curfew Center.**

## **Mayor's Office of Information Technology**

The Mayor's Office of Information Technology presented to the PSES Committee on February 3<sup>rd</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Michael Barocca, MOIT Interim Chief Information Officer, was the lead presenter.

### Office Overview

The Mayor's Office of Information Technology (MOIT) is responsible for deploying, utilizing and leveraging information technology to enhance productivity, broaden the capabilities, and reduce the operating costs of Baltimore City government.

MOIT is tasked with providing and performing the following IT services and functions:

- Delivering information technology leadership to the entire City, with specific counsel to the Mayor, Board of Estimates and other executive staff.
- Maintain enterprise-wide systems (e.g., networking, E-mail, Web access, etc.) in support of City government operations.
- Develop and maintain a robust, flexible and secure information technology infrastructure which supports both centralized and distributed computing.
- Develop, purchase or deploy a comprehensive and diverse suite of both off-the-shelf and self-developed application programs covering financial management, payroll and human resources, real property, water/wastewater, and other billing systems, GIS, elections, and other subsidiary and specialized systems.
- Provide instruction, consultation, guidance and assistance to City agencies in all facets of information technology deployment.
- Maintain operation of the City's 3-1-1 One Call and Dispatch Center which operates 365 days per year.

MOIT is organized in to four primary units: Administrative Support Services, Application Support Services, Call Center Support Services, and Infrastructure Support Services.

- The Administrative Support Services Unit has a FY2010 Outcome Budget of \$940,000. The unit is staffed by five full time city employee positions, and 2 full-time-equivalent contract staff. Functions of this unit include individual technology project management, providing consultant services to internal customers in City agencies, development and keeping of MOIT accounting and budgeting functions, technology procurements, providing overall office direction and supervision, as well as setting and monitoring of office standards & policies.
- The Application Support Services Unit has a FY2010 Outcome Budget of \$4,391,000. The unit is staffed by 37 full time city employee positions, and 17 full-time-equivalent contract staff. Functions of this unit of MOIT include: web development and maintenance, legacy system development and maintenance, data control and operations, enterprise geographic information systems (GIS), and research and analysis of issues pertaining to existing or soon to be available information technology products.

- The Call Center Services Unit has a FY2010 Outcome Budget of \$2,762,000. The unit is staffed by 78 full time city employee positions, and 1 full-time-equivalent contract staff. Functions of this unit of MOIT include: providing call taking functions for callers requesting or having questions about city services, call taking for Police non-emergency CAD and Police Reports, service request (SR) creation, tracking and monitoring, service request training & reporting, and maintenance and operation of the Citizen Alert System
- The Technical Infrastructure Support Services Unit has a FY2010 Outcome Budget of \$5,355,000. The unit is staffed by 8 full-time city employee positions, and 23 full-time-equivalent contract staff. Functions of this unit of MOIT include: managing and maintaining the city government's technical infrastructure (i.e., WAN/MAN/LAN), staffing of help desk support functions, maintenance of the 800 MHz Emergency Radio System, support and services benefiting the CCTV program of city-wide cameras, and finally, email, internet, Blackberry, servers, network connectivity, security and access.

#### Budget Overview

The MOIT total budget (net of transfer credits) for FY2009 was \$14.3 Million. This amount was reduced to \$12.8 Million. The second round planning number within the FY10 outcome budgeting process was \$13.1 Million. MOIT will meet this second round budget target by eliminating 13 positions and adjusting some non-personnel related expenditures. Reaching the target will have serious detrimental impact on deliver of IT services to internal customers. Additional cuts are on the horizon in the area of Call Center staffing threatening again to hinder the ability of MOIT to maintain two shifts, seven days a week. At present, the elimination of an additional weekend shift is necessary.

#### List of Committee Recommendations for MOIT

- **Investigate the feasibility and efficiency of incorporating or absorbing information technology service responsibilities for all agencies into MOIT's infrastructure.** In addition, the Committee recommends a review be performed of all IT positions throughout the city agencies outside the control of MOIT, searching for opportunities to consolidate efforts without sacrificing the particular specialized technical needs of any agency.
- **Establish or determine a central coordination point for future installations and usage of fiber-optic cable within the City** so that efficiency can be maximized for the city used of fiber in future projects.
- **Reestablish the Information Technology Management Board.** This body can serve to identify cost saving opportunities within the city's IT structure.



- **Work to include greater use of newer forms of technology, such as Twitter and Nixel,** as a means for citizens to file complaints and register concerns, rather than relying solely on the 311/911 call system.

## **Baltimore Economic Recovery Team (BERT)**

The Baltimore Economic Recovery Team presented to the PSES Committee on February 3<sup>rd</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Ms. Jean Lewis, Deputy Director of the Mayor's Office on Criminal Justice and Jamie Kendrick, Deputy Director of the Department of Transportation were the co-lead presenters.

### Office Overview

The Baltimore Economic Recovery Team was established in March 2009 as a multi-agency team with the objective of maximizing the award, receipt and use of funds made available under American Recovery and Reinvestment Act (ARRA).

This group is charged with the following objectives:

- Ensure that ARRA funds are used on projects and programs that will serve Baltimore well now and for the future. The work group will recommend to the Mayor broad, overarching goals, connecting, where applicable, with existing plans and strategies (such as the Baltimore City Sustainability Plan and Comprehensive Master Plan) for how stimulus funds are allocated and ensure that all funding supports secondary and tertiary goals, residential/commercial growth, and energy efficiency.
- Serve as the City's clearinghouse for stimulus bill information. The Team will create a master list of funding opportunities and associated regulations and deadlines, identifying lead agencies and lead staff persons for every possible funding opportunity.
- Maximize job opportunities for city residents, especially youth employment, and identify skills training needs emerging from ARRA funding. The Team will create a mechanism for job seekers to learn about and connect with these job opportunities.
- Seek the best advice and ideas from citizens and partners in the human services, economic and community development communities. The Team will engage the City's residents, civic leadership and non-profit organizations in conversations about how to best and most quickly deploy stimulus funds.
- Aggressively pursue all opportunities for ARRA funds. The Team will ensure that Baltimore pursues every possible competitive funding opportunity and submits compelling applications for its projects. The Team will report regularly on the number and type of applications made for stimulus funds.
- Manage ARRA funds in an open and transparent manner. The Team will provide regular reports to the Mayor and City Council, State and Federal Delegations, and the public at-large on how funds are spent
- Track the outcomes of the ARRA funds awarded to the City and its partners. The Team will put in place a structure for agencies to report on the number of jobs sustained or created, long-term savings achieved, and other metrics necessary to comply with federal reporting requirements.

## Budget Overview

The Baltimore Economic Recovery Team is staffed by members of existing city offices or departments. Therefore, there is no separate allocated budget for the operational expenses of BERT.

All operating stimulus grant funds are administered through a mayoralty account assigned to BERT. Each grant is given its own separate sub-account. As of January 11, 2010, BERT reported that there was approximately \$671,000 remaining in unallocated appropriations. Any grants exceeding this amount will require a supplemental appropriation.

## Major Immediate Action Items Reported by the Department

The information in this section was provided solely by the presenting agency or department. These items are not necessarily supported as recommendations by the PSES Committee. If the Committee recommends that one or more of the department's self-reported action items be implemented, it will be reflected in the Committee Recommendations section.

In their submitted SWOT analysis, the Baltimore Economic Recovery Team communicated one major immediate action item which it deems ready to be taken.

The Team recommends that the status of Community Development Block Grants under the American Recovery and Reinvestment Act (CDBG-ARRA) projects soon be addressed with the Baltimore Department of Housing and Community Development (HCD) and the Baltimore Development Corporation (BDC) in regards to substituting new projects for approved projects. This action item includes the potential substitution of new programs for capital projects that are unable to meet ARRA deadlines and the substitution of neighborhoods in the façade improvement program.

## List of Committee Recommendations for BERT

- **Develop clear lines of accountability to ensure that all federal funds received are spent within the timeframe requirements of the federal government.** Additional efforts should be made to ensure that no grant dollars are left on the table due to failure to adhere to all grant requirements.
- **Identify and engage in best-practices for securing grant funding.** The Committee recommends that work be done to ensure that other city agencies whose work intersects with other established federal grant programs (e.g., homeland security grants) look at the processes and experience of BERT to determine if there are any best practices or lessons learned which can assist their agency in leveraging the maximum amount of federal grant awards.
- **Establish a clearinghouse for available grants to nonprofit organizations.** A system to effectively disseminate information regarding upcoming grant funding opportunities to non-governmental public service organizations will benefit the city by assisting non-profits develop projects that contribute in some way to the quality of life in Baltimore.

## **Baltimore City Department of Transportation**

The Baltimore City Department of Transportation presented to the PSES Committee on February 4<sup>th</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Mr. Alfred H. Foxx, Director, was the lead presenter for the department.

### Department Overview

The mission of the Department of Transportation (DOT) is to provide the City with a comprehensive and modern transportation system that integrates all modes of travel & provides mobility & accessibility in a convenient, safe and cost-effective manner.

The Department of Transportation is responsible for maintaining and repairing the lion's share of infrastructure in Baltimore. Its infrastructure inventory includes the following assets:

- 2,000 miles of roadways
- 7 miles of interstate
- 298 bridges and culverts
- 3,600 miles sidewalks/curbing
- 456 miles of alleys
- 72,000 street lights
- 1,300 signalized intersections
- 250,000 traffic /informational signs
- 5,770 parking meters
- 14,000 conduit manholes
- 3.7 million feet of conduit

It takes an equally large amount of people and equipment to protect and maintain the extensive amount of transportation assets in Baltimore. At its disposal, DOT has 1,526 employees, 18 facilities, and a fleet of 555 department vehicles.

The Department is led by a Director and two Deputy Directors who oversee six divisions, each with its own operational area of responsibility.

- The Administration Division provides general agency-wide leadership and provides critical support, planning and policy for the Department. The division's FY11 focus will likely be on the following items or actions:
  - Implement Department's Facilities Master Plan
  - Transition towing management and special event services to private contractors
  - Evaluate and improve agency sustainability practices
  - Evaluate and implement innovative finance & contracting procedures for capital projects
  - Consolidate/standardize agency wide data management practices
  - Create Civil Rights Compliance Unit
  - Establish agency wide succession planning
- The Conduit Division provides an accessible, controlled and documented underground infrastructure to support power distribution, communication and signal networks. Significant responsibilities of the Conduit Division include:
  - Planning and management project design and construction.
  - Negotiation of leases
  - Provision of inspection & maintenance services
  - Support of economic growth & development.

- The Transportation Engineering and Construction (TEC) Division is responsible for managing the engineering design and construction administration of capital improvement projects in Baltimore. TEC leverages several sources of funds to achieve its objectives, including Motor Vehicle Registration funds, Federal Transportation Funding, American Recovery & Reinvestment Act (ARRA) funds, County Transportation Bonds, and federal earmarks.
- The Traffic Engineering Division is responsible for providing efficient and safe flow of vehicular, pedestrian, and bicycle traffic in the City of Baltimore. Traffic Engineering is situated at the Transportation Management Center on Calvert Street. The division manages traffic flow along City streets, conducts safety studies, performs traffic calming studies for neighborhoods, and evaluates all permits affecting safety and traffic flow. Additionally, the division is responsible for maintenance and replacement of over 1,350 traffic signals.
- The Safety Division is focused on providing the essential service for safe & convenient means of travel throughout the City. There are five subdivisions within Safety: Parking Enforcement, Traffic Enforcement, Towing, Crossing Guards, and Safety Education.
- The Maintenance Division is wholly responsible for maintaining and preserving a safe and well-lit transportation network, road maintenance and facility repairs to our city's infrastructure. The Maintenance Division is one of the largest in the Department with 571 employees. Maintenance keeps up with repairing the entire fleet of 555 DOT vehicles from dump trucks to pickups to specialty equipment such as loaders and buckets.
- The Department of Transportation also maintains operational responsibilities for moving people through the Baltimore area, not just vehicles. Transportation assets and services planned, in development, or currently operating under the DOT umbrella include the following:
  - Red Line,
  - Harbor Connector,
  - Bicycle Master Plan,
  - Charm City Circulator,
  - Bayview MARC Station Planning,
  - Lombard & Pratt St bus lanes,
  - SE Baltimore Transportation Management Association,
  - Howard Street Corridor Enhancements, and
  - Ridesharing Assistance.

## Budget Overview

The Department of Transportation has a significant operating budget for FY10 of \$125 million. The vast majority (78%) of this budget comes from Motor Vehicle Revenue (MVR) funds.

The Department also controls an \$84 million capital budget for FY10. Approximately 1/3 (32%) of this capital budget originates as federal funds which are matched with local dollars. Additional sources of funding for capital projects include issuance of County Transportation Bonds, Developer contributions, Tax Increment Financing, Water Revenue Bonds, and some from the Conduit Capital Fund.

There are numerous revenue sources that feed the operating budget for DOT. The total estimated revenue for FY10 from these sources is \$57.8 Million. Sources for this money include red light cameras, towing revenue, conduit leases, payment of parking penalties, fines and collection of parking meter revenue. New revenue source for FY10 includes speeding camera fines—estimated to be \$4,000,000 for FY10.

## List of Committee Recommendations for the Department of Transportation

- **Endorse and support an increase in the state gas tax.** An increase of 5 to 10 cents per gallon would raise between \$23 and \$45 Million in annual revenue for the City of Baltimore. Baltimore City should also seek to ensure maintenance of its current allocation of Highway User Revenues.
- **Evaluate the feasibility of making changes to the procurement process to allow consideration of Design and Build on future projects.**
- **Advocate strongly for urban infrastructure maintenance and improvement at the state and federal levels.** Public awareness in this area will continue to rise as the nation and Baltimore City are confronted by the results of non-investment. Also, simultaneously advocate for every citizen as they use our infrastructure on a day in and day out basis.
- **Use technology to allow government to communicate with citizens in real time.** Baltimore should adopt a state of the art communication plan for emergency and urgent situations providing citizens with instantaneous status updates of public works situations.
- **Prioritize and maximize efficiency of all construction projects** by analyzing the “inconvenience factors” of a project such as hours per day construction limits. Limiting active work to only between 9 a.m. and 3 p.m. avoids a disruption to traffic but is also very cost inefficient in the long term.
- **Continue Operation Orange Cone as it has been a very successful program.** However, reexamine the use of lane miles as a primary metric for the Operation. The nature of using a two dimensional metric to measure road improvements gives an incomplete picture of what is being accomplished.
- **To increase transparency, provide the same type of information that the City publishes on its website for stimulus funding projects on its non-stimulus spending.** Make the information available on a user-friendly map of the city

detailing how many potholes were filled, how long it took to do the projects, how much has been spent thus far, etc...

- **Support legislation to change parking tickets from criminal to civil charges.** Legislation is currently proposed in the 2010 General Assembly session.
- **Continue the Department's program of improving signage and communications** to the driving public in new ways such as the Variable Message Signs.

## **Baltimore City Department of Public Works**

The Baltimore City Department of Public Works presented to the PSES Committee on February 4<sup>th</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Mr. David Scott, Director, was the lead presenter for the department.

### Department Overview

The Department of Public Works describes its mission as one to enhance and sustain a healthy quality of life for every citizen and customer. DPW attempts to achieve this mission by striving to provide efficient management of solid waste services, water, wastewater and stormwater systems, facilities, infrastructure and other assets.

DPW is functionally organized into six bureaus and departments. The overall presentation submitted to the Public Safety and Essential Services Committee consisted of information provided by a leadership representative of each bureau & department. The Committee heard from the following subdivisions of DPW: Solid Waste, Water & Wastewater, Human Resources, Fiscal Management, Information Technology, and Communications/Legislative Affairs. Each one of these subdivisions is further organized or divided into units that are responsible for portions of the overall DPW mission and role for the City of Baltimore.

The Bureau of Solid Waste Maintains the cleanliness of the City for residents, businesses visitors. Specifically, this Bureau performs waste, bulk, and recycling collection, boards and cleans vacant and abandoned properties, provides public right of way cleaning (including streets, alleys & vacant lots), and manages active and closed landfills. In addition, they provide leaf vacuuming services to designated neighborhoods, support community clean ups, provide graffiti removal, provides household hazardous waste collection and coordinates the Mayor's Spring and Fall clean-ups.

The Bureau of Water and Wastewater is responsible for the treatment and distribution of high quality drinking water for the Baltimore Metropolitan Region; collection and treatment of wastewater; and protection of surface waters throughout the City of Baltimore. In addition to providing water and waste water services for the City, this bureau also includes the Engineering and Construction Division as well as a Consumer Services Division.

The DPW Information Technology Center maintains the Department's local and wide-area network (LAN/WAN), the Customer Service Request (311) system, and the asset management, facility management, and project management systems. Some of the initiatives this division is engaged in include implementing a radio communication system for the major watersheds, establishing new positions for the Geographic Information System Center, implementing an on-line bidding system for construction projects, and supporting implementation of wide-spread field use of portable data devices for real time information updates to the 311 system.

The Communications and Legislative Affairs Divisions have equally broad sets of responsibilities as the other divisions within DPW. Communications develops messages and strategies to effectively communicate policy and operations, develops comprehensive, strategic communication plans for the department, and maximizes outreach to both internal and external customers. DPW Communications is also responsible for responding to media and other public information requests in a timely and accurate manner.



Finally, Legislative Affairs collaborates with the Communications Division to develop strategic advocacy, develop and advocate for legislation in the General Assembly, as well as track and respond to legislation affecting the Department at the federal, state and local levels. Legislative Affairs also fosters relationships with elected officials and support staff to understand positions and perspectives important to their constituents.

#### Budget Overview

The Department of Public Works' FY2010 budget is \$390 Million. The Department reports that it is on track to close the current fiscal year within budget. The steps that the Department has taken to achieve this result include five furlough days for employees, institute a freeze on vacant positions, close the Baltimore Public works Museum, and cancel some downtown cleaning contracts with the Downtown Partnership.

DPW's adopted FY2010 budget includes a 9% rate increase. The Department's total revenue projections of \$294M equates to a reduction in revenue of 4.7%. This is partly due to the fact that water consumption is down 10% in 2009. Debt Service to fund principal and interest on Water & Wastewater Revenue Bonds increased \$10.8M or 16% more than FY2009.

#### List of Committee Recommendations for the Department of Public Works

- **Immediately create a much stronger enforcement strategy for identifying and locating those engaged in illegal dumping.** In addition, the fines for those in violation of these laws should be increased exponentially, especially for commercial entities.
- **Develop and implement a comprehensive and strategic Water/Wastewater/Stormwater Infrastructure Management Plan for the City.** This Plan should have as a key component an aggressive approach to preventative maintenance.
- **Establish a Storm Water Revenue Authority within DPW.** Revenue collected by this Authority should be directed to stormwater management projects as required by MDE permit which would also serve the purpose of limiting adverse impact to economic development. Further proceeds should be directed to recycling and educational endeavors.
- **Explore utilizing benchmarking to compare current cost structures for collecting solid waste to ensure that the service to the residents is as cost-efficient as possible.** Also examine the feasibility and impact on efficiency of DPW becoming an Enterprise Fund.

## **Baltimore City Department of Finance**

The Baltimore City Department of Finance presented to the PSES Committee on February 18<sup>th</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Mr. Ed Gallagher, Director, was the lead presenter for the department.

### Department Overview

The primary mission of the Department of Finance is to safeguard the financial resources and ensure the financial integrity of the City of Baltimore through the development and implementation of sound financial policies and practices. The Department strives to achieve this mission by promoting and enhancing financial stability, improving efficiency and effectiveness of operations, and providing financial management leadership to agencies.

According to the current City Charter, the Department of Finance is charged with the following nine major functions:

- Budget preparation, monitoring and administration,
- Collection of all City taxes and other revenues,
- Investing and managing the City's cash and funds held in trust,
- Disbursing funds for services and goods rendered to the City,
- Accounting and reporting of all funds,
- Debt management, including policy development, issuance and servicing,
- Procuring supplies, services and equipment for most City agencies,
- Disposing of all surplus City property (excluding real property),
- Advising City agencies on risk management issues, employee safety, and in certain cases, obtaining and monitoring insurance policies

Reporting to the Director and Deputy Director, there are six bureaus or subdivisions within the department. These bureaus are functionally organized to handle all of the above Charter functions as well as other necessary and critical financial functions for the City.

The Bureau of the Budget and Management Research is mainly responsible for seven ongoing functions: preparing the preliminary operating budget for the Board of Estimates, formulating the proposed Ordinance of Estimates, reviewing the six year capital improvement program and capital budget, monitoring and controlling operating budgets, maintaining the City Administrative Manual, conducting fiscal policy research activities, and providing legislation analysis.

The Bureau of Revenue Collections collects all funds owed the City, bills property taxes and other receivables for the City, provides for the issuance of lien certificates for properties located in the city, and processes the transfer of all properties located in the city.

The Bureau of Treasury Management invests and manages the City's operating cash and all city funds held in trust. This Bureau manages all City debt (including its issuance and servicing), supervises the City's banking relationships and serves as staff to the Board of Finance. Lastly, the Bureau of Treasury Management serves as custodian of the City Seal.

The Bureau of Accounting and Payroll Services disburses all funds to pay for goods and services rendered to the City; pays, records, and reports on compensation and benefits due City employees; accounts for and reports on all City funds in accordance with generally accepted accounting principles; and processes and sends invoices for miscellaneous receivables that fall outside of the major tax and collections systems of the City.

The Bureau of Purchasing is responsible for procuring supplies, services, and equipment for all city agencies, providing printing and graphic services for agencies, and disposing of surplus City property (excluding real property).

The Office of Risk Management analyzes and administers the City's risk management needs, administers the City's Self-Insurance Fund, obtains recovery from insurers for loss or damage to City property, and administers the Workers Compensation, Safety and Loss Prevention programs.

#### List of Committee Recommendations for the Department of Finance

- **Examine the impact of reducing the City Entertainment Tax from 10% to 5%.** The current level far exceeds geographically competing rates (DC, Philly, etc.). Reduction of rate could increase total tax revenue attributable to ability to entice acts that currently omit Baltimore from their schedule.
- **In agreement with the Director of Finance's statement to the PSES Committee that *"We cannot cut our way out of this budget shortfall,"* the Committee recommends a thorough analysis be completed of all city property tax revenue contributions.** Roughly 33% of real property located in Baltimore City is non-contributing to the property tax. A formula should be developed whereby all non-religious based 501(c)(3) entities within Baltimore City contribute a share equitable to services rendered by the City on their behalf. Also, individual religious based 501(c)(3) entities should be reexamined for validity and eligibility.
- **Support an increase in the procurement threshold levels.** This would reduce the amount of administrative burden for smaller procurements and thus provide cost savings.
- **Implement a system for assessing heavy fines on negligent property owners with vacant properties which are not maintained properly.**

## **Department of General Services**

The Baltimore City Department of General Services presented to the PSES Committee on February 18<sup>th</sup>, 2010 at the offices of DLA Piper at the Mt. Washington Conference Center. Mr. Khalil Zaied, Director, was the lead presenter for the department.

### Department Overview

On July 1, 2009, the Bureau of General Services within the Department of Public works became a stand- alone agency separate from DPW and was named the Baltimore City Department of General Services.

The self-reported mission of the Department of General Services (DGS) is to provide efficient operation, maintenance and improvement of City owned buildings; effectively manage the City's fleet operations and facilities; provide for the engineering, design, management and inspection of City-funded construction projects; monitor City-wide energy use and the development of energy-efficiency improvements to City facilities; oversee the issuance and enforcement of Right of Way (ROW) permits; and manage property records, public and private, for all properties located within the City limits.

In addition to the Director's Office, Office of Fiscal Services, and DGS Human Resources, there are four divisions or sections within DGS that each has separate and distinct functions. Each Division is headed by a Chief, and focuses on achieving one aspect of DGS' mission. With less than one year as an independent department, DGS reports that they are in process of developing a comprehensive strategic plan.

The DGS Strategic Plan, due for completion in 2011, will review the Department's organizational structure, staffing, functions, responsibilities and budgets; develop short and long term goals and mission of DGS; identify the new functions roles, duties for managing and performing the expanded responsibilities of DGS, and; assess how DGS should be providing better service for the needs of the City government

The Fleet Management Division maintains over 5,800 pieces of motorized equipment, including Police and Fire Department vehicles and apparatus. This division is comprised of one central and 8 repair and fuel facilities, including two sites with car washes. One is currently in the process of being refurbished. Fleet Management is responsible for the following functions:

- All City fuel dispensing and management,
- Development of technical specifications for City equipment acquisitions,
- Providing resources to virtually every city agency, and
- Playing a crucial role in each agency's ability to provide services to the city of Baltimore.

The Facilities Maintenance Division is responsible for providing an environment that is clean, safe, functional and healthy for occupants and users of City-owned facilities. Facilities Maintenance responds to needed maintenance services and/or repairs by internal request, requisition, or by calling 311. The City owned and operated facilities managed and maintained by the Facilities Division include the following:

- City Government Offices
- Courthouses

- Recreation Centers
- Swimming and Wading Pools
- Parks Facilities
- Specialty Facilities
- Ice Rinks
- Various Museums
- Charter Schools
- Police Facilities
- Fire Stations

The FY10 Budget for the Facilities Maintenance Division is \$22.5M, which includes over \$15M for facility utilities expenses.

The Design & Construction Division of DGS is responsible for the development and management of the capital program for City facilities. The services the Division provides include the following:

- Development and maintenance of a Facilities Management System
- Delivery of Capital Programming for facilities
- Management of public Rights of Way (ROWs)
- Regulation and monitoring of Street Cuts in public ROWs
- Management and updating of the City's real property database.

The fourth division within DGS is the Energy Division. Energy has a budget of \$1.1 M and holds 15 full time positions. The Energy Division is responsible for implementing measures which are designed to achieve the following: Reduce energy cost and consumption; Displace fossil energy use; and Recover waste, both within municipal government facilities and the community.

#### List of Committee Recommendations for the Department of General Services

- **The Department of General Services should immediately conduct a comprehensive evaluation of city owned real property.** Within 60 days of this report, DGS should complete a comprehensive assessment and report on total square footage owned, square footage utilization rates, and the estimated market value of any unutilized balance. An effective exit strategy for disposition of under-utilized properties should be established within 90 days. Exit strategies should prioritize disposition (10%) to market rate development and exclude disposition to non-contributing entities.
- **The Department of General Services should immediately conduct a comprehensive inventory of city owned take-home vehicles.** Within 90 days of this report, DGS should complete an assessment of the number of take-home vehicles assigned to each agency and report on the cost effectiveness of deploying these vehicles in the current manner.
- **DGS should reduce minor privilege fees for outdoor dining, blade signs, etc.** These are positive uses of the right of way, which we should encourage.

- **DGS should not hesitate in ensuring that DPW, contractors, and utility companies properly restore streets and sidewalks after digging.** There are lots of examples of substandard patchwork on roadways.
- **Examine the current practice that requires the Police Department to rent police vehicles from DGS.** This budget line item alone is over \$10,000,000 for the Police Department.
- **Examine the impact and extent of fleet transfer costs which appear to be excessive.**
- **Explore a more cost effective method of servicing fire apparatus**—possibly a mobile minor repair and maintenance unit to service vehicles at their station instead of taking them out of service all day. Currently, apparatus is taken out of service all day for some maintenance procedures that take only minutes to complete.
- **Reexamine the effectiveness of the current preventative maintenance (PM) protocol for all police vehicles.** Decrease the number (estimated at 15%) of the Police Department's marked and unmarked police vehicles that are out of service on any given day.
- **Examine tasks and functions now performed by DGS which were once done by DPW and DOT for any redundancy.** Specifically, look at the inspection of Right Of Way projects and the administration of who uses the city's conduit.
- **Reexamine DGS utilization of outside companies for providing housekeeping and security services for city buildings.**
- **DGS should clarify the scope of the DGS Energy Office.** The Committee also recommends exploring the creation of an Energy Commission to work toward green sustainable energy programs while remaining cautious in investment or partnerships in developing green technologies that are not well-established.

## **Recommendations of the Committee Non-Specific to an Agency or Department**

During the course of our work, the Public Safety and Essential Services Committee identified certain items, which although determined to warrant further action or examination, are not specific to one agency. In some cases, committee members identified a recommendation for one agency which, upon further discussion, appears suitable for application to additional agencies.

These items are provided to the Transition Leadership in this additional section to preserve their opportunity to be heard by the Administration as well as the potential that appropriate action be taken.

- Efforts should be made to assist all city agencies and departments with strategies and programs that increase or improve recruitment, training and retention of city residents for city jobs with emphasis on African Americans, Hispanics, and women.
- Efforts should be made to empirically quantify all areas within city government to identify replication of responsibilities and pursue an aggressive consolidation strategy, reducing duplication of personnel, functions, services, and facilities.
- When it is financially prudent to do so, the City would benefit greatly by a comprehensive reassessment of the City Charter. Many of the agencies commented on rules in the Charter that are restrictive. No private business would be held to a business model written in the 1800's that was updated once in 1965 and again in the 1980s. The world is changing too fast.
- Create and institute an electronic client/customer feedback survey system to address the effectiveness of those who come into contact with city employees.
- Consideration should be given demanding a larger percentage of State Lottery Funds be allocated to the City of Baltimore because city residents lose a disproportionately larger amount of their income by playing lottery games than non-city-residents.
- Consideration should be given to the feasibility of imposing a commuter tax upon city employees who are not residents of Baltimore. A disproportionate number of City employees do not live in the City.
- Ask MOIT to create transparency for the Baltimore City Council by placing information on the City Council website that will allow citizens to easily review how city council members introduce and vote on bills for at least a 5-year period.
- City should develop a strategy to divest from or rehabilitate the thousands of boarded homes owned by the city. Numerous problems and challenges emanate from these boarded homes, e.g., fires, homeless acquiring refuge, addicted community utilization, eye sore from trash and growing weeds, and the lack of snow being removed.
- All city agencies, where possible, should develop internship programs for Baltimore City high school, community college & university students.

- Create a pool of volunteers through a Mayor's office on Volunteerism, where volunteers could sign up at a central location and be assigned to agencies and communities based on their skills and interest.



## **Public Safety and Essential Services Team Bios**

Ronald Addison works as a subcontractor on Defense Department contracts as a trainer and consultant for the Installation Protection Program. A Navy Veteran, Mr. Addison, is the former Homeland Security Director and Emergency Manager for the City of Baltimore.

Peter Auchincloss is President of Watermark Corporation, a mid-Atlantic environmental sales and consulting services firm. He is an Elder with Dickey Memorial Presbyterian Church and remains active in the Dickeyville Community Association where he is past President. Mr. Auchincloss is also former Chairman of the Baltimore City Planning Commission.

Jack Baker is President of the Southern District Police and Community Relations Council. During his 18 years of public service for the City of Baltimore, Mr. Baker has received numerous achievement awards from several organizations including official recognition by the Baltimore City Mayor's Office, Baltimore City Council, and the Baltimore City Police Department.

David Brummett is the Program Manager for the Baltimore Urban Area Security Initiative. A licensed attorney, Mr. Brummett is an employee of the University of Maryland Center for Health and Homeland Security, a non-profit consulting group providing range of services improving the security and emergency preparedness of government and other institutions.

Dr. Marvin L. Cheatham, Sr. holds the position of the 17th President of the Baltimore City Branch of the NAACP. Dr. Cheatham's longstanding career in public service includes 16 years of service to the Baltimore City Election Board, and a Lifetime Achievement Award from the New Light Leadership Coalition. Having earned his Doctorate Degree from Sojourner-Douglass College, Dr. Cheatham is also the Past President Maryland Association of Election Officials, Past President of the Baltimore Chapter of the Southern Christian Leadership Conference and Past National Director of Social Action for Phi Beta Sigma Fraternity.

Robert Cherry, Jr. is the current President of the Baltimore City Fraternal Order of Police (FOP) Lodge #3 and has been employed by the BPD for the past seventeen (17) years. Detective Cherry is a 1990 graduate of Boston College and resides in Baltimore City.

Brenda Clayburn is the current President of the City Union of Baltimore (CUB). Ms. Clayburn holds office for this organization which is responsible for representing police dispatchers and other city employees.

Anthony L. Dawson is the President of the Belair-Edison Community Association. Retired after 25 years of service with the Maryland Division of Corrections, Mr. Dawson's current responsibilities include leadership of public safety initiatives, membership drives and neighborhood projects for the community of Belair-Edison.

Pierce Flanigan is the president of P. Flanigan and Sons. He is the fifth generation of his family to lead this Baltimore-based transportation infrastructure company. Mr. Flanigan earned his MBA from the University of Baltimore and serves on the Board of the Parking Authority of Baltimore City.

Kirby Fowler is currently President of the Downtown Partnership of Baltimore and the Executive Director of the Downtown Management Authority. Prior to joining The Partnership, Kirby was Of Counsel to Ballard Spahr Andrews & Ingersoll, LLP, where he represented clients in litigation and non-litigation matters involving land use, zoning, permitting, economic development, employment law, administrative law, and contracts.

Wendell France has recently been appointed as Commissioner for Division of Pretrial Detention and Services, overseeing the operational oversight for the Baltimore Central Booking and Intake Center, Pretrial Services, and the Baltimore City Detention Center. Prior to becoming Commissioner, Mr. France held an appointed position as the Assistant Commissioner for the Eastern Region of the Division of Correction. Mr. France has over 39 years of law enforcement, correctional, and criminal justice experience. He holds a Masters degree in Management at the John Hopkins University.

Mel Freeman is the Executive Director of the Citizens Planning and Housing Association in Baltimore. Mr. Freeman is a long-time resident of the City of Baltimore.

Stephan Fugate is the current President of the Baltimore City Fire Officers Local 964. Mr. Fugate is also a 35 year veteran Captain of the Baltimore City Fire Department and Chairman of the Board of Trustees of the Fire and Police Employees Retirement System.

Edward Gallagher currently serves as Director of Finance, and has worked for the City of Baltimore for nearly 30 years. Prior to joining the City as a Budget Director in 1983, Mr. Gallagher also held financial management positions in New York and Iowa. In 1992, Mr. Gallagher received the Janet L. Hoffman Award for Local Public Service from the American Society for Public Administration.

Gladys Gaskins is the Director of the Baltimore City Department of Human Resources. Ms. Gaskins has over 20 years public sector experience at both local and state levels. She is the Chair of the Baltimore Benefits Commission and past member of City of Baltimore Health Insurance Advisory Committee.

Kenneth A. Goon is an Associate at RK&K, a multi-disciplinary consulting firm headquartered in Baltimore. In addition to his work in the private sector as an engineering consultant, Mr. Goon has also served the citizens of Maryland as the Director of Planning for the Maryland Transit Administration.

Raymond A. Hanna serves as the Protective Security Advisor (PSA) for the U.S. Department of Homeland Security, Baltimore District. In this capacity, Mr. Hanna facilitates, coordinates, and provides vulnerability assessments, training, and protective tools for local critical infrastructure and assets. Mr. Hanna also acts as a physical and technical security advisor to local, state, and federal law enforcement agencies, as well as in the private sector. Mr. Hanna is retired from over 22 years of service with the U.S. Secret Service (USSS), where his duties included tenure as a Special Agent and Supervisory Special Agent.

Martin G. Knott, Jr. is the President of Knott Mechanical Inc., a family-owned HVAC and Plumbing Services Company established in 1971. His primary responsibilities for Knott Mechanical include new business development and contract management.

Jim Marcinko is the Operations Director for WM Recycle America, a division of Waste Management established over 20 years ago as a long-term venture which handles over 55 million tons of recyclable commodities.

Richard McKoy is the former Civil Defense Director and Emergency Manager for the City of Baltimore. Mr. McKoy has worked with SAIC as a subject matter expert performing preparedness exercises on military bases throughout the United States.

Glen Middleton is the Executive Director of AFSCME Maryland Council 67. AFSCME Council 67 represents thousands of non-certified employees across the State of Maryland.

Fred Mirmiran is the President of Johnson, Mirmiran & Thompson, a multi-disciplined consulting firm founded in 1971 to provide planning, site and civil engineering and survey services to a diverse set of public and private clients.

V.R.F. Constantine Moralis is Cathedral Dean of the Greek Orthodox Cathedral of the Annunciation in Baltimore.

Monsignor Damien Nalepa is a priest of the Archdiocese of Baltimore and the Pastor of St. Gregory the Great Church. Fr. Damien currently also serves part-time as the Catholic Chaplain at the Baltimore City Detention Center. A native of Pittsburgh, he has served all of his 40 years as a priest in Baltimore in Urban Ministry. In recognition of his contributions to the Archdiocese and the Baltimore community, Fr. Damien was bestowed the title of Monsignor in 2006 by Pope Benedict XVI.

Sam Redd is the Executive Director of Operation PULSE (People United to Live in a Safe Environment) in Baltimore. Mr. Redd's public service demonstrates a commitment to providing a safer environment and improving the quality of life for the people of Baltimore City.

Bishop L. Robinson (Co-Chair) served as the Commissioner for the Baltimore Police Department from 1984-87. First joining the Department in 1952, Mr. Robinson rose up through the ranks and became the first African American to be named Baltimore Police Commissioner. He also represented the Baltimore Police Department in the founding of NOBLE, a national organization of African American police officers from various American cities in 1976. The Department's Administration Building on Fayette Street is dedicated to Mr. Robinson in recognition of his distinguished career of public service.

Mary Sloan Roby serves as the Executive Director of the Herring Run Watershed Association. Calling Baltimore City home since 1981, Ms. Roby is the former Administrative Coordinator of the City Parks Alliance, a national urban parks advocacy group. Active regionally in storm-water advocacy efforts, Ms. Roby was a founder and President of the Friends of Patterson Park and is currently a Board Member for the Baltimore City League of Environmental Voters.

Robert Sledgeski is President of the Baltimore City Firefighters Local 734. He has over 35 years experience as a Pump Operator for the Baltimore City Fire Department and served on FEMA's Blue Ribbon Panel to review the U.S. Fire Administration.

Nancy K. Smith (Co-Chair) is the Major Gift and Government Relations Officer of the Maryland Food Bank working closely with corporations, individual donors, and elected officials at the local, state, and federal levels. A native of Kansas City, Missouri, but a Baltimore resident for 20 years, she has worked with many non-profits in the Baltimore area, serving as a chief consultant on issues such as governance, fundraising, and public relations outreach. Ms. Smith also served as campaign director for the Maryland Science Center, where she successfully concluded a \$43 million capital campaign for the Center's expansion.

Hector Torres is President of Prosaber Consulting, an Emergency Management Consulting Firm. Mr. Torres' service in the public sector includes positions as the Executive Director for the Maryland Governor's Commission on Hispanic Affairs as well as Public Information Officer and Battalion Chief for the Baltimore City Fire Department.

Ralign Wells serves as Administrator of the Maryland Transit Administration (MTA), a leadership position he earned through over a distinguished 20 year career at MTA. Before being appointed Administrator, Mr. Wells was Deputy Administrator for Transit Operations with responsibility for over 2,200 unionized and management employees.

Herman Williams Jr. has proudly served the citizens of Baltimore City for over 47 years. During his distinguished career, he served as the Chief of the Baltimore City Fire Department from 1992-2001, as well as Commissioner for the Baltimore City Department of Transportation for four years. Chief Williams has held leadership positions with numerous public service organizations in the Baltimore area, including 18 years as the Chairman of the Board for the Municipal Employees Credit Union.

Nathan Willner is Of Counsel, at Lyons, Doughty & Veldhuis in Owings Mills. He is General Counsel to Shomrim of Baltimore, a volunteer citizen's response organization, and is an officer of the Baltimore Jewish Council.

**RAWLINGS-BLAKE TRANSITION TEAM REPORT**

**APPENDIX B**

**ECONOMIC DEVELOPMENT AND JOBS COMMITTEE**

**FINAL REPORT**



**RAWLINGS-BLAKE MAYORAL TRANSITION TEAM  
ECONOMIC DEVELOPMENT & JOBS COMMITTEE**

**FINAL REPORT  
MARCH 2, 2010**

**Donald C. Fry, Co-Chair  
Paul Taylor, Co-Chair**

**Molly Moyer, Staff**



## **Introduction**

The Economic Development and Jobs Committee was charged with overall assessments of Baltimore City's economic development and jobs strategy, the identified mission or role of the assigned departments, weaknesses or gaps in the current structure, and short and long term steps to address the concerns identified.

The overwhelming consensus of the Economic Development & Jobs Committee is that economic growth and job creation will continue to be a challenge for Mayor Stephanie Rawlings Blake until the following are addressed:

- 1) The City of Baltimore lacks a clear defined vision of economic development and job creation guiding its future growth.
- 2) No comprehensive strategic plan has been developed or adopted to plan or direct economic development and job creation efforts.
- 3) No single entity in city government has been identified as the agency/department that "owns" the economic development responsibility (strategic planning or implementation).
- 4) A comprehensive plan must be adopted in collaboration with economic development stakeholders to ensure that educational, vocational, or skills programs match to the needs of the industry sectors identified in an economic development vision or strategy. This plan must include current industry sector strengths and additional industry sectors identified for future growth.
- 5) There has been a failure to take stock of our assets, physical and human, as a part of our economic growth efforts. Baltimore's quality of life is a critical component that must be considered in economic development growth plans.

The Mission of the Economic Development and Jobs Committee:

- The Economic Development and Jobs Committee will recommend ways to attract capital investment, development and new job opportunities for all citizens while recognizing City Government's limited resources.
- The committee will conduct a comprehensive review of all assigned city agencies and functions to ensure that all public funds are used in the most effective and efficient manner.
- The committee will review the ethics practices and policies presented by each agency head.
- The committee may also explore new policies and develop initiatives to encourage job creation and workforce development in the face of declining revenue streams.
- The committee co-chairs should clearly establish budgetary priorities and recommend potential reductions based on the input and critiques of the committee.
- The committee should list issues for future consideration and discussion.

The Guiding Principles of the Economic Development and Jobs Committee:

- Baltimore must have a strong and diversified economy that provides employment opportunities for residents.
- Protect programs and initiatives that facilitate or create job opportunities for city residents.
- Baltimore City Government must play an important role in creating new jobs for all city residents through open and transparent regulatory practices and incentives.
- We must increase efficiency and effectiveness, ensure transparency and ethical conduct, increase intergovernmental cooperation, and explore new public/private partnerships.
- The ultimate goal of economic development is to increase the city revenue base and provide more job opportunities for city residents.

The City departments within the scope of analysis for the Economic Development and Jobs committee:

- Baltimore Development Corporation
- Mayor's Office of Employment Development
- Planning Department
- Department of Housing and Community Development
- Parking Authority
- Visit Baltimore
- Baltimore Convention Center
- Board of Municipal & Zoning Appeals
- Mayor's Office of Minority and Women-Owned Business Development
- Baltimore Economic Recovery Team

The Economic Development and Jobs Committee met with each of the assigned department's leaders and top staff and received written briefing materials from each department as well as materials provided by transition team leadership.

The Committee engaged in a question and answer session with each department seeking to ascertain the department's mission or role in economic development and jobs.

The report makes recommendations on ways to increase opportunities for capital investment, development and new job opportunities for all citizens while recognizing City Government's limited resources.

The committee reviewed the ethics practices and policies presented by each agency.

The committee realized new policies and initiatives that would encourage job creation and workforce development in the face of declining revenue streams.

The committee met with the Budget Chief for Baltimore City to identify budgetary priorities and recommendations. The current mechanism to achieve the Mayor's budgetary priorities (outcome budgeting) seems to be working well, and when aligned

with an overall economic development strategy, will help to achieve the overall budgetary and economic development goals of the City.

The Committee, or selected members of the Committee, remain willing to become involved in more extensive reviews or studies as deemed appropriate or needed by the Transition Team leaders and/or Mayor Stephanie Rawlings-Blake.

### **Overall Observations and Assessments regarding Economic Development Efforts**

Currently, no clear single definition of “economic development” exists and it is not readily apparent who “owns” economic development efforts on behalf of the city. It became apparent that no single agency is charged with carrying out an overall economic development strategy for the City with measurable goals. No single agency is charged with leading overall economic development. Typically economic development can be described in terms of objectives. These are most commonly described as the creation of jobs and wealth, and the improvement of quality of life. Economic development can also be described as a process that influences growth and restructuring of an economy to enhance the economic well being of a community.

There are numerous components of economic development that need to be considered and incorporated in an economic development strategy. Quality of life is a key component that should not be overlooked when developing a vision or strategy for the city.

A key to economic development and growth for Baltimore City is to create job opportunities and to improve the quality of life so as to encourage people to live and work in the City. The City of Baltimore Department of Planning developed a Live, Earn, Play, Learn Comprehensive Plan that should be adopted and fully implemented as part of any vision and strategic plan initiatives.

There needs to be a focus on the growth of the city, increasing the number of businesses that are growing and locating in the City, and increasing the City’s jobs base.

Education is the foundation of economic growth and jobs. The availability of a well educated and highly skilled workforce is critical to attract and retain businesses in the City of Baltimore. A significant portion of Baltimore citizens do not possess the necessary education and/or skills needs to qualify and compete for available job opportunities. Although tremendous strides are being made in the Baltimore City Public Schools in recent years that will assist with this challenge in future years, a large percentage of Baltimore City residents of working age have been left behind. Efforts must be taken to enhance adult educational and vocational/apprenticeship programs to qualify these residents for current and future employment offerings. Increasing the educational and skills qualifications of adult city residents is a key component of economic growth for Baltimore.

The City's economic development strategy should focus on the industry sectors that currently have a strong base in Baltimore and are likely to expand. These sectors include the port, health care and bio sciences. Additional focus should be directed to new or emerging industries such as energy and cybersecurity. This will ensure that Baltimore is competitive and will emphasize the need for a highly trained workforce in those sectors.

No single cohesive plan or economic development strategy exists that is woven through the various departments that have a role in economic development. Such a plan should take into account how the business climate in the local community supports business development. A good business climate allows businesses to conduct their business affairs with minimal interference while accessing quality inputs and customers at low costs.

Current structure (or lack of structure) has resulted in a lack of coordination and too many "silos."

It is imperative for the city to define economic development, to create a cohesive economic development strategic plan formulated by public and private sector stakeholders including an implementation plan with measurable outcomes and accountability.

In the planning of an economic development strategy it is essential to include stakeholders that are investing (or are going to make investment) in the city and taking the financial risk associated with the investment.

The basic components in establishing the goals for an effective economic development strategy are relatively simple:

- How do we keep businesses and people currently in Baltimore City?
- How do we attract more businesses and people to Baltimore City?
- How do we ensure that Baltimore is a good place to do business?

Review of the departments did not reveal a single department that was pro-active in attracting and retaining business to the extent needed. BDC is more reactive than pro-active in business development. Although BDC has a retention and expansion committee that predominantly focuses on lease renewals, the business development component doesn't enjoy the focus that it needs under the current BDC operations for the city to grow and prosper.

Development in the City should follow a plan, not the other way around. BDC projects should be consistent with planning objectives. There needs to be more coordinated planning among the agencies with regards to economic development.

An economic development strategy helps frame the Mayor's platform.

The city's economic development efforts must be articulated from City Hall (Mayor Stephanie Rawlings-Blake). The Mayor needs to be the chief advocate for the city and its strategy. The Mayor needs to empower the appropriate city departments to implement the strategy and they must be held accountable for its successful implementation.

A culture needs to be created that accepts the premise that businesses and development are good for the city – providing job growth and an expanded tax base – subject to the city's due diligence and reasonable and predictable regulation. Currently, the perception is that the city looks to business to overcome a burden of proof that the business (jobs and tax base) will be a benefit to the city and its citizens.

Issues exist with interagency communications and updating technology systems within some of the agencies. There is a lack of updated technology and integration of technology throughout the city agencies. Inefficiency from outdated information technology limits key agencies.

Business processes within the departments are outdated.

The Procurement Approval Process Study conducted by the Baltimore Efficiency and Economic Foundation analyzes the procurement process in Baltimore City and compares it to other cities around the state and the nation. A team should be appointed to identify possible efficiencies to be gained and competition to be increased by modifying the procurement process.

The Mayor should encourage the highest spirit of service amongst City employees, and appoint the most competent management across city agencies. This spirit of service does not increase the budget, but can have a dramatic effect on economic development. Customer service training across the agencies is recommended with emphasis going to those agencies where the line staff interacts directly with the public. Some measurement mechanisms should be put in place to help the agency monitor its progress.

The Mayor should consider adding a training component designed to make the City's process more service oriented and more customer friendly. This should be a service where City employees are helpful and encouraging to businesses. The process needs to have a sense of urgency. Special attention should be given to those individuals who are directly involved with permitting and licensing processes. The training component should include:

- Assessing the customer service requirements
- Developing an action plan for improvement
- Leadership management training
- Skill-based customer service training to employees
- Creating a customer service mentality

The Central Business District is experiencing significant commercial vacancies and underutilization. Attention must be given to this area to ensure the future viability and vitality of the downtown core. A prioritization of capital funding for this area may be appropriate.

The Mayor and City Council of Baltimore is the title owner to a large amount of property holdings. Although titled in the name of the city much of the property is controlled by either Housing or Baltimore Development Corporation. The Comptroller also has a significant role in real estate according to the City Charter. Many of these property holdings are surplus property and should be offered to the private sector and transferred to the property tax rolls of the city. Other properties are appropriate for public use and should be retained by the City. There is a considerable question as to the City's procedures for handling and disposition of the property including the city department that exercises the ultimate decision of the highest and best use of the property and the best value for the City of Baltimore.

The Committee recommends that all properties should be inventoried, studied, and evaluated to determine which properties are needed for public use and/or economic benefit of the city. Properties that are not needed for public use or is needed for the economic benefit of the city should be offered to the public in an open and transparent fashion (i.e. - utilizing the internet and other forms of technology).

The city should consider establishing written and transparent protocols to determine which city department has authority and discretion over the holding and disposition of city owned lands.

Arts and Culture pumps energy into our citizenry and our economy where Baltimore City is home to the richest and oldest institutions and many emerging young entrepreneurs. The non-profit arts and culture industry generates economic impact in the form of jobs, communities, education, tourism and civic responsibilities.

The City should identify ways to support these organizations and attract artists and other workers at cultural venues to live in Baltimore to maximize the economic impact of these venues.

In addition, events sponsored by the Baltimore Office of Promotion and the Arts, contribute to the life and economy of the City. Artscape showcases regional artist and transforms our streets into the largest free arts festival in the country with an economic impact of over \$25,000,000. The City should identify ways to utilize programs like these and others for economic development to its fullest potential.

### **Short term actions:**

**Conduct a study, including business focus groups and a review of Citi-Stat data, to answer a critical question – “What is it like to do business in Baltimore City?”**

The study should consist of the following:

- A survey of businesses to identify the issues and barriers related to doing business in Baltimore (i.e. the regulatory process, the permitting process)
- Focus groups of businesses located in the City and business who chose to locate outside of the City
- The goal of the study is to find out how to make it easier to do business in Baltimore and how City policies can be more business friendly

**Mayor Rawlings-Blake should aggressively engage in an outreach effort to businesses located in Baltimore City – large and small. Outreach should be in the form of individual meetings as well as group sessions.**

The purpose of outreach:

- Introduce Mayor to businesses that have chosen to invest in the city
- Thank businesses for their investment in the city and express desire to help them prosper. Make them feel appreciated for their commitment to the city and its future.
- Listen to owners/managers of businesses located in Baltimore – this is the primary reason to meet – LISTEN
- Don’t ask for anything specific of business other than the importance of needing everyone – government, citizens, and business to help overcome the financial and policy challenges facing the city. Do not make any specific “asks.”

### **Create a Mayor’s Cabinet on Economic Development**

The Mayor’s Cabinet should be headed by the Mayor or a top level designee. Other members should include:

- President, Baltimore Development Corporation
- Director, Department of Planning
- Director of Permit Division of Department of Housing and Community Development
- Director, Mayor’s Office of Employment Development
- Director, Mayor’s Office of Minority and Women Owned Business Development
- Director of Finance
- Deputy Mayor, Economic and Community Development
- Director, Department of Finance
- Director, Department of Public Works
- CEO, Baltimore City Public Schools

### **Other agencies should be utilized as needed:**

- Live Baltimore
- Baltimore Office of Promotion and the Arts
- Visit Baltimore

- Small Business Resource Center
- Public Safety representatives
- Local Colleges and Universities

Matters of Consideration of the Mayor’s Cabinet on Economic Development:

- Quarterly meetings to overview and strategize on economic growth initiatives for the City
- Opportunities for Economic Development
- Obstacles to Economic Development efforts
- New big sector opportunities
  - Energy
  - Cyber-security
  - Expansion of Health Care and Bio-Science
- Geographic Opportunities
- Developing advocacy for business within city government
- Establishment of metrics of economic development success:
  - Jobs created
  - Permits Pulled
  - Establishing accountability within city departments of a business friendly attitude
- Define Economic Development for the City (pending efforts on restructuring of economic development in Baltimore – see below)
- Work to develop a strategic economic development plan for the City
- The focus of the Cabinet needs to be visionary and strategic
- The Cabinet should actively engage the business community leaders in advisory roles

The Economic Development Cabinet could be created by an executive order and would initially be a sub-member of the Mayor’s cabinet. In addition, the cabinet should also include State, regional and private sector partners. State partners should include DBED and the State Department of Planning. The private partners should include GBC, the Downtown Partnership and the higher education system, just to name a few.

The cabinet would be charged with setting goals to build a sustainable economy. The strategy should incorporate a plan to stimulate neighborhood vitality, foster urban innovation and maximize competitiveness. Using tools to review trends in development, this cabinet will benchmark and evaluate Baltimore’s progress through a series of quantitative and qualitative measures.

These measures will include:

- Business Attraction and Recruitment
- Business Climate
- Business Retention and Expansion Clusters
- Downtown Development
- E-commerce



- Economic Development Finance
- Infrastructure
- Neighborhood Economic Development
- Housing Development
- Real Estate Development
- Quality of life
- Small business development
- Innovation Development
- Smart Growth
- Sustainable Development
- Tourism
- Port-related services
- Workforce Development
- Transportation Development

**Conduct a “Neighborhood/Community” based business forum and create a Mayor’s Small Business Strategy.**

Baltimore has many positive attributes that could attract smaller, emerging business to locate in the City. From traditional small businesses such as insurance offices and hair salons to new-economy businesses focused on technology and its application, strong neighborhoods, relatively low cost of living, and growing entrepreneurial class should be appealing factors to small businesses.

Most new jobs in most local economies are produced by small, local businesses. The great majority of these jobs are created by the 3%-5% of companies that are high growth. It is important to cultivate and nurture these companies.

At the national and state levels, there is a clear recognition that small business is the most fundamental economic engine, but the City has not taken a comprehensive look at how the City is perceived by small businesses and what can be done to attract and retain them. The Small Business Resource Center provides valuable assistance to small businesses, but is not charged with assessing the City’s overall small business development strategy. Similarly, BDC’s Main Streets program provides support to businesses in designated areas. Neither is a substitute, however, for a citywide strategy to “make Baltimore a great place for small business”. Any economic growth strategy should include a Small Business Strategy.

As a first step, the Mayor should convene a “forum” or “summit”, with a broad list of invitees. Co-sponsors should include the GBC and/or other business organizations. A number of relatively new groups could play an important role (e.g. Ignite Baltimore). The agenda should focus on identifying the issues facing small businesses in Baltimore and determining what existing incentives and disincentives affect their location and/or expansion here. The agenda should also focus on finding “best practices” from other jurisdictions.

**The City's economic development efforts must include identification of the education and skill sets needed by industry sectors that have been targeted as potential growth sectors for the City and implement programs to provide city residents with the requisite educational background and skill sets required to meet the demands of those new employment opportunities.**

Baltimore should invest in the development of its workforce by incorporating apprenticeship training into public works projects that will provide people with careers. This integration will allow Baltimore citizens not only to work on a house or a project, but to be able to afford a house, be a taxpayer and give back to the community that has given to them.

The Baltimore Building Trades runs successful apprenticeship programs that provide an opportunity for a *career* in the construction industry. Each trade within the Baltimore Building Trades has an apprenticeship program attached to it. Apprenticeships can last from three to five years. This program will result in high-quality workmanship on public works projects that will be completed by workers who are trained to do the job right the first time.

Economic development needs to include a connection between economic development projects, development review and permitting. Using existing resources, Baltimore can develop and institute a dynamic tool in its economic development toolbox through a customized interactive "Fast Track" process to accelerate the review, approval and permitting of significant job creation development projects. Time is money for business and government. The development of an effective one-stop shop for permitting would gain the city a reputation of a business friendly place to do business. The only way either strategy becomes effective is through strong executive leadership.

**The city should have a complete "one stop" office for permits, applications, approvals, etc. for people trying to open new businesses.** This facility should be centrally located and have easy and inexpensive parking for the applicants (not for the employees). There should be an expeditor type person to greet customers, direct them to the proper places and make the task of opening or expanding a new or existing business easy. All services should be under one roof so that applicants don't have to move their cars and go to 3 or 4 buildings in the city to get these things done. (Currently, people have to go to the Benton Building, the finance department, the trader's license office, state department of taxation and assessments, sometimes to the health department, liquor board, and other agencies.) People should be greeted and treated as if they were customers in a department store or other retail business. The need for a one stop shop system, where building and other permits can be applied for, tracked, and issued centrally, is apparent – for a more efficient, time-saving, and cost-effective process.

The Rawlings-Blake Administration should expand the "one stop shop" concept by applying it more broadly to the overall project review and approval process, beyond just building and other basic permits. The City should centralize and coordinate review of as many projects as possible -- and certainly major development projects -- to create these

efficiencies. Qualifying projects should meet with a designated inter-agency project team, whose role should be to (i) help the developer determine what governmental approvals or actions are necessary, and (ii) help facilitate those approvals. This function is performed is correctly performed *ad hoc* and not institutionalized.

A lead individual should be assigned as a project resource and ombudsman, to help move the project along and to help business negotiate the maze of permitting and government approvals.

It is critically important that the Mayor's Office emphasize to all agencies that the lead agency (BDC) and the lead individual have some authority to play this role and will be reporting regularly to the Mayor's Office on status. It is particularly difficult for any agency to drive its sister agencies, let alone for a quasi-public like BDC to do so. Therefore, a pre-emptive and continuing Mayoral message is agency critical.

An alternative would be for a direct report to the Deputy Mayor for Economic Development to play this role, thereby clearly invoking the authority of the Mayor's Office.

The goal of the one stop shop system should be to institutionalize the message to potential developers, at least for projects included in this process, that Baltimore wants them here and will work closely with them to bring projects to fruition – in short, that Baltimore is a good place to do business.

### **Long Term Actions:**

Appoint a task force or request a business organization (Greater Baltimore Committee) to conduct a comprehensive study of current “best practices” and organizational structures of urban economic development departments.

Goal – To review best practices of other urban cities, examine developing trends in the economic development industry, and to make recommendations to restructure Baltimore City's Economic Development operations.

The study should include a review of:

- Organizational structures of modern day urban economic development operations:
  - Private sector operation
  - Quasi-governmental operation
  - Public sector
- Best practices for the development of economic development strategy
- Process for identification of business development opportunities both current and future trends
- Explore innovative economic development financing programs
  - Creation of outcome measures and accountability for economic development departments/organizations

- Best practices for balancing transparency in the public’s interest with protecting “proprietary and financial” information of business interests
- Best practices to ensure ethical standards
- Create a Business Roundtable that meetings regularly with the Mayor
- Strengthen the relationship between the Mayor and the Business Community
  - Identify ways in which the business community can engage in the City
  - Create a permanent connection between the private sector and the City
  - Seek opportunities to engage private sector, not for profit sector, and foundations/higher education institutions in short term tasks for the City.

**Agency Observations and Recommendations:**

**Mayor’s Office of Minority and Women Owned Business Development (MWBD):**

Consider eliminating the City MBE/WBE certification process and instead rely on State certification process through MDOT. City already accepts MDOT certification decisions. The monetary savings and increased efficiencies can be used to increase the enforcement of WBE/MBE regulations.

Simplify MBE/WBE forms to be submitted in response to City IFBs and RFPs. Too many bids are rejected by MWBD because of immaterial mistakes on these forms. MWBD should re-examine their approach in deciding whether to reject an MBE/WBE form due to certain minor errors, such administrative mistakes or confusion in the certification forms. These decisions cost the City millions of dollars to go to the next bidder, not to mention valuable Board of Estimates time taken up dealing with bid protests.

Utilize technology to increase efficiency, paying bills and customer service. Connect some IT processes between this office and the Office of Law to share info (without compromising security and confidentiality)

Re examine City legislation and procedure to ensure that subcontractors are paid in a more prompt fashion by Prime Contractors.

**Mayor’s Office of Employment Development**

The City’s Resident’s First policy is insufficient and should be reviewed to identify areas where it can be strengthened. A key factor in a business choosing its location is the quality of the workforce. In a city with such a poor literacy rate and with a huge gap between its skill level and the skills required of the available jobs, a priority needs to be placed on preparing adults for the workforce.

It is critical that the City has a highly trained and qualified workforce, especially in our key industry sectors such as the port, health care and bioscience, cybersecurity, and energy.

**Baltimore Economic Recovery Team (BERT):**

BERT has achieved major accomplishments with little resources.

The Baltimore Economic Recovery Team shared the receipt of federal dollars available to Baltimore to address the current economic crisis. These one-time sources of funding are a vital tool available now for job creation and retention in Baltimore. However, the capacity to expend these funds is challenging for both the City and small, community-based non-profits. The potential loss of these funds due to under utilization would a huge embarrassment for the City.

Ensure City departments are spending American Recovery and Reinvestment Act funds, and ensure process is monitored closely so as not to forfeit federal funds.

The City should consider a targeted capacity building effort specifically set up to address this challenge. BERT should be involved but this two-person team is not staffed well enough to do it alone. A core team consisting of BERT, the Jobs Opportunity Task Force, and Mayor's Office of Employment Development might be a model to consider.

It is unclear if BERT is able to reach out to all City agencies to use all of the money available. The team is not utilized to its maximum capacity because there are not enough people working on it.

**Planning Department:**

Long term planning and capital decisions need to have a city-wide, strategic focus on building the tax base, increasing the City's population, recruiting businesses and increasing revenues.

The Planning Department needs updated technology. The estimated cost of \$50,000 for hardware and \$8,000 for software is worth the investment.

Due to past budget restrictions, the department delayed investments in computer technology and is in danger of experiencing increasing reliability and compatibility issues. The average age of the computers in the Department of Planning is 6 years (MOIT considers computers over three years old functionally obsolete).

MOIT recently completed an evaluation of the department's computer hardware and recommended the replacement of 34 units out of an inventory of 54 computers, due to their failure to meet basic MOIT hardware standards. In addition to reliability and compatibility issues with the machines themselves, the software is severely outdated.

While this committee is aware of the fiscal constraints under which the City is operating at this time, the Planning Department's ability to execute responsibilities is significantly

affected by the tools that are at our disposal. The approximate cost of the needed technology upgrade is below:

- Computer Hardware (34 computers @ \$ 1,400 each): \$47,600
- Computer Software and Software Maintenance (Annual): \$ 8,000
- Total investment: \$55,600

### **Convention Center**

The City needs to identify regular capital funding to maintain the facility in a condition to remain competitive and provide the best customer service for convention attendees. The Center should incorporate green technology into infrastructure improvements. And they should identify opportunities to work with BERT, to find money for improvements.

Develop a Master Plan for improvements around the exterior and perimeter of the Convention Center, its ingresses and egresses, to ensure an attractive exterior appearance. City departments responsible for maintaining the perimeter should give a high priority to this area. Funding needs to be examined. (See Visit Baltimore)

### **Visit Baltimore**

Visit Baltimore and the Convention Center are both well run but appear to have overlapping positions.

Increase the efficiency and the economic impact of the Convention Center and Visit Baltimore.

Consider combining the 2 agencies by convening a group to study establishing the Private Authority or other possible models.

Investigate raising the Hotel Tax or increasing the percentage given to Visit Baltimore or the potential of a Tourism Improvement District

Examine re-dedication of more funds to the tourism entity.

Look into the availability of additional funds for marketing the City

Tourism supports 78,758 jobs in the Baltimore region and generates \$1.08 billion in federal, state and local revenue. Based on fiscal 2009 results, Visit Baltimore generated \$448 million in visitor spending from conventions, group travel, and leisure visitors. This represents a spending return of \$49 back to the City for each dollar Visit Baltimore received from the City.

Visit Baltimore (VB), a 501c6 organization sells Baltimore City as a convention destination. The Baltimore Convention Center (BCC), a Baltimore City agency is responsible for the Convention Center facility. Together, these organizations generate \$54 million in state and local taxes. This represents \$10.63 of fiscal impact for every dollar of city investment.

Baltimore Office of Promotion and the Arts (BOPA), the city's localized tourism and entertainment arm, serves a number of similar functions but is focused exclusively on city and regional audiences. The 1<sup>st</sup> Mariner Arena, a city owned entity, also serves a similar function as the BCC, but on a more local and regional basis.

Because of their inter-related activities, an opportunity exists to consolidate VB, the BCC, 1<sup>st</sup> Mariner Arena and BOPA into one organization with the four primary functions:

- 1) Facilities
- 2) Sales
- 3) Marketing/Communications
- 4) Administration/Finance, see attached chart – Combined Functions.

This will require review and analysis of existing operations and also the constructs of cities with more efficient operations, i.e. Las Vegas, NV, and Charlotte, NC. Included in this analysis should be an in depth review of opportunities that could exist from privatization. Obviously the type of organization, structure, funding mechanism and future state and local funding will be needed to be established.

A study should include an examination of ways to consolidate Arena and the BCC both from a management and capital projects perspective. Look for opportunities to leverage supply channels and the coordination of employees to address like functions, i.e. marketing, security, maintenance, administration.

Review of the consolidated operation of VB, BCC, First Mariner Arena, BOPA, and the possible privatization of the Convention Center. Review the potential of a Visitors Authority similar to Charlotte and Las Vegas.

### **Housing Department**

Baltimore Housing is a massive agency with very large discretionary expenditures that can have a dramatic impact on the City's economy. The Mayor should appoint a Performance Review Team to highlight accomplishments and shortcomings.

A new emphasis should be placed on visionary aspects of redeveloping neighborhoods

Housing should explore opportunities for more partnerships with churches and religious institutions for redevelopment

A goal should be to increase home ownership in the City

Leadership of DHCD needs to be experienced and focused on carrying out the vision

There needs to be an enhanced emphasis on the community development side of the Housing Department. This agency is an essential component in development the City's economic development strategy.

### **Parking Authority of Baltimore City (PABC)**

Consider reducing duplication and increasing cost efficiencies by expanding Parking Authority operations to consolidate some of the parking aspects of Department of Transportation and Housing and use revenues from parking to fund increased expenses.

Allow them to expand their role and convert all City street parking (where applicable) to machine base/ticket parking.

PABC is not subject to City's procurement policies but has developed its own. These should be reviewed to confirm that they are consistent with City goals and awards are made to lowest responsive and responsible bidders.

Consider Fast Track conversion to more EZ Park Meters -they produce 10% more spaces and 77% more revenue over meters.

The EZ Park multi-space parking meter program could be expanded by about another 300 EZ Park meters, fast-tracked, it would take about 2 years to do so.

The Parking Authority estimates that parking meter revenues would again increase by between \$900,000 and \$1 million annually by expanding the program by another 300 EZ Park meters (an increase in revenues of about \$3,000 per meter annually).

Consider Fast Tracking the acquisition of more surface lots throughout the City.

### **Board of Municipal and Zoning Appeals (BMZA)**

Upgraded technology (even just Word based software) would greatly improve BMZA processes, saving time and money.

BMZA is grossly underfunded. Consider creation of a deputy's position to prepare for eventual staffing transitions and to help presently with preparation of written decisions. This is a bottle neck in the development process that can be avoided with a relatively small investment.

### **Baltimore Development Corporation (BDC):**

BDC is overwhelmingly more project based rather than strategic based.

The composition and the creation of term limits of the BDC Board should be evaluated. The Board should be comprised of a strong private sector membership. This, and other issues, would be a part of the long term study referenced in the long term actions section.

Public outreach needs to be significantly improved at BDC to educate the public about its development efforts and to provide more transparency of its dealings while properly protecting proprietary interests.

BDC needs to explore ways to be more transparent (part of a long term action study).



Marketing and public relations efforts need to be reevaluated (part of a long term study).

Metrics to measure success and effectiveness need to be clearly identified and routinely evaluated and examined (part of long term study).

BDC should explore opportunities for partnerships with churches, community colleges, and universities for neighborhood improvements.

The intellectual capital of institutions, public and private, integrated into economic development for the City and State.

Conduct a value analysis of which projects/areas the city can support to get the most impact.

A greater emphasis needs to be placed on the importance of the business development aspect of BDC, including marketing, business retention, expansion and attraction.

### **Mayor's Office of Information Technology (MOIT)**

Conduct a review of each department's IT needs and requirements.

- How can IT be utilized throughout the City rather than having disconnected IT hardware and software systems that aren't integrated?
- How can City IT professionals be better utilized throughout the City?
- Provide training to all departments.

Reinstitute a City-wide IT Governance body to address strategic alignment, performance measurement, risk management, value delivery and resource management.

Consider centralizing many IT personnel currently employed by various City agencies to reduce redundancy and increase staff expertise and agency cross-fertilization. It's easier to maintain one true center of excellence than many smaller ones.

Best practice attaches business analysts to one agency (or a few small ones) to retain domain knowledge within the agency.

IT personnel whose responsibilities are less dependent on particular agency knowledge can be centralized. Capital funding needs to be examined.

Refer to the Greater Baltimore Committee and the Presidents Roundtable Managing for Success Report on creating an efficient Baltimore government. The information technology section offers key recommendations related to issues that currently remain in the City's IT department.

Leadership and Governance - The City's CIO should have the authority and support to set IT policy for the City and to implement and enforce standards to be followed by all City

departments. This includes the responsibility for all facets of City IT (including voice communications).

Infrastructure and Core Technologies - A priority must exist to develop/expand the City's core networks and applications that are shared by all departments. Offsetting these costs can be explored through partnering with network and telecommunications vendors.

Standards and Policies - The City should identify ways to be more consistent in technology development, including application development, hardware platforms, software, networking and procurement.

Service Measurement and Human Resources -The City should continue to evaluate and update its IT service and IT professional needs, including with regards to outsourcing and IT training.

## **Committee Membership Biographies**

### **Co-Chairs:**

**Donald C. Fry** is President & CEO of the Greater Baltimore Committee (GBC), the central Maryland region's most prominent organization of business and civic leaders. He has crafted a new vision for the GBC that is taking shape in the form of bold initiatives designed to apply private-sector leadership to strengthening the business climate and quality of life in the Baltimore region and the state. Fry currently serves as a member of the Maryland Port Commission and as Chair of the Video Lottery Facilities Location Commission. He also currently serves on the boards of Harford Mutual Insurance Companies, Baltimore Area Convention and Visitors Association (BACVA), University of Maryland Shock Trauma Board of Trustees, CollegeBound and the Capitol College Board of Business Advisors. In 2006-2007, Fry was co-chair of transportation transition teams for both Governor Martin O'Malley and Baltimore City Mayor Sheila Dixon. From 1980 to 1999, he was engaged in a private law practice in Harford County, during this time he also served in the Maryland General Assembly. Fry is a 1979 graduate of the University of Baltimore School of Law. He earned a B.S. in political science from Frostburg State College.

**Paul Taylor**, Executive Director of the Small Business Resource Center, manages the strategic direction and daily operations of the City of Baltimore Small Business Resource Center and the Local Contractor Development Program. He also advocates for small businesses in the City of Baltimore and throughout the State of Maryland. He is the recipient of the SBA's Small Business Champion of the Year for 2007 and the District Director's Unsung Hero 2009. Paul is Vice Chairman of the Greater Baltimore Black Chamber of Commerce and a director of the Baltimore City Chamber of Commerce. He also serves as the vice president of Channel 75 public access T.V. Station in Baltimore City. Prior to his position as executive director he was the Director of Business Development for the City of Baltimore Development Corporation (BDC). He also worked as the Asset Manager, overseeing all operating properties controlled by BDC. In the 1980's he was the property manager for Struever Brothers Eccles & Rouse, a premier mixed-use real estate developer and owner in Maryland. He also worked at the Bank of Baltimore where he developed and managed a residential rehabilitation loan program whose goal was to provide affordable housing to residents of Baltimore City.

### **Staff:**

**Molly Moyer**, Economic Development Specialist of the Greater Baltimore Committee (GBC)

### **Committee Members:**

**Ms. Helen Delich Bentley** is a household name in the international world of maritime commerce, was a maritime reporter on The Baltimore Sun who became Chairman of the Federal Maritime Commission from 1969 to 1975, and still serves as a consultant to

public and private maritime interests. From 1984 until 1995, she served five terms in the U.S. House of Representatives, representing Maryland's Second Congressional District, which also includes the Port. In 2006, in recognition of her decades of unstinting work promoting and advancing its agenda, the Port was officially renamed The Helen Delich Bentley Port of Baltimore by Maryland's then Governor Robert Ehrlich. In addition to her long career as a public servant, Bentley maintains an active government affairs practice.

**Mr. Kwang Choi**, Advisor for KAGRO of Maryland, Inc., serves on the Governors Commission of Asian Pacific Affairs. He is Chair of the Korean American Community Association of Howard County and Former Chair of Korean American Grocers Association (KAGRO) of Maryland.

**Mr. Atwood "Woody" Collins III** is the Executive Vice President of M&T Bank and President and Chief Operating Officer of M&T Bank's Mid-Atlantic Division. Woody serves on several civic, community and philanthropic boards to include the GBC, Living Classrooms Foundation, Kennedy Krieger Institute, University of MD Medical System, Baltimore Development Corporation, Central MD Transportation Alliance and Visit Baltimore. Woody is a graduate of Yale University.

**Ms. Gwen Davidson** is a Partner/Portfolio Manager for Brown Advisory, focusing on high net worth clients. Prior to joining Brown Advisory in 1999, she was a principal in the Private Client Division at DB Alex Brown where she worked as a portfolio manager since 1982. Gwen's Community Involvement includes - Trustee, Executive Committee, Finance Committee and Investment Committee Member, Maryland Institute College of Art, Board Member and Executive Committee Member, Baltimore Clayworks (Facing the Future Chairperson) and Investment Committee Member, Pickersgill Retirement Community.

**Mr. Eddie Dopkin** is a Partner and Vice President of Finance for The Classic Catering People. With a team of 400 full and part-time food service professionals, The Classic Catering People serves business and community leaders as well as families at 5,000 catered events each year. Eddie developed concepts for both full and quick service restaurants via Crazy Man Restaurant Group, which has included: Miss Shirley's Café on Coldspring and Miss Shirley's Café on Pratt, Roland Park Bagel Company, Loco Hombre; Alonso's; S'ghetti Eddie's, Classic Café Express at Penn Station and Coffee by Classic at The Walters Art Museum. A Baltimore native and long-time City resident, Eddie continues to support his hometown via a number of affiliations, including: Board Member-Governor's Committee on Hospitality & Tourism; Board Member-Visit Baltimore (for which Mr. Dopkin serves on the Convention & Tourism Board and also leads the Finance Committee); the Maryland Hospitality Education Foundation (MHEF); Leukemia/Lymphoma Society of Maryland; Past Chairman of the Board-Restaurant Association of Maryland (RAM); Past President of the Caterers Association of Maryland and Past Trustee-The Maryland Zoo in Baltimore and Healthcare for the Homeless.

**Mr. Rod Easter** is President, of the Baltimore Building & Construction Trades Council, AFL-CIO, and the Maryland State and Washington D.C. Building and Construction Trades Council. He has been instrumental in building and rebuilding relationships between the Building Trades Council in the state of Maryland and Washington, D.C. Rod is the first African American President of the Baltimore Building Trades Council and the only African American State Building Trades President currently in the United States. Rod is a proud member of the International Brotherhood of Electrical Workers Local Union 24 and has been so for the last thirty years. He obtained Journeyman status as an electrician in 1984 and Master General Electrician in 2004. Prior to accepting the position of President, Rod was Field Representative for the Maryland and Washington, D.C. AFL-CIO and Business Representative for the Baltimore Building Trades Council. He also worked as an organizer for IBEW International from 2004 to 2005. Rod was born and raised in Baltimore City and educated in the Baltimore City Public School system. He is an alumnus of Baltimore City College and attended Morgan State University.

**Mr. J. P. Grant** is founder, President & CEO of Grant Capital Management (GBMI), a leading provider of lease financing to the public sector. J.P. is a business innovator and a successful entrepreneur in the lease financing industry. We design lease-purchase agreements, master leases and operating leases from \$500,000 to \$100 million to meet our clients' specific requirements. Our firm finances almost any type of *essential-use* capital equipment, vehicles, real property or Energy Performance Contract. Since 2000, GCMI has been awarded over \$2 billion in financings across a wide range of governmental entities.

**Mr. Bert J. Hash, Jr.** is President and Chief Executive Officer of MECU, a \$1 billion asset financial institution with over 300 hundred employees. Bert has been in the financial services industry for 40 years in Baltimore. He has also served on the Board of several of the quasi city-agencies, (BDC, BOPA) and has worked to increase home ownership and small business during my tenure. Also during his tenure, he has served on numerous non-profits focusing on housing, education and economic development as well

**Mr. Bob Hockaday** is a Principal of The Spenceola Group, a successful Commercial, Residential and Multi-Family Development Company serving the Greater Baltimore Community and owner of a successful Property Management Company servicing the properties owned and developed - an approximate \$80,000,000 portfolio. For over 7 years, Bob was Chief of Staff/ Chief Legislative Officer for a Harford County Executive. He managed numerous Campaigns for local and state wide elected officials in Maryland for 22 years.

**Mr. Kevin Johnson** is President and Founder of Commercial Interiors, Inc. The company has since matured to become the largest interior finishes contractor while establishing a solid foundation as a general contractor and construction manager in the Baltimore/Washington Metropolitan area. Mr. Johnson's business acumen, integrity and leadership have allowed Commercial Interiors to experience an increase in revenue from \$1 million to over \$30 million. Under his leadership the company has successfully

provided over \$350 million dollars in construction services for government and private market contracts. Mr. Johnson developed a corporate culture that stresses diversity and profit. Mr. Johnson graduated from Howard University in 1984 with a Bachelor Degree in Business Administration.

**Mr. Joe Jones** is Founder and President and CEO of The Center for Urban Families (CFUF), a Baltimore based 501 (C)3 which provides services to Baltimore City residents age 18 and above. Services include job training and placement programming through the Center's STRIVE Baltimore employment program. Other relevant programming includes support to low-income fathers and couples with new children between 0-3 months designed to build "Family Stability & Economic Success." CFUF is also involved with policy advocacy intended to provide voice for its clients through regular Community Conversation forums. Mr. Jones has received numerous awards and honors for his leadership and programming, including the Johns Hopkins University Leadership Development Program's Distinguished Leadership Award and the Fullwood Foundation's Valued Hours Award. He currently serves on President Obama's Taskforce on Responsible Fatherhood and Healthy Families and several boards.

**Mr. Steve Kearney** is co-owner of Kearney O'Doherty Public Affairs, a Baltimore strategic communications firm. Kearney was a top adviser for more than a decade to Governor Martin O'Malley. He also advised Cardinal William Keeler during the 2002-2003 crisis in the Catholic Church. He is a co-founder of the centrist, nonprofit news website Center Maryland; serves on the board of directors of Partners in Excellence, providing Catholic school scholarships to low income Baltimore children; is a trustee of the Cathedral Foundation, publisher of the Catholic Review; and is on the Greater Baltimore Committee's President's Advisory Council.

**Mr. Jon Laria**, a Partner at Ballard Spahr Andrews & Ingersoll, LLP, focuses on complex real estate transactions, many in the City of Baltimore. He is also a co-founder of the Baltimore Development Workgroup, an affinity group of real estate professionals dedicated to ensuring a stable, predictable, and efficient environment for development activities in Baltimore. He is President of the Baltimore Jewish Council, Vice-Chair of Healthy Neighborhoods, Inc., and past-President of Live Baltimore. He chairs the State's Task Force on the Future for Growth and Development in Maryland.

**Mr. Tom Loveland** is CEO of Mind Over Machines, an experienced IT strategy and application design firm. Tom has 25 years experience leading successful IT consulting engagements and delivering mission-critical enterprise applications for commercial and government clients including Fortune 500 firms and U.S. Federal agencies. Recognition includes: Influential Marylander, Innovator of the Year, Inc. 5000 Fastest-Growing Private Companies, U.S. Chamber of Commerce Small Business of the Year for the Eastern Region.

**Mr. Keiffer J. Mitchell Jr.** is a Managing Partner & Founder of The Mitchell London Group, LLC, a public affairs and strategic communications consulting firm. Keiffer served as a member of the Baltimore City Council from 1995 – 2007. As a City

Councilman, Keiffer was the Chairman of the Taxation and Finance Committee. Keiffer also worked as a Business Banking Officer at Wachovia Bank. Among his civic involvement, Keiffer serves as Treasurer of the Baltimore City Chamber of Commerce and DRU/Mondawmin Healthy Families, Inc. In addition, Keiffer serves on the boards of Boys' Latin School, Babe Ruth Birthplace Foundation, and The Family Tree.

**Mr. Mark Montgomery**, Chief Executive Officer of Ports America Chesapeake, has worked in the maritime industry for twenty two years and is experienced in all aspects of the industry. He is a Board of Director for the Steamship Trade Association of Baltimore, the North Atlantic Ports Association, the General Stevedoring Council, and the National Maritime Safety Association. He is a leader in labor relations and is a member of the United States Maritime Alliance. During his twenty two years with Ports America, he worked in corporate finance at the corporate office in New Jersey until 1990 when he moved to Baltimore into operations. He is responsible for all aspects of operations and execution for Ports America's operations, including contract negotiations, facilities management, and strategic planning. He is the Ports America Board Member of Delaware River Stevedore Joint Venture in Philadelphia and CPO Joint Venture in Norfolk. He has been instrumental in making Baltimore a world-class operation. He also is very active in the community and is a Board of Director for the Steamship Trade Association Legacy Trust Charity, the Italy-America Chamber of Commerce of Washington, DC and Baltimore, Inc. and the Dundalk Youth Services Center.

**Mr. J. Scott Plank** is Executive Vice President Business Development of Under Armor, focusing on domestic and international business development opportunities. Prior to that, he served as Senior Vice President of Retail from March 2006 to July 2009 with responsibility for retail outlet and specialty stores and e-commerce, as Chief Administrative Officer from January 2004 to February 2006 and Vice President of Finance from 2000 to 2003 with operational and strategic responsibilities. Mr. Plank was a director of Under Armor, Inc. from 2001 until July 2005. Mr. Plank is the brother of Kevin A. Plank, our Chief Executive Officer and Chairman of the Board of Directors.

**Mr. Jason Perkins-Cohen** is the Executive Director of the Job Opportunities Task Force, an organization that works to create policies and programs that help low-wage area residents advance to high wage jobs, where he has participated in discussions on such issues as local hiring laws, community benefit agreements, adult education, transparency within economic development and work around Red Line. The Task Force conducted research that shows the gap between the skill level of city residents and the skill level of available jobs and we operate a construction training program in East Baltimore that has placed graduates with more than 30 area construction employers. Jason also serves on the Unemployment Insurance Oversight Committee and the GWIB that oversees adult education.

**Ms. Eileen Rehrmann** is the President of Eileen M. Rehrmann & Associates, Inc. Eileen served as County Executive of Harford County, at which time she was responsible and accountable for developing and implementing a strategic plan for job growth. One of

the results was that Harford County was named as one of the "hot spots" in the country for economic development.

**Mr. J. Michael Riley** is a Vice President at M & T Bank. Mike manages both Community Involvement and the M&T Foundation for the Mid Atlantic Division. He holds an undergraduate degree from Loyola College and a master's degree from The Johns Hopkins University. He serves on a number of boards of community organizations including the Hippodrome Foundation, the University of Maryland Medical Center Foundation, the Fund for Educational Excellence, the American Red Cross, Maryland Film Festival and Maryland Family Network. He is past president of the Association of Baltimore Grantmakers, Ready at Five and the Maryland Committee for Mike is a member of GBC Leadership, Class of 1996 and Leadership Maryland, Class of 1999.

**Mr. Theo Rodgers** is the President of A & R Development Corporation. A&R is a family-owned and operated group of businesses spanning more than 30 years in real estate development, construction and property management and has full-service offices in Baltimore and Washington. A&R Development Corp. has developed or is in the process of developing more than \$1 billion in residential, commercial and mixed-use real estate projects in the mid-Atlantic region since its inception in 1977. The company has provided development and construction services for more than 8,500 residential, senior living, and collegiate units, more than one million square feet of office, retail and community space, and thousands of structured parking spaces. Currently, Theo serves as Trustee, Johns Hopkins Medicine, Trustee, Johns Hopkins Health System, Trustee, University of Maryland Foundation, Director/Trustee, T. Rowe Price Funds, Trustee, McDonogh School, Trustee, Baltimore Community Foundation, Trustee, William L. & Victorine Q Adams Foundation, Director, Caves Valley Golf Club, Director, Baltimore Education Scholarship Trust, Director, Healthy Neighborhoods and Governor, The Center Club.

**Mr. Jim Smith** is the President of Baltimore Subway Systems. Jim served on the Mayor's staff from 1971-76 and since then became involved in Retail Real Estate site selection/design and Retail and Political Advertising. In 1976 he founded Baltimore Subway System- a developer of Subway Sandwich Shops that opened and franchised 70 locations inside the Baltimore Beltway. Jim was named Developer of The Year for North America in August 2009. Current Board positions include Baltimore Chesapeake Bay Outward Bound program (founding board member in 1987 and currently a member of the Executive Committee). Outward Bound provides Outdoor experiential learning for Inner City Youth and varied courses for Elementary/High School Students. Baltimore Municipal Golf Corp (Board Member since 2000). BMGC operates the City's 5 Municipal Golf Courses under contract to the City and runs various youth golf instructional programs).

**Mr. Jimmy Stavrakis** is CEO and founder of Adcor, a manufacturing concern serving the aerospace, telecommunications, defense and other industries. He also co-owns Baltimore's Blue Hill Tavern restaurant, having previously co-owned Finn Maccool's, a successful pub on Washington, D.C.'s Capitol Hill.



**Mr. Paul Sugar** is a Principal at Ober, Kaler, Grimes and Shriver, PC. He has been practicing law for 34 years and has previously worked in the City Solicitor's Office and the Attorney General's Office. His practice focuses on construction law and state and local procurement. He represents primarily institutional owners, contractors and a variety of businesses on procurement matters and is very familiar with their concerns about doing business in and with the City. His procurement experience includes bidding to the City, claims and MBE/WBE issues. Paul is an active member of Associated Builders and Contractors of Metropolitan Baltimore.

**Bishop Walter S. Thomas, Sr.** has been Pastor at New Psalmist Baptist Church since 1975. Under his leadership, the church body has grown from 200 to more than 7,000 active members. Bishop Thomas has developed programs of evangelism, mission and education. Christian education classes that include discipleship training and bible study meet six days a week. The church also operates a fully accredited Christian school. On July 20, 2005, Bishop Thomas was elevated to the office of Bishop and Presiding Prelate of The Kingdom Association of Covenant Pastors. The Kingdom Association of Covenant Pastors is a newly established association consisting of men and women who have been influenced by the ministry of New Psalmist Baptist Church and Bishop Thomas. In addition to providing pastoral leadership to the New Psalmist Baptist Church, Bishop Thomas has served as the past president of the Hampton University Minister's Conference 1999-2002. Bishop Thomas is the author and editor of the books *Spiritual Navigation for the 21<sup>st</sup> Century* and *Good Meat Makes its Own Gravy*.

**Mr. Craig A. Thompson**, a Partner at Venable, LLP, represents clients in both federal and state courts in the areas of commercial litigation, product liability, premises liability and personal injury. As chair of Venable's diversity committee, he leads the firm's inclusion and diversity initiatives. His clients range from Fortune 500 corporations to mezzanine-level companies. In addition to practicing law, Craig is engaged with the community, and works closely with several schools in the city. For 15 years, he hosted a weekly radio program focusing on city issues, and has written two children's books on African American history.

**Mr. Stanley Tucker** is the President of Meridian Management Group, Inc. The firm manages three comprehensive program funds that provide its clients with every opportunity a company needs to grow and succeed. Stanley also serves as the Managing Partner of MMG Ventures, LP and as President of Community Development Ventures, Inc. Prior to forming Meridian Management Group, he was the Executive Director of the Maryland Small Business Development Financing Authority (MSBDF), a self-sufficient state agency that assists socially or economically disadvantaged businesses. Stanley has more than 25 years of diversified business experience with a strong emphasis on lending, venture capital investing and the development of socially or economically disadvantaged small businesses. From 1980 to 1981, Mr. Tucker was vice president of the Park Heights Development Corporation (PHDC). His present and past civic responsibilities include: chairman of the Golden Bears Association, Inc. and the National Association of Investment Companies; President's Roundtable, Baltimore Youth Alliance, the MD/DC Minority Supplier Development Council; Warner Press; H. John Heinz, III School (Carnegie-Mellon University); Sojourner-Douglas College; and the Morgan

State University Foundation. Mr. Tucker received his bachelor's degree from Morgan State University and graduate degree from Carnegie-Mellon University.

**Dr. Carolane Williams** has been President of Baltimore City Community College (BCCC) since 2006. As an urban institution with approximately 20,000 students, BCCC is the largest provider of undergraduate education in the City. Prior to this position Dr. Williams was Provost of North Campus for Broward Community College; Vice President of Academic Affairs at Aiken Technical College; Educational Center Director, Business Division Director and Assessment Center Coordinator for Okaloosa-Walton Community College; and, she has more than 20 years teaching experience. Her extensive experience working with the business community and in the areas of academic affairs, student affairs and continuing education, have given her a broad, but unique perspective on the role and importance of community colleges and the opportunities they can provide. She has served on various AACC Commissions: Research and Emerging Trends; Diversity and Equity; Global Education; and, Academic, Student and Community Development. Some of her affiliations include the National Council of Black American Affairs; the President's Roundtable; RC 2020; Baltimore Workforce Investment Board; Maryland Women in Higher Education; and, College Bound. Dr. Williams earned a Ph.D. in Educational Administration from the University of Texas at Austin; a Master's in Management from Troy State University; a Bachelor's in Psychology from Chicago State University; and, an Associate's degree from Olive Harvey Junior College. She also holds a diploma in Journalism from the Department of Defense Information School where she served as a Public Affairs Specialist in the U.S. Air Force.



**RAWLINGS-BLAKE TRANSITION TEAM REPORT**

**APPENDIX C**

**EDUCATION REFORM & YOUTH SERVICES COMMITTEE**

**FINAL REPORT**



**Rawlings-Blake Mayoral Transition Team**

**Education Reform and Youth Services Transition  
Committee Report**

**CREATING A BETTER BALTIMORE FOR OUR YOUTH:  
PROTECTING OUR GREATEST ASSET**

**March 2, 2010**

**Education Reform and Youth Services Transition Committee  
Muriel Berkeley, Co-Chair  
Ralph E. Moore, Jr., Co-Chair**

**Kimberly Y. McConkey, Staff  
Sabrina Y. Sutton, Staff**

## **CREATING A BETTER BALTIMORE FOR OUR YOUTH: PROTECTING OUR GREATEST ASSET**

### **INTRODUCTION**

Baltimore's children and youth are the future of our great city and one of its most valuable assets. Baltimore City deserves no less than a world class educational system and a coordinated network of high quality supports that invest in positive opportunities for our children and youth to thrive. Demographically, our city of 640,000 residents is home to over 225,000 young people between the ages of 0-24. Over a third of our population is represented by the hopes and dreams of children and youth who believe that they can change the world as teachers, doctors, lawyers, artists, musicians and leaders. Families, however constituted, believe that their children and youth should have every opportunity to learn and grow in safety and peace. We must do all we can, as a community, to support the hopes and dreams of our greatest asset. The future of Baltimore's livelihood depends upon it.

Many children, youth and families in our city are fragile and truly need more sustained attention and strategic support. Despite a plethora of activities related to children, youth and education in the not-for-profit and governmental sectors, one out of every three children in Baltimore lives below the poverty line. Nearly a third of our children live in households with Supplemental Security Income (SSI), cash public assistance income, or Food Stamp benefits. We continue to be among the nation's leaders in infant mortality, teen pregnancy, and high school drop-outs. Neighborhood and domestic violence and child sexual abuse stunt the growth of our children and youth who often find themselves the victims of social environments that lead to incarceration rather than successful adulthood in stable, prospering households.

Put simply, the condition of life for Baltimore's children and youth is perilous at worst, and for far too many, it is mediocre at best. From one perspective, if we could add up the dollars spent on youth in Baltimore since the start of the millennium, we would find a sum that totals billions of dollars funneled through myriad agencies and private entities in support of everything from recreation to incarceration with only modest success in addressing the problems of our youth, in part because of lack of coordination, integration, and accountability. Increasing deficits in funding and ongoing budget cuts have further debilitated the capacity of the city and state to address these problems in part because the efforts lack a set of priorities and data that would inform decision makers about who is being served and whether the programmatic efforts are effective or not. Without a systematic approach we will continue to fail to meet the urgent needs of our city's children and youth.

This tragic reality is not our destiny and is absolutely unacceptable to the members of the Education Reform and Youth Services Transition Team. Baltimore's children and youth deserve better. Our city deserves better.

## FRAMEWORK

The Education Reform and Youth Services Mayoral Transition Committee reviewed the work of the following twelve city departments and closely related local organizations that offer a series of supports and services to Baltimore's children, youth and their families:

1. Baltimore City Department of Finance;
2. Baltimore City Department of Recreation and Parks;
3. Baltimore City Department of Social Services;
4. Baltimore City Health Department;
5. Baltimore City Housing and Community Development;
6. Baltimore City Police Department;
7. Baltimore City Public Schools;
8. Baltimore Reads;
9. Enoch Pratt Library;
10. Family League of Baltimore City, Inc.;
11. Mayor's Office of Criminal Justice; and
12. Mayor's Office of Employment Development.

In some instances, our Committee was impressed with the vision and direction being taken by departmental and organizational leadership. The urgency with which these leaders conveyed their work signaled critical movement towards increased accountability, creativity and innovation, transparency and identifiable results. In contrast, we were concerned with the apparent crisis of departmental direction primarily exemplified by the Baltimore City Department of Recreation and Parks. Our Committee is committed to submitting a summary of the individual department and organizational observations that will include positive attributes and clear opportunities for change and growth.

We applaud all of the presenting departments and organizations for their passion and dedication to improving the lives of children, youth and families, but would be remiss in our duty if we did not state, unequivocally, that far too much of the work continues in isolation of what other services are available or could be more effectively deployed. Without a centralized approach many of our youth and their families will slip through the cracks. We offer a set of critical issues and identify recommendations aimed to assist the Rawlings-Blake Administration in making informed decisions about the systems and supports that must be present to efficiently invest in the lives of Baltimore's children and youth.

The work of our Committee can be framed by seven (7) overarching principles that emerged in various forms throughout the presentations. Our Committee believes that the following principles are essential to the future work aimed at improving the education and youth services for our children and youth.

1. **Accountability:** Departments, organizations, their leaders and employees should be held accountable for their work. No public funding should escape the scrutiny of the Mayor's Office, especially in times of fiscal constraint. Leaders should be held directly accountable and be replaced when clearly identified results are not achieved. The children and youth of Baltimore deserve no less than the greatest levels of accountability at all levels of the government and its related partners.



2. **Coordination:** Departments and organizations must more effectively coordinate their work to avoid unnecessary duplication of effort.
3. **Integration:** Departments and organizations must more effectively integrate their work so that children, youth and families are not burdened with “telling their stories” multiple times in the spirit of accessing the services and supports they need and deserve.
4. **Investment in the Identification, Development and Retention of Talented Leaders:** Baltimore’s future depends on the disciplined ability to identify from within, and outside of the city, a talented pool of leaders in whose development and retention the city is focused. Growing one’s leaders in the spirit of developing a “deeper bench” is essential, particularly in times of financial distress. Departments and organizations should begin to tackle in earnest succession and transition planning.
5. **Investment in Opportunity:** Billions of dollars in public and private spending are thrown at the “problems” of children and youth to contain, incarcerate or remediate the damage that has been done over a child or youth’s lifetime. Investment in creating more opportunities for children and youth to thrive is essential to any of Baltimore’s efforts to reverse the trend set forth in the introduction.
6. **Prioritization:** While not every effective program or service can or should receive funding in this period of fiscal constraint, it is clear that our city would benefit from the strategic prioritization of resources. The act of prioritizing what can and should receive our city’s attention, focus and investment matters immensely to the children and youth in whose name the investments are made.
7. **Transparency:** Far too many decisions are made and budgets spent without scrutiny and identifiable results. Decisions made on behalf of children and youth merit clear alignment to an identifiable result that can, and should, be available to the public.

Our Committee believes that it is the responsibility of the Mayor, in consultation with community stakeholders, to ensure that the aforementioned framework is upheld to the highest standards of integrity when the interest of children and youth are at stake.

The seven aforementioned principles comprised a theme for much of our work which resulted in our Committee’s identification of three (3) primary issue areas worthy of Mayoral consideration and four (4) priority action areas:

**Primary Issue Areas:**

1. **Baltimore’s children and youth deserve greater services integration and a more rational distribution of such services across the city;**
2. **Baltimore’s children and youth deserve coordination and targeting of existing funding opportunities; and**
3. **Baltimore’s children and youth deserve more timely, accurate and accessible data to inform the deployment of funds that foster more clearly defined outcomes and accountability.**

**Priority Action Areas:**

1. **The time limited assessment and organizational hosting of Baltimore City’s Head Start programs is preventing its success.**

2. **A departmental crisis of direction and sustainability with Baltimore City’s Recreation and Parks Department must be addressed.**
3. **The prevalence of reported, and un-reported, incidents of child sexual abuse in Baltimore City.**
4. **The importance of building momentum around the recommendations set forth by launching a 2010 summer plan (forthcoming from our committee) that builds upon existing summer programming efforts. Only the Mayor can most appropriately use “the bully pulpit” to articulate the importance of coordinated and integrated opportunities for children and youth during the summer months.**

## **PRIMARY ISSUE AREAS**

### **Primary Issue Area 1 – Baltimore’s children and youth require a stronger service-delivery system that is better integrated, with services distributed more rationally to meet needs across the city.**

Multiple agencies serve children and youth, but after many years of incremental growth, these services and programs are poorly coordinated and not held rigorously accountable for results, which ultimately fails children and youth.

**RECOMMENDATION:** *We recommend that the Mayor confer authority on the Family League of Baltimore City Inc. to serve as a citywide “Children’s Cabinet” and develop a strategic plan for children and youth.* As both a nonprofit and a quasi-government agency, the Family League can effectively bring together the key agencies serving children, youth and families, precluding the need to create yet another organization. The Mayor should give the League clear authority to create a Baltimore City Strategic Plan for Children and Youth, drawing on the resources of all relevant city agencies and reporting directly to the Mayor. The League will analyze existing services for children, youth and families and develop a plan for creating a coordinated spectrum of services that is efficient, effective and easily accessible to young people, families, and the professionals and volunteers serving them. This plan will include a new strategy for tracking participants receiving services and data that will be used to hold providers and agencies accountable. The plan will also provide for significantly improved coordination of services in cases in which multiple agencies serve the same child, youth or family. A memorandum of understanding (MOU) could be developed and executed between the Mayor’s Office and the Family League Board of Directors outlining the parameters and results to be achieved on a quarterly basis beginning July 1, 2010.

This effort will require city funding support in the long term, but such an investment is critically needed to ensure that overall spending is both effective and well-coordinated. It is also likely that both foundations and for-profit businesses will provide additional support to an effort that is well-planned and focused on results. Preliminarily, no new funding would be required to launch the “Children’s Cabinet” or the MOU with The Family League. Rather, a directive from the Mayor clearly outlining the cooperation and expectations of those departments and partners presently serving at the pleasure of the Mayor would be the first order of business. An example would include ensuring that CitiStat work closely with the newly convened “Children’s Cabinet” to provide consistent demographic and other city related data on a routine and timely basis.

This new “Children’s Cabinet” should:

- A. Foster cooperation among a range of government agencies, including the public school system and other key partners in the philanthropic, private and faith based communities.
- B. Promote the coordination of children and youth services across the public, private, philanthropic and not-for-profit sectors to minimize duplication and increase efficiency and effectiveness.
- C. Commission or conduct research to ensure that programs and policies are successfully meeting agreed-upon outcomes.
- D. Conduct a comprehensive review of current funding to help re-focus and integrate planning and funding activities.
- E. Serve as a community clearinghouse of resource information.
- F. Lead training and development efforts to better coordinate the work of community providers, funders, and other stakeholders.
- G. Identify and highlight best practices, strategies, programs and models that can be replicated.
- H. Support and develop public/private partnerships that will sustain services over the long term.
- I. Develop up-to-date data on services and facilities and identify a strategy for reducing inefficiencies and waste. While some of this data exists, it is often not easily usable and coordination of data among agencies is poor.
- J. Produce maps that show services and supports across the city as a tool to coordinate public and private efforts.
- K. Lead the creation of a “Youth Access Card.” After a pilot phase among only a few key partners, such an effort could be taken to scale to ensure that every youth in Baltimore has access to bus transportation, meals, library services, out of school time activities, recreation and other activities and services.
- L. Contribute at least \$50,000 per agency/organization represented on the “Children’s Cabinet,” the origin of which can be individually determined, upon which to invest in the resolution of issues and challenges that cross their respective organizations.

### **Immediate Action and Implementation Items**

1. Request a meeting with The Family League Board of Directors to propose the reconfiguration of its Board membership, where applicable, to include those individuals/departments/organizations that should participate preliminarily in the “Children’s Cabinet.” For example, the leaders of the following city and state entities are already members of the Board: City schools, Department of Social Services, Department of Juvenile Services, Baltimore City Health Department, and the Mayor's Office of Employment Development. Further refinement and additions, such as the leader of the city’s libraries, could be suggested to the Board of Directors, the majority of whom are appointed by the Mayor.
2. Immediately request a proposal from The Family League's Board of Directors outlining the foundation of the “Children’s Cabinet”, its founding operations and results for the next three to six months.

3. Craft an MOU between the Mayor's Office and The Family League based on a negotiated proposal that would model a private/public partnership with no new General Fund expenses to the City, with a direct reporting relationship to the Mayor.
4. Charge the founding “Children’s Cabinet” members with creating a Baltimore City Strategic Plan that would outline and prioritize those recommendations contained in items A-L above.
5. The “Children’s Cabinet” would "virtually" be housed in the Mayor's Office under direct oversight of the Mayor's Chief of Staff in whom the Mayor has charged the primary relationship with the Baltimore City Public Schools.

**Primary Issue Area 2 - Baltimore’s children and youth deserve coordination and targeting of existing funding opportunities.**

Currently, too many organizations working for children operate in their own individual silos which result in uncoordinated budgetary efforts and unnecessary competition for scarce funds.

**RECOMMENDATION— Baltimore’s children deserve a strategic approach to the city’s financial resource allocation and development built on supporting citywide priorities and effectively engaging public and private partnerships.** In order to effectively allocate scarce resources and to maximize the resources available to our children, youth, and families, Baltimore needs a *coordinated planning process* to determine needs and opportunities and to determine how funds supporting services and supports should be deployed. These efforts must be led by the Mayor and take into account opportunities for collaboration with other public (state, regional and federal) funding and in coordination and collaboration with efforts of nonprofit organizations, universities, corporations, faith communities, and foundations. Once a specific set of priority outcomes are identified, the City requires extensive and *coordinated financial resource development* utilizing a newly reconstituted Baltimore City Foundation and more coordinated efforts with other funding including those generated by quasi-governmental agencies, health care providers and education institutions, local foundations, and other funding sources. Working together coordinated planning and financial resource development will maximize opportunities and effective services increasing the success for all of Baltimore’s children.

***Coordinated Planning Process:***

With diminished resources, no city agencies serving youth can plan initiatives in isolation from the other efforts ongoing or planned for the City. Fiscal resources and assets need to be deployed across agencies and service settings to maximize child and youth outcomes. The City must better focus and integrate existing and new planning and funding activities. Budget allocations and cuts should not be spread uniformly across agencies, but reflect the priorities set by the Mayor – for example, during tough economies, decisions have to be made between capital construction in parks, keeping pools open, enabling more children to be protected by Operation Safe Kids, and providing jobs for interested teens during the summer. Not every wish of a City Agency can be on the “to do” list. A prioritization process must take place to determine which items get high priority funding, which are low priority, which get postponed and which ultimately end up on the “not to do” list. There needs to be increased braiding and blending of public and private funding. Of the items which become priorities, decisions must be made about whether the City on its own can fund the initiative or whether partners need to be found to provide the funding. If partnership is required, ample time must be allocated by the City and the

Agency to begin the process of financial resource development. Variations in outcomes achieved between agencies need to be monitored and efforts made to ensure that all services, programs, providers are achieving the maximum outcomes positive. The City also should consider joint funding announcements with the United Way and local/national foundations and quasi-governmental agencies.

***Coordinated Financial Resource Development – Re-organize the Baltimore City Foundation:***

Financial Resource Development efforts by city agencies must be coordinated and led by the Mayor’s Office with care that individual efforts are not discouraged, but with a focus on significant gift development that can bring meaningful change to the city. Some City agencies have begun to hire their own Development Directors to help fund portions of their programs (Recreation & Parks for example); however, if every agency did this, all city agencies would be competing against each other for the same funds with unnecessary duplication of staffing to do so. Overall, funds available to the City are being left behind as they are not being pursued by the City, or the requests are small and minimal, rather than encompassing and grand.

With City education and youth funding priorities identified, the process to seek coordinated funding becomes substantially easier and more important. Initiatives can be identified and a “case for giving” made. The Mayor should invite and encourage greater cooperation and partnerships between city agencies, foundations, and other agencies generating significant funds, such as universities, faith communities, and health care providers. The City needs a significant development arm for the Office of the Mayor to order funding for its preciously needed but sorely under-funded education and youth initiatives.

The Baltimore City Foundation must be reorganized so it becomes a credible and transparent non-profit arm of City government. As a proactive Foundation working to receive donations intended for City government it will greatly augment the functions that the city provides for Education and Youth. A new Board of Directors and an Executive Director of Development who knows the City’s philanthropic community and understands the priorities for Education and Youth would need to be installed. This new leadership can:

- (1) actively solicit and recruit foundations, corporations, individuals, and government grants on behalf of the City to support city programs and specifically educational and youth programs
- (2) work to come up with specific initiatives to seek funding for and subsequently work with youth serving city agencies to provide such funding with outcomes reported.

The Foundation’s Leadership, the Mayor and City Agency representatives would work with city leaders and civic leaders to bring in the necessary resources for success. Significant resources are annually raised by Baltimore’s organizations through its vast philanthropic community: United Way of Central Maryland, Catholic Charities, The Associated: Jewish Community Federation of Baltimore, and Associated Black Charities, to name but a few of the more successful fundraising organizations that regularly engage this community to fund its initiatives – their same funders if approached properly will have the same interest in supporting City Education and Youth endeavors.

The Mayor and the new Baltimore City Foundation would convene a summit of major private and philanthropic leaders to discuss the needs of the City's Education and Youth and to solicit their opinions and interests in what areas are to be explored so that all are involved in the process from initial plan to ultimate donation. The United Way, Johns Hopkins University, and the Family League of Baltimore City already have volunteered to co-host such an effort.

The aforementioned private resources are however, not limitless; priorities for engaging the private and philanthropic sector should take account of the presence of smart City partnerships, a well vetted City prioritization list, and the possibility that in some cases private rather than public operations may be more effective.

**PRIMARY ISSUE AREA 3 - Baltimore's children and youth deserve more timely, accurate and accessible data to inform the deployment of funds and to achieved targeted outcomes and to promote accountability and transparency.**

**Recommendation-**

The City needs to establish a number of objectives that are specific, measurable, achievable and time-specific that are relevant to all City agencies. Each City agency needs to use these outcomes (and their indicators) to monitor progress towards meeting city-wide goals, and to identify variations in outcomes in terms of neighborhoods, serving high need youth, programs and individuals. This data should be used to aid in improving outcomes, quality, and accessibility of programs. In addition, data should be used for resource allocation and to guide needs for additional training, technical assistance, coaching, and mentoring.

The committee heard about multiple efforts to collect data on the children of Baltimore from a wide variety of agencies. The committee calls for **Child Stat** – a data collection effort for children and youth needs and services akin to previous successes such as CitiStat and Baltimore Police Department's ComStat and in the direction of Annie E. Casey's KidsCount so that Baltimore's leadership would have accurate data as to how and where services are being provided for its children. Ultimately this data could be linked in with the aforementioned Youth Access Card program and be used to make more meaningful future decisions on budgetary allocations and strategic direction.

The needs and assets available in the City should be audited regularly and these need to be made available for the multi-agency planning efforts. We have been unable to obtain detailed information about the capital budget of the Department of Recreation and Parks, for example. We think it possible that funds in the capital budget could support recreational activities in this time of limited resources. Inconsistency in the leadership at the Department of Recreation and Parks has weakened the Department.

We recommend that decisional responses to audits take account of City's stated priorities regarding children and youth services in order to effectively provide services and maximize efficiency and savings.

As noted above, Agencies should be encouraged to pool and/or braid resources with other agencies and non-governmental groups and the United Way, local foundations and large

institutional service providers such as universities, hospitals, and out of school programs should be encouraged to utilize the City priority outcomes when planning and monitoring needs and outcomes. It should be possible to increase joint programming and joint funding of requests for proposals.

The City should have a plan for maximizing the use of its considerable resources and these efforts should be integrated with initiatives to establish schools as the hub for activities: for example, serving as recreational centers during non-school hours where recreation centers are not available.

The committee found that there were instances of great overlap of services in geographic neighborhoods. At times the committee found under utilization of service contrasted with either overuse due to great demand or a shortage of staff for youth. Many neighborhoods and areas of Baltimore have a school, a recreation center, a library and numerous non profit community centers and agencies. Furthermore, the committee was impressed by the informed decisions of Baltimore Reads and The Family League to relocate to less expensive spaces in order to better serve client needs and push more dollars into program. We believe that savings can also be found by reviewing city rental contracts, greater co-location of services, rental of space in city buildings including schools to community-based organizations and health care providers, and the greater use of city-owned buildings for city programs.

## **PRIMARY ACTION AREAS**

### **PRIMARY ACTION AREA 1 - The time limited assessment and organizational hosting of Baltimore City's Head Start and Early Head Start programs is preventing its success.**

**Issue: Head Start is out of compliance with some federal regulations and Baltimore has missed opportunities to access federal funds for early Head Start. Our children need access to these services.**

Baltimore City's Head Start and Early Head Start currently managed out of the Baltimore City Housing and Community Development Department merits the Mayor's urgent attention. First, there have been persistent challenges pertaining to federal compliance on several issues including those directly linked to local governance. Secondly, our Committee found that the decades old model that links public housing "bricks and mortar" approach to human services is lacking in strategic and coordinated alignment with educational outcomes. In its current form, Head Start is isolated from other city agencies from educational collaboration and training opportunities. The Obama Administration has released additional funding for Head Start programs and, unfortunately, Baltimore City failed to capture those badly needed dollars given the state of the current program. Additional federal funding will soon be made available and there is absolutely no reason that Baltimore's youngest children should be on the losing end of additional investment due, in part, to federal compliance issues. Baltimore's children deserve better.

**Recommendation-** We recommend that the Mayor immediately assess and respond to federal compliance issues so that Baltimore City Head Start and Early Head Start can compete for additional federal funding from a position of full and complete compliance. Additionally, we recommend that the Mayor direct an immediate report to transfer the management of Baltimore City's Head Start Programs to an agency that is more closely aligned with educational outcomes.



Finally, the Mayor should also review data indicating the extent to which all delegate agencies are achieving the goal of having all children enter school ready to learn.

**PRIMARY ACTION AREA 2 - A departmental crisis of direction and sustainability within Baltimore City's Recreation and Parks Department must be addressed**

The Education Reform and Youth Services Transition Committee were most struck by the challenges which the Baltimore Department of Recreation and Parks (BDRP) face. More than any other agency observed, many of the activities, programs, building locations, and purposes which BDRP are responsible for were being done by other agencies or organizations. BDRP was seen by the committee as an agency whose purpose has great potential for future success – either in collaboration with other agencies, as a restructured entity, or distributed amongst other agencies – but one that needs to be addressed immediately. Several specific areas of note follow.

**Issue: There is a Lack of Sustained Department Leadership for Two Decades within Baltimore City's Recreation and Parks Department.**

The Baltimore Department of Recreation and Parks (BDRP) has had 14 interim and full time directors since 1989 - a change in leadership nearly every fourteen months that has left the agency crippled and without direction. The Deputy Director's position was abolished in 2009. There have been five Chiefs of the Parks Bureau since 2000; however, there has been a greater consistency of leadership in the Recreation Bureau with 5 Chiefs since 1980. Only the Chief of Planning and Development has remained in that position for more than 20 years.

The changes among the principle deputies and assistants in the BDRP have been just as numerous, and yielding many different approaches and philosophies about how to manage the department and maintain its priorities.

We do not think that only hiring a permanent Director will correct this situation. Rather, we recommend the entire executive unit of the department be examined, and that determinations about qualifications for those positions be made, anew. An effective and efficient executive team working cohesively is critical to rebuilding the department.

We recommend that a team of organizational management experts perform this executive personnel review and identify any critical issues that should be immediately brought to the Mayor's attention. This recommendation is not meant to exclude any incumbents from this renew process, nor is it intended to suggest they not apply for a position in a newly cast executive configuration that might ultimately come from this task.

**Issue: The fiscal affairs and lack of transparency of BDRP's budget must be addressed.**

Today, the BDRP operates as two departments. The Capital Development and Planning Division keeps its financial records independent from those of the rest of the department. The details of these records are known only to a very few people, none of whom are in the BDRP's Financial Services Division. The BDRP Interim Director does not have access to these records, and the public has long been barred from seeing their detail. For example, the Transition Team was provided no detail about the Capital Development program in its briefing from the Department.

From FY2000–08, the Capital Planning and Development Division has had approximately \$103 Million to spend for projects. The Mayor, City Council and public are unaware of this level of funding and have not had information about how and where this money has been spent.

We recommend the consolidation of the financial records of the Division of Capital Planning Development with the BDRP Financial Services Division. We also strongly recommend a random audit be undertaken of at least 10% of the Capital Development's capital projects to determine that proper records have been maintained and that the funds has been spent consistent with their revenue source, appropriation, and authorization.

**Issue: There is an urgent need for funding of critical operations in the Department of Recreation and Parks.**

BDRP should immediately identify fund sources to keep swimming pools open, operate recreation centers and maintain other essential services that may be targeted for reduction in FY11. This includes use of non-appropriated funds within the department and the budgeting of anticipated Program Open Space funds for FY11.

**Issue: Utilize a Workforce Plan.**

The BDRP has a patchwork of workforce providers-- temporary aides, seasonal employees, inmates, Living Classrooms, Parks and People, Civic Works, other non-profit organizations in addition to significant volunteer hours from communities and friends groups. BDRP's public employee staff is so depleted, that these workforce resources are now essential and must be augmented by other city workforces and knitted into an overall workforce scheme.

The department has begun to examine this workforce issue, but we recommend this process be accelerated and expanded by assistance and participation from the private and non-profit sector.

We recommend that the Mayor create a BDRP Workforce Planning Council with the urgent assignment to develop a comprehensive workforce solution for the short term, and to actively participate and contribute to the development of a system-wide strategic plan.

**Issue: Inconsistent relationships between the BDRP with Baltimore Non-Profits and Community Groups**

BDRP has had inconsistent and non-productive relationships with non-profit organizations, businesses and community groups across the city. Part of this problem is the mostly opaque culture of the BDRP. The department has missed many opportunities to leverage department resources in a harmonious manner with community resources. This area of BDRP operations should be thoroughly examined and reconsidered with the participation of community and non-profit leaders.

We recommend the Mayor assemble a working group of citizens and department personnel to work through an entire new construct of a community relations program for the BDRP.

**Issue: There must be a role for the Recreation and Parks Advisory Board.**

The BDRP's Recreation and Parks Advisory board is just advisory in nature, but its advice has been discounted and often unwelcome by the department. We recommend the Mayor develop an agreement with the board so its considerable talent and citizen interest can be channeled in a way that will best help the Mayor, the BDRP Director, and the citizens of Baltimore.

**Issue: There must be a strategic plan for the Department of Recreation and Parks.**

The BDRP has no comprehensive strategic plan for a recreation and park system. Current planning is confined to master planning for major city parks. Because there is no system-wide strategic plan, there has been NO public participation in setting a course for the department's future.

A thorough, professionally accomplished strategic planning process, requiring minimum of a year to complete, is essential to developing a comprehensive road map for the future of public parks and recreation in the city.

If this strategic plan is fully developed with public participation at every point in its development, we think many misunderstandings and disagreements about the BDRP and its priorities will be resolved.

We think it is imperative that this process begin immediately and recommend the Mayor charge the department to do so with participation of the BDRP Recreation and Parks Advisory Board, key non-profits, community leaders, and the business sector. Funds are currently available to pay for the development of a system-wide strategic plan.

**PRIMARY ACTION AREA 3 – Keeping Baltimore’s children safe and free from abuse**

**Issue:** Each year in Baltimore, more than 1,000 children are identified as having been subjected to acts of serious physical or sexual abuse. This number is greater than last year and likely to grow without additional action. Ninety percent of children who reported abuse knew their abuser. The actual number of children who are abused each year is unknown because many acts of abuse go unreported; national studies estimate that only 1 in 10 children report they were sexually abused. In its current state, these children will become offenders themselves, and be at greater risk of future abuse, addiction, and violence. A significant proportion of abusers are young men who have grown up in a culture that tells them it’s acceptable to have sex with a 12 year old – which is in fact rape, regardless of consent. If Baltimore is truly concerned with protecting its children, there must be action taken to significantly reduce child abuse. The Education Reform and Youth Services Committee noted that no agency which it reviewed addressed the issue of child abuse. The Committee determined that ending abuse is of utmost importance, for if nothing is done these numbers will continue to rise because of the increasing stress many families are encountering due to the downturn in the economy and the continuing cycle of child abuse.

**Recommendation – The Mayor must make prevention of child abuse a top priority.**

Baltimore can no longer tolerate the abuse of so many of our children. Children subjected to and exposed to physical and sexual child abuse have greater risks of childhood obesity, truancy, a greater propensity to commit violent crimes, substance abuse, and are at greater risk to be victims of sexual violence. **Abuse can be prevented and we urge the Mayor to take the lead, with support from agencies, to keep Baltimore’s children safe.**

Baltimore can and must put into place a strategy that will reduce abuse of children. Such a plan is neither unique nor unobtainable: Maryland’s Governor has called for a 25% reduction in violence against women and children by 2012 and many other cities and states (Chicago, Dallas, Vermont, North Carolina to name a few) have made tremendous successful strides over the last decade. Working in conjunction with State and local efforts and partners, this can be accomplished for our own youth. The Centers for Disease Control and Prevention has declared child sexual maltreatment a preventable public health problem and recommended adoption of an ongoing and coordinated community prevention response.

Baltimore’s Mayor can have a multi-faceted strategy to reduce child abuse consisting of:

- Public awareness campaign
- Better integration of supports and services for those who have been abused
- Proper prevention education to children, families, youth workers, and professionals, and earlier interventions
- Intra-agency focus around prevention, identification, and intervention regarding abuse wherein all personnel who interact with children in Baltimore City would know the basic signs of abuse and the requirement to report; in turn, Baltimore City’s agencies would become a safe place and safe space for children.

Sexual and physical abuse of children in Baltimore has long been an overlooked and undervalued topic. Identification of the abused and the abusers, and evidence-based proactive prevention programming will change the dynamics for a generation of Baltimore’s children.

The Baltimore Child Abuse Center (BCAC) has operated for over twenty years as an independent non-profit agency providing intervention, treatment, medical, and referral services for all children who report sexual abuse in Baltimore City; it also routinely runs prevention campaigns and workshops designed at reducing abuse. Its services save the city significant amounts of time and resources. BCAC’s partnership with Baltimore City Police, the Department of Social Services, the Office of the State’s Attorney, and the Department of Health is strong and can support the Mayor as a leader in this effort. To end child abuse in Baltimore City, BCAC should be included in future City Education Reform and Youth Services initiatives. The Mayor working with BCAC, the Office of the State’s Attorney and the Baltimore City Department of Social Services as lead agencies, can provide better and abuse free environments for the youth of Baltimore City.

#### **PRIMARY ACTION AREA 4 - A Better Summer for Youth in 2010**

**Issue:** Summertime is probably the most vulnerable time for youth in Baltimore: long unsupervised hours for too many youth, warm weather that drives young persons outdoors and limited educational, employment and recreational programs within their reaches. The Education Reform and Youth Resources Committee is greatly concerned about the fast approaching summer of 2010. We believe “the devil makes work for idle hands”. As a city, we feel strongly, we have a serious responsibility to provide quality opportunities for young persons during their out of school hours. We choose not to usurp the authority and primacy of parents and guardians in the lives of our young persons—but we are here to support working adults who have out of school youngsters on their hands for weeks and weeks.

There will be immediate follow up with the Mayor’s Office to make sure that the program is on target for summer 2010.

#### **Recommendations:**

To that end, we propose that the Mayor lead an initiative to expand and enhance opportunities for youth in Baltimore City during the summer of 2010 and co-brand all activity under one City wide banner.

We propose that summer learning particularly, but not limited to schools, be augmented by activities that fill out the day.

We propose that no pools be closed and that the cost of admission be dropped.

We propose that job opportunities be ramped up so that every eligible young person who wants a summer job has one.

We propose that maintenance and safety conditions be addressed so that parks can be available for sports, picnicking, hiking and camping for existing and expanded programs.

We propose that more and better outreach to youth and families be applied regarding what programs and services are available through the Department of Recreation and Parks.

And finally, we propose that Mayor Rawlings-Blake make occupying our youth a priority this summer. That is, that she announce a concerted initiative at the beginning of the summer with all due hoopla, have staff and partners track its progress and then ceremonially take a retrospective look at what has been accomplished at the end of the summer and just before school begins for the new year. Under separate cover, we will provide the Mayor with a more detailed action plan for engaging as many of our youth as possible in a far reaching range of activities and opportunities. And we offer our Education and Youth Resources Committee for further discussion and assistance with implementation of what might be called, “B’MORE 2010: Summer Changes Everything!” which would speak to the outcomes for children and youth as well as the opportunity to realign valuable city and community resources.

**Summary of the Education Reform and Youth Services Committee’s Work for Mayor Stephanie Rawlings-Blake’s Transition Committee**

Suffice it to say, the Education Reform and Youth Services Committee sees both the urgent need to improve agencies, activities and programs for youth in Baltimore and the great progress and promise of many of the agencies we reviewed. We recognize the dire financial circumstance we find ourselves in as a city. That situation causes us to rethink, repair and rework what we have to do for youth in Baltimore. We call upon the Mayor to make serving youth a major priority. We call upon the Mayor to act wisely, swiftly and effectively to put us on the road to a better Baltimore for our youth. We must work together: public and private sectors as well as young persons and adults must do better. What we have seen and heard as the Education Reform and Youth Resources Committee gives us some concerns in some areas but great hope in others. We must protect the valuable resource that is youth and we must begin working on it now and together.

**Rawlings-Blake Mayoral Transition Team**  
**Education Reform and Youth Services Committee**  
**Biographical Information**

***CO-CHAIRS***

**Muriel Berkeley** is a teacher. She has taught at the elementary school level in New Jersey and in Baltimore City, and at the middle school level in Baltimore City. She earned a doctorate in sociology at the Johns Hopkins University, and has taught undergraduate and graduate level sociology courses in the Baltimore-D.C. metropolitan area. Ms. Berkeley was the Greater Baltimore Committee's first Director of Education, and served as interim Dean of Continuing Education at Baltimore City Community College. She is currently the President of the Baltimore Curriculum Project (BCP).

**Ralph E. Moore, Jr.** was born in Baltimore City in the Sandtown-Winchester neighborhood. A graduate of Loyola High School and Johns Hopkins University, Moore has taught high school, served as an Assistant to the Chaplain at Johns Hopkins, worked in leadership at St. Ambrose House Aid Center, Snappy Toys and Services (job training and placement program for teenage high school drop outs) and Project RAISE, a mentoring program for "at risk" youth. He returned to SAHAC for a few years before becoming Vice President of the Center for Poverty Solutions (formerly the Md. Food Committee and Action for the Homeless). Moore has been Director of the Community Center at St. Frances Academy since 2002.

***COMMITTEE MEMBERS***

**Luis Borunda** is the founder and President/CEO of U.S. Hispanic Youth Entrepreneur Education (USHYEE), a 501(c) (3) non-profit organization focused on the high school to college continuum for Hispanic youth. USHYEE, based in Baltimore, is dedicated to helping create an entrepreneurial mindset in Latino youth. He has an extensive history of service in the State of Maryland, including his appointment to the position of Deputy Secretary of State and as a member of the Governor's Commission on Minority Business Enterprise Reform. Mr. Borunda is also a past member of the Board of Education of Baltimore County.

**Jonathan Brice** has served as Executive Director for Student Support and Safety since March 2007 in the Baltimore City Public School System where he is responsible for the development, implementation, and coordination of student attendance, student placement, suspension services, student records, school counseling, and health services including home and hospital, alternative education, and prevention and interventions support, and school police for 83,000 students. Prior to joining City Schools Jonathan held central office leadership and school based administrative positions in Duval County Public Schools, in the Christina School District in Delaware, Anne Arundel County Public Schools, and Baltimore County Public Schools, and began his teaching career as a long term substitute and student teacher in the Baltimore City Public Schools. Jonathan holds four degrees; an A.A. in general studies from Essex Community College, a B.A. in history from the University of Baltimore, a M.S. in Human Resource Development from Towson University, and a M.A. in Administration, Planning and Supervision from Harvard University Graduate School of Education where he expects to complete his doctoral degree from in November 2010.

**Chris Delaporte** is a Commissioner on Baltimore's Recreation and Parks Advisory Board, past Director of the Department of Recreation and Parks, and a former Executive Director of the Maryland Stadium Authority. He is currently a consultant to the Maryland State Park system, and advisor to the New Jersey Pinelands Commission.

**William F. Eberhart, Jr.** has been a Gwynn Falls Trail Council member since 1998, and has served for six years as Chair. He is also a board member of Baltimore Heritage, Inc. He is retired from McCormick & Company, Inc., has worked as a technology consultant in the United States and Europe, and is retired with the rank of Lieutenant Colonel from the U. S. Army Reserve. Bill is a resident of Tuscany-Canterbury, and he and a partner are currently re-developing property in the Franklintown Historic District where he grew up. He is a former President of the Citizens Planning and Housing Association, and is active in community and political organizations. Bill is a graduate of the Baltimore Polytechnic Institute and Lehigh University.

**Phoebe A. Haddon, JD, LL.M.**, a nationally recognized authority on critical issues shaping legal education and the legal profession, became the ninth dean of the University of Maryland, School of Law on July 1, 2009. Dean Haddon joined Maryland Law after more than 25 years as a distinguished faculty member at the Temple University Beasley School of Law. An accomplished scholar on constitutional law and tort law, Dean Haddon is the co-author of two casebooks in those fields and has written numerous scholarly articles on equal protection, jury participation, academic freedom, and diversity. Dean Haddon earned a Master of Laws degree from Yale Law School and a Juris Doctorate, cum laude, from Duquesne University School of Law, where she was editor-in-chief of the Duquesne Law Review. She received a bachelor's degree from Smith College and served as vice-chair of the Smith College Board of Trustees until her appointment as dean. She was a law clerk for The Hon. Joseph F. Weis, Jr., United States Court of Appeals for the Third Circuit, and practiced at Wilmer Cutler & Pickering in Washington, D.C., before joining the faculty at Temple Law School.

**Donald L. Hense** is Chairman of Friendship Schools. Friendship operates successful charter schools in Washington and two successful partnership schools with Baltimore City Public Schools. They are Friendship Academy of Engineering and Technology and Friendship Academy of Science and Technology.

**Philip J. Leaf, Ph.D.** is a professor at the Johns Hopkins Bloomberg School of Public Health with joint appointments in the schools of Medicine, Education, and Arts and Sciences. He has resided in Baltimore for the past 19 years and has been a member of the Board of Directors of the Family League of Baltimore City since 1994.



**Rafael López** serves as the Executive Director of the Family League of Baltimore City, Inc., an organization charged with improving the well being of Baltimore's children, youth and families. López is an experienced and recognized leader with over sixteen years of experience in the public and social sectors where he has served in numerous appointed and elected roles at the city, county, and state level. López is a graduate of Harvard University's Kennedy School where he earned a Master in Public Administration and was named a Lucius N. Littauer Fellow. More recently, López was awarded a 2007-2008 Annie E. Casey Foundation Children and Family National Fellowship.

**Chris Maher** is a former teacher, principal, and child advocate. He was the founding principal of the Academy for College and Career Exploration. He has served as the Coordinator of Charter Schools in Baltimore City Public Schools, and as Director of Supporting Public Schools of Choice. Currently, he is the Deputy Chief Academic Officer of Friendship Schools."

**Sally Michel** began her association with the City after paying \$20.00 at an auction for a lunch with the new Mayor (Schaefer) in the seventies. This led to chairing his Child Abuse Task Force, working on political fund raising, serving on and chairing the Planning Commission and board service from A to Z: Aquarium and the Zoo and the Baltimore School for the Arts, the Fund for Educational Excellence, the Parks and People Foundation, Outward Bound, YMCA, United Way, Goucher College and many others.

**Adam Rosenberg** is the Executive Director of the Baltimore Child Abuse Center. He brings together his passion for community development and his background in not for profit management and law to wage a battle against child sexual abuse in Baltimore City. Throughout his career, Mr. Rosenberg has been a strong advocate for social justice and a voice for those who cannot speak for themselves. Mr. Rosenberg has served as an Assistant State's Attorney for Baltimore City, as well as Chief of Staff and Vice President of Leadership Development and Outreach for THE ASSOCIATED: Jewish Community Federation of Baltimore. Mr. Rosenberg serves on the boards of the State Council of Child Abuse and Neglect and Maryland Children's Alliance.

**Ashley B. Stewart** directs a community strategy to advance summer learning opportunities in Baltimore City. In this role, Stewart provides leadership, direction, and advocacy to build collective city and state action and capacity to ensure that high-quality summer learning for low-income youth is an essential component of educational systems and reform efforts. He also develops and disseminates resources for education policy stakeholders, including the Association's New Vision for Summer School. Prior to joining the Association, Stewart was a Foreign Service officer serving in South Africa, Mexico and the Dominican Republic where he managed a public diplomacy portfolio and developed innovative consular strategies to strengthen U.S. border security. He also worked at the U.S. Department of Education as a speechwriter to the Secretary and has direct-service experience in education and after-school and summer programs. Stewart earned a master's degree in public policy with a concentration in education policy and leadership from Harvard University's John F. Kennedy School of Government and a bachelor's degree in psychology from Morehouse College.

**Omari Todd** has served as the executive director of Teach For America Baltimore since August of 2006. In that time, Todd has grown the organization's regional funding base from \$1.2 million to \$1.9 million and increased the corps size by 20 percent. At present, he is leading the region in an ambitious three-year growth plan that will double the total number of corps members in Baltimore City by the 2010 school year and raise the regional budget to over \$6 million. Todd first joined Teach For America as a 2000 Baltimore corps member, and he taught 4th grade for four years at Yorkwood Elementary School. Inspired by his work in the classroom, he brought his skills and talents to Teach For America's summer institute in New York where he served as a school director in 2003 and 2004. Todd's passion for the city of Baltimore, its neighborhoods, and his students and their parents led him to become the associate organizer for BUILD (Baltimoreans United in Leadership Development). He is a graduate of Xavier University of Louisiana and received his master's degree from Johns Hopkins University.

**Anna M. Williams** is the Director of Student Life for the SEED School of Maryland, a public statewide boarding school preparing students for college. Prior to this she was an Associate Administrator for Catholic Charities-Community Services Division and the founding Division Director for the Baltimore Division of Casey Family Services. Through the years Anna has also provided training to numerous youth serving agencies throughout the Maryland region. In 2006 she was selected as Maryland's social worker of the year and one of Maryland's top 100 Women. She is also a graduate of Baltimore City and Baltimore County's leadership programs. Anna is an active member of Alpha Kappa Alpha Sorority and resides in Baltimore City.

**Donald Wright** is the oldest of three and has an extensive history of youth leadership and has served as a mentor, community organizer and tutor for many. Currently Mr. Wright serves as the Chair of the Baltimore City Youth Commission, an organization that advises Council members and municipal agencies and serves as a liaison between youth of Baltimore and the Mayor's office. He is a proud 2005 graduate of Baltimore's historic Paul Laurence Dunbar High School. He now matriculates as a full-time student at the University of Baltimore and in the near future will attain a Bachelors Degree in Business Administration with a concentration in Marketing. Mr. Wright is a man of faith; He is a Licensed Baptist Minister and works full-time serving as the Lead Church Administrator at the church he attends, Greater Gethsemane Missionary Baptist Church in East Baltimore.

### ***CITY COUNCIL OBSERVER***

**Mary Pat Clarke**

### ***STAFF***

**Kimberly Y. McConkey**, Special Assistant, Office of the Mayor

**Sabrina Y. Sutton**, Special Assistant, Office of the Mayor



**RAWLINGS-BLAKE TRANSITION TEAM REPORT**

**APPENDIX D**

**COMMUNITY DEVELOPMENT & NEIGHBORHOODS COMMITTEE**

**FINAL REPORT**



**MAYOR RAWLINGS-BLAKE TRANSITION TEAM  
COMMUNITY DEVELOPMENT AND NEIGHBORHOODS**

**FINAL REPORT**

**Submitted March 1, 2010**

**Diane Bell-McKoy, Co-Chair  
Nicholas Ramos, Co-Chair**

**Seema Iyer, Staff**

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## **PART A: Community Development and Neighborhoods Overview**

### **LEADERSHIP:**

#### Co-Chairs:

Ms. Diane Bell-McKoy, President, Associated Black Charities

Mr. Nicholas Ramos, Owner, Arcos Mexican Restaurant

#### City Council Representatives:

Hon. James Kraft, Vice Chair, Land Use and Transportation Committee

Hon. Bill Henry, Member, Community Development Subcommittee.

#### Staff:

Dr. Seema Iyer, Chief of Research & Strategic Planning, Baltimore City Planning Department.

### **Vision**

**Baltimore's long-term success requires revitalization of neighborhoods and active community engagement. The Community Development and Neighborhoods Committee will identify best practices and establish key recommendations that foster stronger neighborhoods.**

### **Guiding Principles**

- **Increase Efficiency and Effectiveness**
- **Ensure Transparency and Ethical Conduct**
- **Increase Intergovernmental Cooperation**
- **Explore New Public/Private Partnerships**

#### Tasks:

- The Community Development and Neighborhoods Committee will conduct a comprehensive review of all assigned city agencies and functions to ensure that all public funds are used in the most effective and efficient manner.
- The committee will focus on the involvement of citizens, civic leaders, and city agencies in evaluating and developing strategic partnerships, a more responsive government, and the efficient delivery of public services.
- The committee will review the ethics practices and policies presented by each agency head.
- The committee may also explore new policies and develop initiatives to strengthen neighborhoods in the face of declining revenue and budget reductions.
- The committee co-chairs should prioritize services and recommend potential reductions and efficiencies based on the input and critiques of the committee.
- The committee should list issues for future consideration and discussion.

### **Policy Priority:**

Protect cost-effective efforts that strengthen Baltimore's neighborhoods.



### **Agencies for Review:**

The committee reviewed the following agencies:

- Baltimore Housing
- Transportation
- Planning
- Recreation & Parks
- Board of Municipal Zoning Appeals
- Parking Authority
- City Public Schools
- Baltimore Development Corporation
- Homeless Services
- Commission on Aging & Retirement Education
- Public Works
- Enoch Pratt
- Environmental Control Board
- Health
- Police
- Mayor's Office of Neighborhoods
- Mayor's Office of Human and Community Development

### **Agency Information**

Agencies were asked to respond to the following set of topics during in-person interviews:

#### **Operations:**

- Explain the structure, services and function of the agency. It should be a comprehensive review of the operations and functions of the agency or entity.
- Include the agency's current mission/vision statement, organizational chart, and a summary of standard operating procedures utilized by the agency. It should include maps/pictures of agency or entity locations.
- This is the opportunity to present relevant and important information about the agency to members of people the subcommittee who might currently lack such specific operational knowledge. Examples of intergovernmental coordination should be definitely be highlighted.

#### **Alignment with Guiding Principles**

Present the information about your agency that is aligned with incoming Mayor Rawlings-Blake guiding principles. Include any policy, research or national trends that impact how your agency addresses these principles. You may refer to other operations that your agency performs, if applicable.

#### **Finance**

- This portion of the presentation should present the agency's current budget, projections, audits, and fiscal situation. Use of graphs, charts, diagrams is encouraged.
- Now, more than ever, the City of Baltimore needs innovative fiscal reform. Any and all suggestions to this end should be presented for analysis and discussion. Agencies should discuss

their participation in CitiStat and highlight any projected or current internal stat and accountability processes. Discuss involvement in the “outcome based budgeting process  
Planning

- Explain the planning process and dynamic within the agency or entity to the committee. Presenters should bring and discuss relevant planning documents and processes including strategic plans, SWOT analysis, outcome-based budget plans, continuity of operations plans, etc.
- Use this opportunity to provide the committee the opportunity to assess the efficiency and effectiveness of current plans and planning process. This is the time to present major reorganization plans and suggestions to accomplish better efficiency and effectiveness.

#### Ethics

- Report on the ethical culture of the agency and on the systems and safeguards that are in place to assure things such as transparency, fairness, justice, equal opportunity, diversity, moral behavior, and leadership.
- Agencies and entities should be broad in their approach—considering things such as abuse of sick leave, employee theft and fraud, as well as new solutions to combat these nonproductive behaviors.

The strongest and most valued presentations will include benchmarks, consolidation of services strategies, and cost saving initiatives.

### **PART B: Community Development and Neighborhoods Process**

The committee met as a whole 4 times between January 25 and February 15, 2010. Team members were assigned responsibility for reviewing and focusing on 3-4 agencies out of the 17 agencies the team was responsible for reviewing.

#### Schedule of Meetings with Agencies

January 25, 2010:	Full Team Meeting with Finance, Housing, Planning, BDC
February 1, 2010:	Full Team Meeting with DPW, Rec & Parks, Police
February 4, 2010:	Health, Human & Community Development, Environmental Control Board, Transportation, CARE
February 5, 2010:	Baltimore Homeless Services, Mayor’s Office of Neighborhoods, Parking Authority of Baltimore City
February 9, 2010:	Full Team Meeting
February 15, 2010:	Schools (Joint Meeting with Education Team)
February 15, 2010:	Full Team Meeting
February 25, 2010:	Full Team Meeting

## PART C: Community Development and Neighborhoods Agency Information

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### Mayor’s Office of Neighborhoods

**Vision:** The Mayor needs to re-establish a culture of neighborhood responsiveness through a strong Office of Neighborhoods that, on her behalf, is charged with training agencies in how to respond to neighborhoods and then stringently evaluates their performance in doing so. **This Office must have the skills and requisite authority to serve strongly for the Mayor; otherwise, this office should be eliminated.**

## **Increase Efficiency and Effectiveness.**

**Issue #1: Transform the role of Mayor's Office of Neighborhoods, particularly the roles of the community liaisons, into trainers of city agencies on how to involve and work with neighborhoods.**

The **key recommendation** of the Sub-committee is that Mayor's Office of Neighborhoods needs to be proactive, strategic and participating through an interagency steering committee, and actively coordinating strategic neighborhood action plans and other plan approaches with neighborhood-based citizen and stakeholder groups. With this approach, the Mayor can hold city agencies accountable while attracting, drawing out and mobilizing citizen action to contribute positively in moving forward revitalization activities, initiatives, campaigns and physical and social development projects. A forthright City government approach can help to stimulate positive outlets for citizen energy rather than focusing on complaints and overloading the Agencies with demands. Right now, the community liaisons of the Office of Neighborhoods are very good at reacting to constituent complaints and concerns but do not play a significant part in developing neighborhoods from a larger perspective.

**Issue #2: The MON community liaisons should undergo on-going intensive up-grading of their program management skills through structured, on-going raining modules that focus coordination and implementation of the outcome-driven and results-oriented activities that draw upon the theory and practices of asset-based community development.**

**Issue #3: City Hall staff should keep in mind that residents serve as volunteers.** City government works for citizens, not the other way around. Citizens are not City employees and can not be subjected to the rigors and scrutiny that the Citi-Stat process places on the multi-agency efforts. However, citizen action, community participation or voluntary efforts could be better coordinated with city agency efforts. There are many success stories but there also have been many failures. One successful model played out in Patterson Park. For example, the 1990's Patterson Park effort brought together a city agency task force that intervened in driving out bad and dangerous behavior and laid the foundation for the boom in the neighborhood in the 2000's on the north and east sides of the park. Residents played a pivotal role in that effort. Also, a desirable overall goal would be to reach out to young adults and youth to participate in physically improving the neighborhoods in coordination with the redesigned Mayor's Office of Human and Community Development.

## **Ensure Transparency and Ethical Conduct.**

**ISSUE #4: The Office of Neighborhoods should help neighborhoods understand and shed light on the capacities, strengths, limitations and constraints on multi-agency programs and projects.** The competition and the redundancy of effort among Agencies at times leaves neighborhood-oriented citizens in the dark on what programs and services are available, how decisions are made, how they are implemented. In coordinating and managing multi-agency projects in particular parts of the City, the Mayor's Office of Neighborhoods should develop practices that help Agencies to open up decision making processes without compromising the role of the Agency. Of course, the overall goal of transparency is to broaden, to the greatest extent possible, efforts to improve the quality of life issues in neighborhoods. This strategic and proactive orientation should be carried out in a clearly articulated and open way and not be carried on behind closed doors.

The Office of Neighborhoods needs to develop clear guidelines for engaging residents in all projects and processes of neighborhood revitalization. Such an effort requires a delicate balancing of intervention by agencies and information sharing and allowing participation of residents.

**Issue #5: The Office of Neighborhoods should identify the proper scale of their strategic problem-solving.** For example, attempting to redevelop 10 square blocks of deterioration may take many years of

a massive effort and may be unrealistic because the City government has not prioritized the revitalization of these particular 10 square blocks. Rather, smaller scale interventions, such as coordinating City agencies with resident leaders to revitalize of all vacant properties on one block that includes a strong and active church congregation as a community anchor, will provide tangible results in a more timely way. MON should be able to point to solid successes that transform parts of the City, create more **“islands of investment,”** and allow active residents to participate and be honored by the City for their role in the success of these **“small victories.”**

### **Increase Intergovernmental Cooperation.**

**ISSUE #6: The Mayor should articulate the responsibilities and authorities of the Mayor’s Office of Neighborhoods in relation to the City Departments they are seeking to coordinate in multi-disciplinary efforts to revitalize neighborhoods. These roles should be clearly understood by personnel in the Departments and in the Office of Neighborhoods.** The Mayor should clearly state a policy that the Mayor’s Office of Neighborhoods will function as primary link to City government for neighborhood citizens and neighborhood stakeholder groups. The overarching goal should be preservation of positive community fabric and a healthy market environment for real estate, commerce and social service. If the role is clearly articulated, the MON staff can act with the authority of the Mayor to proactively identify development opportunities and coordinate implementation of revitalization plans, projects, campaigns and initiatives to eliminate challenges, nuisances and other occurrences that bring down neighborhoods. MON staff can be the lead coordinators of multi-agency work to implement master plans and follow up on quality of life issues. The Mayor should make this a priority and hold agencies accountable while mobilizing neighborhood residents to contribute to the effort.

**NOTE: The cities of Seattle and Indianapolis have both been cited as deploying an office or department of neighborhoods over many years. Some believe that Baltimore’s history of neighborhoods and neighborhood community action could benefit from such a city department. These cities were cited in the 1999 mayoral transition team that proposed creation of the Baltimore Mayor’s Office of Neighborhood. The Subcommittee recommends that the Mayor explore these other cities and their models of neighborhood revitalization.**

### **Explore New Public/Private Partnerships.**

#### **Baltimore Housing**

**VISION:** The Baltimore City Department of Housing and Community Development and Housing Authority of Baltimore City have developed and are implementing an impressive array of real estate projects and social programs to the benefit of thousands of Baltimore citizens. The Committee would like to commend Baltimore Housing for these achievements. However, the Committee believes that the combined agency lacks a clear and coherent vision for revitalizing Baltimore neighborhoods. Symbolic of this lack of vision is that the combined agency has dropped the term, “community development,” in its name.

Housing projects require clear development actors and “customers,” projects driven almost exclusively by parameters set by federal and state program guidelines and regulations. The Committee understands that developing communities is messy and complicated, fraught with setbacks when some people resist community building efforts and particular projects, large and small. But the Committee believes that Baltimore Housing is out of balance in its predominant focus on housing projects rather than neighborhood development and community building. The Committee believes that neighborhood strengthening efforts pay off by contributing to the strengthening of real estate markets and residents’ financial assets. The Committee also believes strongly that, because of this vision deficit, Baltimore City

misses out in the competition for private sector financial resources and does not effectively tap the energy of neighborhood-focused citizens. This issue and others are elaborated below.

#### INCREASE INTERGOVERNMENTAL COOPERATION

**ISSUE: Baltimore Housing must promote a coordinated Neighborhood Revitalization Agenda that would integrate the neighborhood-oriented work of different agencies, and attract support from state and federal governments.** The state of Maryland and the federal government remain an economic resource for community development in neighborhoods. The City lacks a long-term agenda that federal and state governments can respond to, and an internal leader to drive that agenda. The heads of Baltimore Housing and other agencies all described their efforts to provide services and respond to problems. However, they gave no indication that they understand that their work could improve home prices or the City's tax base. They did not recognize that Baltimore residents have strong positive feelings about their neighborhoods, and that these feelings are one of the City's biggest assets (see Baltimore City Citizens Survey 2009).

#### **Recommendations:**

- A long term strategy should be developed to seek additional funds for the City from the state and federal governments.
- Agencies should be directed to collaborate and present strategies that improve neighborhoods by formal and joint collaboration.
- The outcome budgeting process should support neighborhood-oriented outcomes such as residential tax base building, neighborhood volunteerism and confidence, and home values.

**ISSUE: Baltimore Housing should continue to look for cross-agency synergies particularly with respect to health and economic development.**

- Continue to create and expand upon partnerships with the Health Department and non-profits such as Green and Healthy Homes Initiative to not only pool resources but also achieve more holistic results
- This type of partnership needs to be fostered between HCD and BDC.

#### EXPLORE NEW PUBLIC/PRIVATE PARTNERSHIPS

**ISSUE: Baltimore Housing must have a strategy to leverage private sector dollars and use public dollars to mitigate risk.** Even in this environment banks lend and in time doors will open more widely again. Much more could be done to leverage private sector dollars and to be innovative in how the City uses public dollars to leverage and mitigate risk. National and local foundations continue to invest where they see innovation, leadership and a municipal agenda worth supporting.

#### **Recommendations:**

- Baltimore Housing and related City agencies should be asked to provide the Mayor with plans to bring in private resources, and each agency head should be made accountable for performance. Agency budgets should be increased when any new resources are provided.
- The Deputy Mayor for Neighborhood and Economic Development should develop an agenda of lending opportunities and needs of the city, and present it to a leadership group of banks convened by the Mayor and meeting regularly with her. The city must offer resources to mitigate risk. Among the needs are single family loans, small developer loans, small business loans, and lines of credit for nonprofits that can show a stream of repayments.
- A marketing strategy and an agenda of needs targeted to national foundations that support community development must be developed by the City with the Mayor heavily committed and engaged. She should lead a similar effort for local foundations as well.
- More opportunities need to be identified for local foundations to become the efficient delivery systems for small public sector grants, with overhead being provided by the foundations.

- The City and local foundations should develop shared community development priorities. There is not enough money to support all good programs.

**ISSUE: Baltimore Housing must foster positive, forward-thinking, productive relationships with nonprofit and for-profit partners.** Many nonprofits and for-profits are providing services to City residents that fulfill City goals, and that the city cannot or does not provide. The current City relationship with nonprofits is focused on the reimbursement of funds and is often adversarial.

**Recommendations:**

- Make it clear that nonprofits have a place in the City's development agenda, as developers and market builders. Engage nonprofits in an ongoing conversation about fulfilling mutual goals.
- Provide assistance to community preservation activities by having a senior staff person who coordinates with other agencies that are involved in sustaining neighborhoods.
- Expand the responsibilities of the Neighborhood Revitalization Team to work with nonprofits and residents on how to best utilize the agency's services and processes.

**ISSUE: Reimbursements from the CDBG office to nonprofit partners should be more timely and without unnecessary obstacles..** The interaction between CDBG staff and nonprofit organizations has been difficult at times, which causes persons on both sides to perform ineffectively, and residents to suffer. Discussing issues and concerns as equal partners trying to find joint solutions would improve working relations and effectiveness.

**Recommendation:** Improve current processing procedures for CDBG contracting, payment, and interactions with nonprofit grantees. Establish quarterly interpersonal and management skill training for program and contract staff to improve efficiency and effectiveness in working with nonprofits.

**Issue: Baltimore Housing must take a more proactive approach to subsidizing development projects with funding and land resources.**

Baltimore Housing is often the last actor to commit public subsidy to a development project. All other complex regulatory and development due diligence issues have to be resolved before Baltimore Housing makes its commitment. This practice results in significant delays in implementation, and neighborhood revitalization objectives become secondary to meeting all regulatory requirements. HCD does not articulate priorities among projects so developers do not know if their project will have city financial support.

**Recommendation:** We recognize that if the city is providing significant subsidy and filling a gap, it cannot set the number until it knows the financial terms of all the other financial participants. However, after revitalization plans and strategies are developed for a neighborhood, HCD staff should participate as a leader in the development process with developers (non-profit and for-profit), neighbor-based nonprofits and neighborhood leaders, to mobilize partners' resources and energies. HCD should set priorities among projects and early on inform the developer and community whether in fact HCD will be a financial partner and generally under what terms. The procurement process, including requests for proposal (RFP) and requests for qualifications (RFQ), should support, not hinder, neighborhood revitalization.

**ISSUE: Larger nonprofits under-utilize HOME investment partnership funding in Baltimore.**

Several large non-profit housing development organizations have decided not to utilize HOME investment partnership program funding in Baltimore. In other jurisdictions, these organizations use such funding for their projects. We are told that Baltimore Housing adds additional requirements that encumber the use of these funds. Others locate the problem in the internal management of the funding.

**Recommendation:** Conduct an independent, structured information gathering process to solicit an understanding of why these capable organizations decide to opt out of the HOME subsidy program. Also, analyze the practices of other large cities that are successfully and quickly moving HOME funds. Transforming existing internal management practices will require fresh leadership and staff training in effective and rapid delivery of the subsidy funds.

## **ENSURE TRANSPARENCY AND ETHICAL CONDUCT**

**ISSUE: Because of the differing reporting standards for both HABC and HCD, clearer linkages need to be articulated with respect to the interconnection of HCD and HABC budgets at Baltimore Housing.** There is a perception that the interconnection of HCD and HABC budgets allows the department to bypass the City public sector processes in bidding contracts, hiring employees and consultants and setting compensation. Although HABC honors the federal processes since it is governed by the regulations from HUD, it is important to ensure that those processes are fully disclosed to the public again to dispel any misperceptions.

- Full disclosure of compensation for members of HCD and HABC senior management teams and sources of the funds should be provided to the Mayor's office (and made public) to dispel these perceptions.
- The Mayor, in appointing members to the HABC board, should also publicly post the Board members' backgrounds.
- The comptroller or her designee should serve on the board; this could add additional support for the organization.
- HABC should not finance projects without appropriate community input and participation as determined by the HABC Board.
- Regular audits are conducted of HABC and should also be posted on the HABC website; this would also help dispel any misperceptions

**ISSUE: Baltimore Housing must share important budgetary information so that nonprofits can strategize and partner with the agency.** There is a general lack of shared understanding among nonprofits as to where City resources for affordable housing and community revitalization will be allocated, geographically or programmatically, and why these areas or programs have been selected.

### **Recommendations:**

- Provide projections for the next five years on the potential income and obligations for the Community Development Block Grant Program, Affordable Housing Program, 108 loans, UDAG, bonds, general funds and other key financial resources available to HCD for housing, community development and asset building activities.
- Provide information to the public on the Baltimore Housing website about how AHP is progressing, the projects to be funded, how projects get on the list, projected use of the funds in FY2010 and 2011, and when the AHP program will end.
- Improve transparency in the awards and administrative process for CDBG and HOME so the information is accessible and easy to understand. Identify who is involved in the review of applications for CDBG, and the time-frame and methodology of the decision-making process.
- Provide the following reports on the Baltimore Housing website:
  - ✓ Most recent Consolidated Annual Performance and Evaluation Review (CAPER)
  - ✓ Annual Action Plans for the past three years
  - ✓ HUD Review and Assessment letters
- Create a consistent system for e-mail notification to nonprofits and community groups when new reports, regulations, and RFPs are available on the Baltimore Housing website.



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- Create a consistent system for e-mail notification to nonprofits and community groups when new reports, regulations, and RFPs are available on the Baltimore Housing website.

**INCREASE EFFICIENCY AND EFFECTIVENESS**

**Issue: Baltimore City must efficiently manage and dispose of vacant properties**

There are nearly 30,000 abandoned properties (structures and lots) in Baltimore City. The City currently owns nearly 10,000 vacant properties, or 1/3 of all vacant properties in the City. Approximately 4,000 City-owned vacant properties are vacant structures. Abandoned properties drain money from homeowners, cost the City money, and reduce the quality of life in affected neighborhoods. The City should address this problem by finding a better and simpler way to hold, manage and dispose of vacant properties. However, given the high number of vacant properties, we recognize the tremendous overall expense of rehabbing vacant buildings, demolishing vacant properties, and finding new uses for vacant lots. Therefore a reduction in vacant properties should be measured but should not, in the short to medium term, be a primary measure of neighborhood success. We can find more positive ways – such as an increase in the number of residents, an increase in median sales price, and preservation of a mix of affordability -- to determine whether neighborhoods are improving.

**Recommendations:**

- Designate a single entity for holding, managing and disposing of vacant properties.
- Make the default value of a vacant property a single nominal price with waiver of city liens. However, entity manager would separate properties with potential value and require these to be appraised. Or, agencies would reserve properties with value for development. The goal is to avoid city activity involving negotiation or appraisals because it adds complexity and takes too long.
- Get blanket authority from the Board of Estimates so that each transaction does not need to be approved by the Board.
- Require a reverter in the transfer so that if no construction is commenced within a year, the property reverts to the city.
- Evaluate results after 2 years in conjunction with the Mayor's Neighborhood Agenda and Goals.
- Designate a Blue Ribbon Task Force to identify a more efficient and neighborhood friendly process for tax sales.

**ISSUE: The HOME Community Housing Development Organization program (CHDO) lacks clear program policies and procedures that support nonprofits' ability to address community needs.**

**Recommendation:** Make clear in writing how the CHDO program will be operated, and set clear guidelines for how CHDO operating support and HOME capital set asides will be allocated.

**ISSUE: Baltimore Housing has not been a strong and active partner in Baltimore Foreclosure Prevention and Mitigation efforts:** Recent delinquency data shows that foreclosures will continue to be a significant negative influence on neighborhoods through at least 2013. With strong leadership from the Mayor's Office and Baltimore Housing, the City could respond more effectively and efficiently to this long-lasting crisis.

**Recommendations:**

Retaining occupancy, whenever possible, is vital to neighborhood stabilization. Support pre-purchase and foreclosure counseling as well as legal services. Alert renters in foreclosed properties of their legal rights. When families do lose their homes, reclaiming vacancies quickly will help alleviate subsequent neighborhood instability. Support responsible nonprofit and for-profit developers' acquisition and rehabilitation of vacant foreclosed properties.

## **Baltimore City Public School System**

### **Programs or Policies that Support Neighborhoods:**

Some Recreation Centers associated with schools should be taken over by City Schools and combined with private partnerships to provide full programming throughout the day. Look at aligning this with funding for Community Resource Schools, after school programming and Community Support for Schools. In addition, EPFL should also be reviewed for the feasibility of closing several locations and bringing those services into the schools.

**Explanation:** Our neighborhoods are looking for a central point from which to grow. Schools could be that point. By moving recreation and EPFL into the schools the schools become the central institution in our neighborhoods. City Schools may be better positioned to ensure quality programming and management and more fully utilize the space. Partnerships with private providers and community organizations could provide programming during the school day and after 6 pm when after-school programs are over. Look at Community Resource Schools run in partnership with community organizations as a model for leveraging private programming in City Schools and Rec Centers.

Continue and increase city funding for after-school programs. Develop a rubric to help distribute after school dollars citywide.

**Explanation:** There is a huge unmet need for quality after school programs citywide. A rubric to fairly distribute funding could include analysis of community needs, capacity of community organizations and service providers, and ability to build on community strengths.

\*\*\*The Committee did not identify any new funding sources, but a Community School like model could be used where a Site Coordinator and brokers and coordinates outside agencies and volunteers who either offer in-kind activities or pays a fee to offer programming. The Site Coordinator would broker and manage partnerships, recruit volunteers, manage space and programming, open the door, etc. \*\*\*

\*\*\*We did not discuss the possibility of long term leases with private entities that run community oriented after school programs (YMCA, Cub Scouts, Boys & Girls, etc.)\*\*\*

Continue funding for Community Resource Schools to leverage private partnerships to support schools, students and families especially in the areas of chronic absence, climate and enrichment.

**Explanation:** Poverty and inadequate City Schools funding leave schools ill-equipped to serve needs and provide enrichment that is standard in the counties. Community Resource schools are a model for leveraging private dollars to meet these needs and build schools as the "hub" of the neighborhood.

Help City Schools develop policies, union contracts and partnerships that enable more students to have access to physical activity (recess and physical education), reproductive health education and enriching "special area" classes in music, art, theatre, etc. - most of which are standard in the counties.

**Explanation:** Limited dollars, over-emphasis on test scores, contract limitations and lack of imagination has resulted in many City students having limited opportunities for physical activity and limited attention to the development of the whole child.

**Increase Efficiency and Effectiveness:** see above for many examples

**Ensure Transparency and Ethical Conduct:**

Support efforts to ensure that parents and community are involved in school decision making such as school budgets, school improvement plans, programming and curriculum, principal selection and leadership evaluation.

**Explanation:** With Fair Student Funding, there needs to be transparency and accountability in individual school budgeting and decision making. Each school is required to have a School Family Council (formerly the School Improvement Team). But many, if not most of these Councils citywide are not yet truly inclusive of parent and community and remain stuck in traditional bureaucratic ways of interacting with school stakeholders. Principals and school staff need training and clear expectations for how to be transparent, accountable and collaborative.

**Increase Intergovernmental Cooperation:**

The Mayor should be active in Annapolis advocacy for City Schools dollars and in changing the narrative about Baltimore City Schools.

**Explanation:** Make the case that Thornton investments are paying off in increased enrollment, better student performance and more school choices. Baltimore has many schools that offer a quality education.

The Mayor should work with the Governor O'Malley and MSDE Superintendent Grasmick to help guide legislation through the General Assembly that can enhance Maryland's chances of qualifying for Race to the Top Funding.

**Explanation:** The Governor is evidently on the verge of submitting such a bill, and early indications are that essential elements of the bill would strengthen Maryland's schools, even if hundreds of millions of dollars weren't at stake through Race to the Top. With the funding Maryland, and especially underperforming schools in Baltimore City and Prince George's County, would receive a vast amount of much-needed support.

The Race to the Top Fund is a \$4.35 billion competitive federal grant program established in November 2009 to encourage and reward states that are improving conditions for education innovation and reform. The goals of Race to the Top include improving student outcomes, closing achievement gaps, increasing high school graduation rates, and ensuring student preparation for success in college and careers.

Race to the Top focuses on four priority areas:

- a. Adopting standards and assessments that prepare students to succeed in college and the workplace and to compete in the global economy;
- b. Building data systems that measure student growth and success, and inform teachers and principals about how they can improve instruction;
- c. Recruiting, developing, rewarding, and retaining effective teachers and principals, especially where they are needed most, and;
- d. Turning around our lowest-achieving schools.

Race to the Top will reward states that have demonstrated success in raising student achievement and have the best plans to accelerate their reforms in the future.

What is Maryland doing to compete for funding?

The deadline for the first phase of Race to the Top funding was January 19, 2010. At that time, the Maryland State Department of Education (MSDE) declined to apply for the funding on the grounds that Maryland needed to make certain statewide reforms in order to compete effectively.

MSDE intends to apply for the second phase of funding, for which applications are due by April 2010. In order to strengthen Maryland's ability to compete, Governor O'Malley will introduce legislation in the General Assembly in February 2010. This legislation will call for statewide standards that will set the stage for:

- \* Alternative routes to teacher certification;
- \* Greater autonomy for charter schools; and
- \* Increased ability for school administrators to incentivize and sanction teachers based on performance.

The Mayor should work with the Governor to ensure that future appointees to the School Board reflect the excellent vision of the current board and will stand by Dr. Alonso's outstanding vision for our children.

**Explanation:** Many believe that Baltimore's best shot lies in Dr. Alonso's work, and we need to be sure that school board members bring only our students' best interests to bear.

The Mayor should work with a variety of agencies to determine what steps need to be taken to increase dramatically the number of 18-year-olds who are ready for college or work. Such a venture would include steps to ensure that children are born healthy, that they are ready for school, that they are reading at grade level by third grade and that they have a strong variety of out-of-school options as they grow

**Explanation:** Each Baltimore resident who finishes high school and enters college or the work force is equipped to make a strong contribution to the City as a tax-paying, responsible citizen. Realizing this goal cannot be left to the schools; this requires a multi-pronged effort, including agencies that report to the Mayor. The Mayor should be aware of the college-readiness work being carried out by Associated Black Charities and comprehensive steps being taken by the Safe and Sound Campaign to realize these goals.

## **Department of Recreation & Parks**

### **Programs or Policies that Support Neighborhoods:**

**Increase funding for BCRP through a dedicated line item in the City budget to hire and train recreational staff. In addition to the general fund of Baltimore City budget; consider shared cost with other agencies; federal funding through HUD, etc.**

**Explanation:** Presently many Rec Centers do not have the personnel to properly guarantee the safety of their young clients and cannot provide a full range of enrichment programs – and are sometimes reduced to “baby sitting and TV”. The National Standard is 1:15 (staff: client) and many Rec Centers are nearing 1:80. There is a growing need for these facilities and programs by all in the community – whether it is “at-risk” youth, single parent household or middle-income family with kids who don’t want to go to Baltimore County for services. More and more in the community are looking locally for services. BCRP has the inventory of centers - the need is in programming.

**Some Rec Centers associated with schools should be taken over by City Schools and combined with private partnerships to provide full programming throughout the day. Look at aligning this with funding for Community Resource Schools, after school programming and Community Support for Schools.**

**Explanation:** City Schools may be better positioned to ensure quality programming and management and more fully utilize the space. Partnerships with private providers and community organizations could provide programming during the school day and after 6 pm when after-school programs are over. Community Resource Schools run in partnership with community organizations are a model for leveraging private programming in City Schools and Rec Centers.

**Contract or develop partnerships with YMCA and Boys and Girls Clubs of Maryland, or other similar recreational professionals – also with smaller trained, licensed and groups like local gyms, hospitals, nonprofits, etc. Look at the Community School model of managing these partnerships.**

**Explanation:** Teaching recreational activities to youth is what these organizations do best. Have a constellation of program providers provide services at Rec Centers. City Rec Center staff would act as “site coordinators” of these program providers: scheduling activities, assigning rooms, marketing of programs, contracts, keep the center clean, open the door, etc. This is ideal since the funding for this could come from private sources, cost shifted from other “fees for service” programming or state and/or federal sources via organizations such as the YMCA” This model already exists in Baltimore’s CC Jackson Rec Center and nationally in San Francisco, see “Rec Connect” program.

**Increase staff training in budgeting, fundraising, creating partnerships, managing volunteers and creating advisory boards.**

**Explanation:** Size and training of Rec staff is inadequate. Staff is often overwhelmed and lack appropriate training or time in their schedules to fundraise, develop partnerships, or manage advisory boards.

**Park Rangers should have citation powers, better training, first aid, dedicated vehicles, etc.**

**Explanation:** They will generate their own revenue on illegal dumping and parking alone. \*\*\*Traditionally Park Rangers serve an essential function in any park system whether it be in city parks or larger National Parks. Their role is not exclusively assuring compliance to park rules and regulations, but also a “uniformed” presence that increases visitors’ sense of safety and well being when in the park. Additionally, Rangers serve as “greeters” to the park and are often the only personnel in these parks that can answer questions and give directions.

In Baltimore, The Park Ranger program was developed in 2002 (Baltimore City parks once had a Park Police force which had long since vanished). This initiative was to hire 20+ PT Rangers, in uniform, on bikes, to patrol Baltimore’s 6,000 acres of parks. This initiative was aligned with the updating of Baltimore City Park Rules, where the Ranger would function as the compliance agent for these rules.

From the start the program has been successful, however over the past few years their budget has been slashed and the Rangers have gone from 20+ to 11 Rangers and according to the BCRP FY '10 Budget details these force will be reduced to 3 during the “off-season”. One major issue confronting the program is the lack of true enforcement powers, that is, citation powers and real compliance accountability. At this point, Rangers can only “suggest” compliance to the rules and if an action is egregious they only have the power to call 911 and Police. There is no doubt that Park Rangers must be given citation powers and with this higher levels of training in Park Rules, conflict resolution, best practices, etc.

The “vision” for this program could be similar to the “sanitation police”, a coordinated effort between Baltimore City Housing and Bureau of Solid Waste. These “Trash Cops” are compliance agents and inspectors and not only insure compliance to sanitation and housing laws but also generate revenue to substantiate an increase in their capacity. The Park Ranger Program could potentially do the same by citing illegal dumpers, illegal parking, dog owners who do not pick up in parks, illegal vending, or create programs in environmental education or hikes/ tours of parks, etc. The question is where do these generated revenues go – General Fund of Baltimore City; General Fund for Rec and Parks or re-invested into Park Ranger Program.

**Increase Efficiency and Effectiveness:**

**Develop business plans for potential revenue providing facilities or city wide programs – Tennis, Ice Rinks, Pools, Cylburn Arboretum, Shake and Bake, etc.**

**Explanation:** Create a sustainable model for each facility.

**Properly evaluate capital projects and align with inevitable costs to maintain and operate the facility. Design with maintenance budget and capacity in mind.**

**Explanation:** This approach will avoid wasting public dollars. For example, do not plant 300 trees without a plan to water, mulch and prune these trees for at least the first 5 years. Or build a Rec Center without having appropriate staff to manage and maintain it.

**All Rec and Parks facilities should have GPS locators in the 311/911 system – a huge safety issue.**

**Explanation:** If someone is hurt at the Boat Lake in Patterson Park or other internal park location, 311/911 does not have the exact location for the first responders.

**Re-invest permit fees into services that gleaned them.**

**Explanation:** Permit fees for sports programming could be re-applied into turf management of athletic fields, if not the fields will not be able to be permitted and BCRP will lose a source of revenue. Consider a competitive permit fee structure, especially for “for-profit” leagues and high impact sports – more damage, more costs.

\*\*\*Increasing fees at public facilities is a way to generate revenue but must be carefully and strategically evaluated: Do you price out your constituents especially those who need these facilities the most? Will you then reduce the amount of visitors to your facilities if cost structure is too elevated, defeating the purpose of the Dept’s mission? Are you trying to compete with the for-profit sector for clients? Can you compete with the for-profit sector and therefore is your product comparable? What is the goal for increased fees: generated revenue to cover what costs? This may speak for the need to create “business plans” for programs and facilities – expected revenue, expenses, demographics, household income, target audience, marketing plan...

Proximately retaining revenue garnished from programming may be a good way to re-invest in those same programs or facilities, however revenue retention or re-investment may be difficult in the present system of accounting at BCRP. One issue is strict protocols for accountability for these funds. A few years back a B.E.E.F. study showed that there were some inherent flaws in the cash handling system at

Baltimore City Pools. There would need to be very strict monitoring and procedures for finances at these facilities.

Partnerships can assist in assuring that resources (both physical and human capital) stay within the program, park or facility, e.g., assisting nonprofit obtains grant funding for program which leverages other funds to sustain a certain program or facility. Partners connected with a specific program or facility, like nonprofits, may have more accountability procedure in place, transparency & oversight – 990, grant reports, audits, a system of accounts in Quickbooks, etc.

Revenue retention scenarios:

Proximate Retention will have challenges with oversight and accountability

If funds are to be generated at the program level and maintained at that level, will funding from the Dept budget be reduced – “sink or swim”? How will equitable distribution of Dept budget funds be evaluated?

Local program revenue could go to BCRP “General Fund” but “coded” as “Patterson Park” or “Cahill Rec Center.” This could help to see where successful programs exist and where future needs lie.

Conversely, programs or facilities not generating revenue could be evaluated to develop a better plan to generate resources. In-kind contributions/ volunteerism must be seen as “value” and as “revenue” in this scenario. Some may be better at leveraging assistance, which may not be “revenue” or cash.

Again this speaks to local budgets, business plans and needs assessments per facility and/ or program.

If generated revenue goes to Baltimore City “General Fund” there needs to be equitable re-investment in BCRP, especially operationally.

#### **Ensure Transparency and Ethical Conduct:**

**Develop a transparent budget and financial data for each major park: Patterson Park, Druid Hill, Carroll, Clifton, Gwynns Fall.**

**Explanation:** There should be a true representation of how much it costs to operate each park (staff, recreational centers, ice rinks, pools, playground maintenance, general repairs, BGE, capital budget, etc.).

- Show all generated revenue
- Compare this with potential economic impact of the park and recreational programming and services

**Institute a new system of accounting and annual audits of each facility with verification (preferably by outside firm or comptroller’s office – San Francisco and Chicago have good models for this)**

**Explanation:** Accountability is essential to ensure public dollars are not wasted and to ensure that facilities are fully utilized (there are concerns that attendance numbers of many of the facilities in BCRP are inflated while others represent programs that do not exist).

- Cash accounting at facilities
- Inspection of work done by contractors
- More playground inspections
- Periodic inspection of facilities
- Verifying daily metrics given by staff – attendance, etc
- Costs and revenue generated
- Visitor evaluations
- Compare to industry standards and nationally recognized standards

**The entire department needs to meet National Recreation and Parks Association Standards, that is, to be Nationally Accredited by the NRPA.**

**Explanation:** National accreditation will support adoption of best practices in all areas.  
\*\*\*The Commission for Accreditation of Recreation and Parks Agencies (CAPRA) is done through the National Recreation and Parks Assoc. The application fee is \$3,000 or so for larger agencies. There is a process that may be lengthy, but should be explored.\*\*\*

**There needs to be more community input in the CIP budget and annual Operating Budget of BCRP.**

**Explanation:** Transparency and community input are needed in guiding these city services.

**Increase Intergovernmental Cooperation:**

**The Mayor's office could have an immediate impact to spur engagement, cooperation of public agencies.**

**Explanation:** There are tensions between Rec and Parks and schools that results in under-utilized Rec Centers. Imagine if the mayor weighed in on getting Rec Centers and Parks truly accessible to schools and to communities for after hours activities.

\*\*\*Schools: Dr. Thomas made reference to strained relations between Rec Centers and the schools they are attached to or adjacent to, so much so that the two agencies are negotiating an MOU that would govern use of space, etc. Transferring authority for some Rec Centers to City Schools is a solution.

**DPW:**

General Services: Most Rec and Parks repairs are done by or through general services. They are often assigned to others such as Street Lighting (park lighting, field lights), Building Repair (repair of mansions or pavilions), Water/Waste Water (sewer or water line repairs). Many of these repairs were once done by skilled staff inside BCRP – these positions were eliminated several years ago. Better coordination and communication between agencies would increase efficiency and improve recreational facilities and parks. The issue is with budgeting since park repairs done by GS are billed to Parks (most maintenance functions done by GS)...yet parks no longer have the staff or funds to do the work internally using its own budget.

Equipment repairs done by DPW – often delayed turn-around time on mowing equipment or plows effects rec and parks work. Again, BCRP once did their own repairs and today DPW has several fleets to maintain.

Police: A true partnership between BCP and BCRP Park Rangers. Millions of citizens use Baltimore's 6,000 acres of parks and hundreds of facilities – visitor & staff safety is critical.

**Evaluate inter-agency responsibilities in recreation and parks - many other agencies are involved in the day to day operation of recreation and parks.**

**Explanation:**

- Major repairs done by "General Services" of DPW not BCRP staff (there are only two building repair staff for BCRP for 6,000 acres of parkland and for 55 rec centers, pools, etc.)
- Festival stages and booths delivered and installed by "Special Events" staff at DPW.
- Permitting for larger park festivals is a mess with at least 5 separate permits from 5 separate agencies
- One park light post can be maintained by BCRP, BGE or DPW Street Lighting or General Services (or even a outside contractor) depending on the issue.
- 311/911 park integration so that first responders can find locations within parks.

**Using Patterson Park as a model – create a park system-wide recycling program with Bureau of Solid Waste.**



**Explanation:** Furthers the city’s goal of “cleaner, greener”.

**Explore New Public/ Private Partnerships:**

**Shift BCRP leadership model to include a senior executive and leadership team whose job is to leverage private and non-profit partnerships, create partnership agreements and organize and encourage volunteer activities.**

**Explanation:** If partnering is an important process for improving the system, there needs to be a well trained leadership team dedicated to partnering and a senior executive committed and accountable for crafting partnerships. This team could lead better management of partnerships, e.g., Wachovia paints a Rec Center; Ravens do a sports clinic; Home Depot does a tree planting. These are one day, one event partnerships. They take specific management and specific skills, but to happen they need a dedicated person or team at BCRP or a specific group at the park or rec center.

**Explore “Charter Parks” and “Charter Rec Centers”:** Look at national models of public/ private partnerships in the management of public parks and recreational centers (Piedmont Park, Atlanta; Buffalo Olmsted System in Buffalo, NY; Prospect Park Alliance in Brooklyn, NY; Presidio in San Francisco, etc.).

**Explanation:** Also look at Charter Schools as a template for a functioning partnership and how this can be replicated in Rec and Parks: funding, curriculum, programming, maintenance, contracting, etc. What other municipal functions are now done by NGO’s and how does that partnership operate & can it be applied to BCRP?

**Support efforts to build the capacity of “Friends of…” nonprofits throughout the city parks and recreation system.**

**Explanation:** Successful groups like Friends of Patterson Park have been critical to the parks. A larger group needs to be created to advocate for the department during state and city budget hearings; nationally for UPARR or HUD funds, etc.

**Grow partnerships with program providers as discussed above, e.g., YMCA**

**Use cost shifting to leverage more private programming**

**Explanation:** Allow “fee for service” programs to use Rec Center space in exchange for providing the same service to an after-school program or community at no cost.

**Workforce development programs sponsored by NGO’s (Project Serve, Civic Works, etc.).**

**Explanation:** These could be used to serve a maintenance function within the system: routine maintenance, trail maintenance, ball field maintenance, etc.

**Department of Public Works**

Great team with strong leadership in the Bureau Chiefs; this is a dynamic change from the DPW of a generation ago. Very much appreciate their entrepreneurial spirit and savvy communications with citizens of Baltimore. A significant issue that may be on the Mayor’s plate sooner rather than later is the City’s proposed response to Stormwater Management (City Council Bill #10-0434). The City’s proposed approach runs counter to the way the Maryland Department of Environment views this, but, to put it in perspective, the City is proposing a very 21<sup>st</sup> Century approach to this challenge whereas, it could be argued that the MDE regulations and approach are a bit more dated.

**Increase Efficiency and Effectiveness**

Involve community in development of the annual CIP: This approach will allow early buy-in and ensure greater effectiveness of capital improvements being cared for by the community in which the improvements are occurring.

### **Ensure Transparency and Ethical Conduct**

Sharing Information with the Community in Decision-Making: Create a robust website to communicate with the public and share decisions in a proactive manner.

### **Increase Intergovernmental Cooperation**

Encourage Resource Sharing: Promote more cooperation between the Bureau and Water/Wastewater and Solid Waste. Create a position for a resource coordinator.

City/County Watershed Alliance: In 2006, Baltimore City and County renewed their watershed alliance agreement that would enable and allow coordination to our three shared watersheds. A Committee of Principals, representing city and county officials, local watershed groups, environmental and environmental justice concerns assisted in the development of an Action Plan to guide the management and monitoring of the watersheds. Given the issues with storm water management and other watershed issues, this cooperative relationship merits continued attention by the two jurisdictions.

### **Explore New Public/Private Partnerships**

Promote Recycling and increase fees for garbage collection: Follow European models where residents pay per size of bag. This approach has forced customers to recycle more and reduced the size of disposal bags.

## **Department of Planning**

### **Increase Efficiency and Effectiveness**

**Consolidate planning functions from other agencies, such as Transportation, Housing and Recreation & Parks, into Department of Planning for a more comprehensive and professional approach to communities.** The Department of Planning is operating from the City's 2007-2012 Comprehensive Master Plan which has measurable goals built into the plan. It is not clear if this Master Plan is incorporated and translated into usable "plans" for each City Department and their work in neighborhoods.

**Complete Transform Baltimore, Comprehensive Rezoning Project.** The City's zoning code is over 35 years old and does not meet the needs of developers or communities in a streamlined, transparent manner. Also, the current code does not allow for many urban amenities that 21<sup>st</sup> century residents and businesses would like to have to improve the quality of life. A better zoning code would also reduce the number of appeals that the BMZA must hear.

**Connect neighborhood plans to the Master Plan.** In many instances, community residents have already defined their specific goals for their neighborhoods. It is not clear if those goals have been accepted by City government or if the goals are realistic based upon other factors that may not be known to the community.

**Ensure adequate Technology resources are available to create an accessible, central data source that informs the design of investment strategies by the City.** Several City agencies and the Department of Planning provided information about data and indicators describing neighborhoods or describing "investment decisions" for neighborhoods. For example, there is a typology for housing designed by HCD and Planning, while BDC and Planning designed a typology for commercial development, and the

Health Department has demographic data to identify health disparities. But there is no central place where this data is integrated and used in the design of investment strategies by the City.

**Use Planning Data for Strategic Decision-Making to address vacant housing crisis.** From the neighborhood plans, the planning department has developed a Land Disposition Category Inventory for every city-owned vacant property. This inventory should be publicly available and reviewed and used by the Housing Department when determining Land Resource strategies.

#### **Increase Intergovernmental Cooperation**

**Implement Plans.** Empower and designate a multi-agency team to ensure neighborhood plan implementation.

**Capital Improvement Program.** The Department of Planning should coordinate all agencies' CIP requests with the neighborhood plans and involve the public during the adoption process.

### **Baltimore Development Corporation**

#### **Increase Efficiency and Effectiveness**

Issuance of RFPs for development opportunities should only be done AFTER acquisition of or land disposition of property has been fully negotiated. Once a media announcement of a development team and project have been made, negotiations on the logistics of the deal become more complicated and can drive up the cost of the project speculatively. If RFPs are issued before site control, no public media announcements should be made until the project is sure to move forward. An example of an RFP that the BDC announced before they had control of the land is the Gateway South project. The project has still not gotten off of the ground. Another one is the Parkway Theatre project which the city awarded already and still doesn't own the land.

Use data and data analysis to inform decision-making and inform the public using online communication on how the data is driving decisions.

#### **Ensure Transparency and Ethical Conduct**

Revisit the structure of the Board. In particular, include a member from private/public workforce development on the Board.

Assess the Health impacts of development projects in addition to the economic and environmental impacts to create sustainable, healthy neighborhoods.

Evaluate use of RBDL funds and increase community involvement in use of collected funds.

#### **Increase Intergovernmental Cooperation**

Better coordination between Baltimore Housing and BDC will ensure that both neighborhood and commercial revitalization strategies are properly leveraged and timed.

#### **Explore New Public/Private Partnerships**

Look for more synergies between Main Street programs and Retail Business District License areas.

### **Mayors Office of Human and Community Development**

Ensure that there continues to exist some entity or contact within the Mayor's office for service organizations to seek information and help.

## **THIS OFFICE HAS BEEN ELIMINATED (2/15/10)**

### **Baltimore City Health Department**

#### **Programs to Support Neighborhoods**

##### Strategy to Improve Birth Outcomes (SIBO)

- Main initiative for health department and FLBC together
- Top priority of Mayor Sheila Dixon and it is hoped for the new administration as well
- Closely aligned with the Maryland State Plan to Reduce Infant Mortality
- Also very similar to birth outcomes initiatives currently rolling out in Boston and in NYC
- \$3M in catalytic funding received from CareFirst Blue Cross BlueShield – improving birth outcomes is CareFirst’s top priority in 2010 –and \$1M in ARRA funds
- CareFirst funding builds on current levels of city and state funding for home visiting programs in Baltimore City and that sustained support is essential for the health of babies and pregnant moms in Baltimore.

SIBO represents more than \$5M in current funding (\$3M from CareFirst; \$950K in ARRA stimulus funds; and \$1M in City home visiting funds; and \$250K in state home visiting). When fully implemented, SIBO will help reduce Baltimore City’s decades-old lead as having the worst infant mortality rate in Maryland – 12.1 per 1,000 live births, with African – American babies dying at twice the rate of Caucasian babies. Baltimore City’s poor birth outcomes are largely due to three preventable causes: preterm birth, low birth weight, and unsafe sleep. The strategy itself combines a city wide communications campaign with funding and TA for community-based organizations to mobilize residents around these issues and connect those hardest to reach with care and services. Without the support of the Mayor’s Office, these resources will simply disappear as will community programs working with families on a daily basis.

Need to finish and implement an HIV/AIDS Prevention Strategy – this is a process that has waned for nearly 3 years, through a number of senior transitions in the Department. Baltimore is still one of the nation’s top cities for HIV transmission; there needs to be a targeted strategy to address this declared public health crisis. The City HIV/AIDS Commission (with funding support) will be taking assuming some leadership in development of a prevention strategy.

#### **Increase Efficiency and Effectiveness**

Strategic Plan -- The health department needs a strategic plan to define its role in community health and its priorities, and to better integrate its programming (which are currently completely siloed in different divisions with limited if any sharing of resources, goals, interdepartmental knowledge or awareness, etc.).

#### **Fill Critical Staff Positions:**

New Health Commissioner -- The City needs to re-open the search for a new health commissioner, and get that person on board as soon as possible. The applicant pool has likely been very limited to those willing to apply under the previous administration. The department lacks leadership and direction, and capacity at this point (many open positions that the interim commissioner hasn’t been authorized to fill). It is not clear whether City requirements still dictate that the health commissioner have an MD -- in addition that person should have a public health degree or at least significant public health background to inform a more population-based view of the health issues here (not just program-based). New commissioner needs vision and the ability/intent to build capacity of staff throughout the department.

Executive level chief epidemiologist -- With only one junior epidemiologist on staff (who is good and trained under the previous epidemiologist), the department has limited data capacity and little ability to be proactive in trend analysis and linkages among different issues, both ways in which the department could be much stronger with more staffing.

Strong policy staff -- current limitations similar to #3, and strengthening this part is essential in order to link strategic programs, data, and policy in a proactive, educational way.

### **Explore New Public/Private Partnerships**

Currently, the Health Department has partnerships with the Robert Wood Johnson Foundation (National), Maryland Community Health Resources Commission (State), and several local health care providers such as Carefirst BlueCross BlueShield. A cost/benefit analysis should be done to determine whether and under what conditions to privatize certain clinical functions of the department to private entities.

### **Ensure Transparency and Ethical Conduct**

Communications -- clear link to strategic plan -- the health department needs the ability to target certain audiences in the City with proactive public health messages, and to "market" itself in a way so that City residents know what services exist and where they are.

## **Baltimore City Police Department**

### **Increase Efficiency and Effectiveness**

#### **Issue: Overtime**

One thing that seems elusive is the demand for overtime- even though it is down significantly. Historically, this does seem like something that is almost counted on by members of the rank and file but what is not readily apparent is the ability to more fully staff the department with the OT resources and therefore have a greater number of officers on the street.

#### **Recommendation: Continue until fully staffed**

#### **Issue: \$10 Million-Stimulus Award**

It was indicated that 50 officers would be hired utilizing Stimulus money. This Stimulus award was announced in July 2009 and the process has not yet begun.

#### **Recommendation: The hiring of 50 officers begin immediately**

The federal commitment is for three years. We anticipate that we will be in economic recovery, which, along with attrition, will have a positive impact the availability of funds to support the positions.

There needs to be a commitment to having these 50 officers remain on foot patrol as was presented by the Commissioner. A process should be established to measure the impact the 50 foot patrol officers have had relative to building relationships and trust with the community. Any organizational barriers (ie union contracts etc) that would not support these officers remaining on foot patrol should be identified and overcome. A departmental strategy should be identified to make staying in patrol vs. moving to specialized units more attractive to officers.

#### **Issue: Outcome Budgeting**

There are intra-agency outcome measures that might be employed as the process matures which might be embraced or claimed by the police in out years.

#### **Recommendation: That the BPD continue to be included in the Outcome Budgeting process.**

**Issue: Blue Light Cameras**

From a neighborhoods perspective, does the safety benefit of the “blue light” outweigh the psychological and economic impact burdens that they impose on a neighborhood? This is not a question about the value of surveillance mechanisms like the cameras, but the “calling out” of the surveillance mechanism using flashing blue lights?

**Recommendation: Discontinue the use of flashing blue lights in residential neighborhoods.** The committee supports surveillance mechanisms and recommends that greater community input is solicited when determining where to install more mechanisms. We would like to see the elimination of blue lights.

**Issue: Training Budget**

While the funds have not come out of general funds, it appears to be an excessive amount spent on training during challenging times. The monies secured through forfeiture could be spent to replace office equipment and fleet, which is old and includes many cars that are not safe for usage.

**Issue: Inadequate resources in larger geographic districts-** higher concentration of officers in areas with fewer residents. We would like to make the leadership group aware that there was a commitment by the previous administration to initiate redistricting. The police districts have not been reviewed or restructured since the early 1990's. Since that time there has been a major realignment of the population in some districts. For example, development in East Baltimore has displaced thousands of residents to the Northeastern District. Yet, with a significant reduction in population, the Eastern District has far more resources than the Northeastern District where crime has increased significantly, including recording the highest number of homicides during 2009.

Moreover, Mayor Rawlings-Blake, while president of the City Council, introduced a City Council Resolution 09-0108R which asked for "restructuring of present form of police districts."

**Ensure Transparency and Ethical Conduct**

**Issue: The BPD ethical policies and procedures were not shared.**

**Recommendation: The BPD share with the community the department's ethical policies and procedures.**

**Issue: Command Promotions and Placements**

The promotion of individuals to the Command position is not often shared with the community and/or the process utilized for the placement of commanders to the nine police districts.

**Recommendation: Establish a process to allow for community input regarding district command appointments.**

**Increase Intergovernmental Cooperation**

**Issue: Partner with School Police**

**Recommendation: To strengthen communication and coordination with school police to enhance community relations.**

**Explore New Public/Private Partnerships**

**Issue: Perception of Crime**

**Recommendation: Partner with community organizations and businesses to establish police substations throughout the community to increase police visibility and interaction with the community.**

**Issue: Most members of the BPD do not reside in the City.**

**Recommendation: Identify barriers for City residency and develop a marketing and incentive program to address those barriers**

Develop a relationship between entities like LiveBaltimore and Human Resource at BCPD to let new members of the department know about existing incentives and neighborhoods.

- Officer Next Door Program with discounted mortgages.
- Partner with banks to turn over foreclosed properties to police officers.

## **Environmental Control Board**

The environmental control board provides a legal forum for people to contest citations that they have received from other city agencies.

### **Increase Efficiency and Effectiveness**

We were very impressed with Ms. Baker's passion for her job and for the Environmental Control Board's enormous undertaking. We found the agency to be significantly understaffed which has caused very slow turnaround times for hearing cases and collecting fines. We believe the ECB can be a major revenue generator for the City and that the investment of more staff will more than pay for itself. We also think that it is imperative that this agency changes its name to more accurately reflect the work that they are doing.

We recommend that the Environmental Control Board (ECB) change their name as soon as possible. The name is confusing and it does not accurately reflect the mission and work of the agency.

### **Ensure Transparency and Ethical Conduct**

There seems to be an adequate board in place to oversee transparency and ethical conduct. We were concerned to see that both General Public seats were vacant.

### **Increase Intergovernmental Cooperation**

N/A

## **Baltimore Homeless Services**

### **OVERVIEW**

The subgroup commends Baltimore Homeless Services (BHS) for

- its work in developing and communicating a clear 10-Year Plan for making homelessness in Baltimore a 'rare and brief' experience
- leveraging new resources from the federal government as well as local and national foundations
- integrating a wide ranges of services for the poor through the Community Action Centers.

### **INCREASE INTERGOVERNMENTAL COOPERATION**

**Creation of a new agency:** The head of BHS described plans to create a Department of Human Services that would oversee Homeless Services and the Community Action Centers. We recognize that she has infused much-needed vision, energy, and resources into the work of sheltering the homeless and reaching the needy through the CACs.

- BHS should identify the current and future costs of creating a new agency, and the Mayor's Office should determine the best agency structure for maintaining the significant gains that have been made over the last 3 years.
- Whatever the agency structure, the outreach and services currently provided by BHS should be integrated with related services provided by other agencies.
- Improving the BHS partnership with Baltimore Housing is especially critical for several reasons: (a) section 8 funds flow through HCD/HABC; (b) capital funds that can be used for housing flow through HCD/HABC; (c) 50,000 low-income people live in public housing or Section 8 housing, and

should have access to the comprehensive mix of services (energy assistance, health care, job training, child care, etc.) offered by the CACs.

### **EXPLORE NEW PUBLIC/PRIVATE PARTNERSHIPS**

**Maintaining and Extending Current Partnerships:** Unlike many of the agencies from which we have heard, BHS has created extensive public/private partnerships, through a high-level Leadership Advisory Group, relationships with Morgan State, Johns Hopkins, and Loyola University, and a nationally-recognized process for distribution of stimulus funds in conjunction with the Unite Way.

- We recommend that BHS be supported to maintain and extend these partnerships, and that other City agencies be expected to leverage expertise, funding and programs in a similar manner.

### **ENSURE TRANSPARENCY AND ETHICAL CONDUCT**

There were no concerns raised in this area.

### **INCREASE EFFICIENCY AND EFFECTIVENESS**

**Community Action Center Locations:** Currently BHS is looking for a new CAC location on the West Side because the Pennsylvania Ave location had to be closed because of environmental issues. In written comments the agency head noted that the Eastern CAC is not handicapped accessible and lacks privacy (clients have to whisper personal information to case workers).

- In choosing new and evaluating current CACs, look for locations that are well served by mass transit (bus, light rail, subway) and consider renting newer buildings, rather than renovating older buildings.

**Use of Technology:** We commend BHS's use of Smart Cards to distribute resources and track clients, and recommend that the agency continue to utilize technology in this way whenever feasible.

**Case Management Structure:** At the CACs, BHS is utilizing a case management structure in its interaction with people in need. The use of case management underscores the importance of integrating services among different agencies.

## **Commission on Aging Retirement and Education**

### **Increase Efficiency and Effectiveness.**

**Explore relocation of operation into city owned buildings to reduce costs:** Currently two of CARE'S Centers are in leased privately owned buildings which are the most expensive operations

### **Review vendor agreements for cost effectiveness as discussed by CFO**

**Perform an organizational staff and compensation review to determine feasibility of current staff assignments:** Two of CARE'S Centers (out of 6) have the highest personnel costs, much higher than the others. When asked about it, the response was that those centers had highest paid staff due to longevity.

### **Ensure Transparency and Ethical Conduct.**

Perform an executive level management review of roles and responsibilities

### **Increase Intergovernmental Cooperation.**

**Explore public /private partnerships with related City agencies and community-based nonprofit groups to help with outreach and service referrals/delivery:** Could help in time of tight resources, help get the word out in the communities, build collaborations.



### **Explore New Public/Private Partnerships.**

**Explore new ways to increase agency's visibility in the neighborhoods:** CARE, although in several neighborhoods, is not known to the community, its services, agenda, needs, issues, etc. Its main constituency has not been tapped or well utilized to become an ongoing advocate. CARE also needs to perform outreach on its own or through partnering with community non profits and associations.

## **Parking Authority**

### **Programs that Support Neighborhoods**

We have been very impressed with the Parking Authority since Mr. Little and his team took over. Their presentation to our subcommittee was excellent and it is clear that they remain proactive as apposed to reactive. An investment in additional resources/personnel should generate more revenue for the City. Our only recommendation was that the PA considers putting EZ Meters in touristy residential neighborhoods (Little Italy, Fells Point, Federal Hill, etc). Residents who have passes can park for free but any visitor would have to feed the meter. This could generate some additional revenue for the city.

### **Increase Efficiency and Effectiveness.**

We recommend looking into allocating some more resources to the Parking Authority (PA) that will allow them to bring on additional staff. Each additional staff member will more then pay for themselves as they will allow the PA to generate more revenue. We would like to see an analysis by the PA showing how much more revenue would be generated per additional staff member.

### **Ensure Transparency and Ethical Conduct.**

We were very impressed with the PA's pro-activeness towards transparency and ethical conduct. Their move towards credit cards and away from cash at their facilities is a great example of that.

### **Increase Intergovernmental Cooperation.**

The PA is actively working with The Department of Transportation to reduce duplication. We agree with the PA's move to take Parking Enforcement Technicians out of DOT and moving them to PA. We also encourage them to look through other similar departments to make sure there is no unnecessary duplication of effort.

### **Explore New Public/Private Partnerships.**

We believe the PA is doing a good job exploring public/private partnerships. This is evident in their work with private parking garage management companies. We encourage them to continue to explore new and creative partnership opportunities.

## **Board of Municipal Zoning Appeals**

### **Increase Efficiency and Effectiveness.**

#### **Implement staff restructuring and reclassification analysis based on Exec. Director Tanner's plan:**

After presentation of BMZA's current staffing situation, we concur with ED David Tanner's restructuring plan and the proposals listing in his Improved Appeal Process Proposal

#### **Continue changes in BMZA process that expedite time to getting cases before the BMZA**

#### **Consider increasing the number of hearings to accommodate important or "hot" topics**

### **Ensure Transparency and Ethical Conduct.**

**Board members of the BMZA should be more representative of the communities it serves: Ensure and increase community representation on the Board:** Concern over who is selected for the Board, their qualifications as they relate to upholding quality of life and important concerns of neighborhoods. There should be a diversity of knowledgeable and experience among Board members in community issues, concerns; the public should know the qualifications or background of those making decisions that impact their lives and neighborhoods.

#### **Review city statute concerning Board composition**

#### **Require and make public bios of all Board Members**

**Explore models from other cities that involve communities in the zoning appeal process in a meaningful and constructive way**

**Continue/Complete agency plan for comprehensive website providing guidelines on effective appeal process and how the BMZA operates:** Residents are concerned about how to prepare to argue their case before the Board and how they make their decisions. Making this information available would make the process more transparent. This recommendation will also increase efficiency and effectiveness in improving resident engagement and strengthening neighborhoods.

#### **Increase Intergovernmental Cooperation.**

**Establish relationship with Mayor’s Office of Neighborhoods to help with outreach to communities to educate and inform:** Due to its size BMZA has limited means to do outreach. By working with Mayor’s Office of Neighborhoods, the agency can get information to community residents and associations about zoning changes, upcoming cases, issues, and their operations, since for many neighborhoods, zoning is a quality of life issue, and is the only means they have to maintain or sustain their neighborhoods.

## **Department of Transportation**

#### **Increase Efficiency and Effectiveness**

**Maintain Federal Funding:** 20% Local Matching Funds are required by the Federal Government to secure 80% of funding for system maintenance and capacity building. If the City does not ensure that 20% of the funds are available, the City forfeits its claim to the federal funds for transportation projects.

Cross training Maintenance Staff: Train maintenance staff to perform multiple duties such as grass cutting, snow removal, patching, etc.

#### **Ensure Transparency and Ethical Conduct**

**Sharing Information with the Community in Decision-Making:** Prior to developing the Department of Transportation’s annual CIP, DOT must review adopted area master plans and reach out to neighborhood groups about upcoming projects. This is similar to the State’s local “Tours” prior to adoption of the CTP.

#### **Increase Intergovernmental Cooperation**

**Encourage Resource Sharing:** Sharing facilities & resources will optimize spending

#### **Explore New Public/Private Partnerships**

Evaluate the benefits of selling City assets and allow privatization of certain operations such as vehicle towing, Snow removal and grass cutting, Facility maintenance, Resurfacing, Street Cleaning, Pot Hole repairs

## **Enoch Pratt Free Library**

DUE TO WEATHER RELATED CONFLICTS, THIS TEAM HAS NOT HAD SUFFICIENT TIME TO ADDRESS FINDINGS IN THIS DRAFT.

### **PART D: Community Development and Neighborhoods Findings**

#### **VISION: Mayor should establish a clear and centralized Neighborhood Revitalization Agenda**

Baltimore would benefit if the Mayor established a Neighborhood Revitalization Agenda, Goals, and Leadership Structure. The City should have a “vision” for neighborhood and community development which could be translated into key goals and objectives with measureable outcomes. This would allow all the key players -- City government, private sector, community leaders, foundations, and nonprofits -- to focus on achieving the outcomes that lead to the vision. City government agencies could be measured against the clearly defined outcomes.

The ultimate goals of such an agenda should be to maintain/increase Real Estate values, increase the City’s tax base, protect affordability and diversity, and, more qualitatively, increase residents’ positive sentiments about their own neighborhoods (and eventually the City as a whole), as measured in the recent Citizen Survey. Elements of the agenda should include:

- Identify, anticipate and eliminate barriers to housing development and neighborhood revitalization.
- Develop quantitative measures of neighborhood revitalization and resident wellbeing.
- Utilize Revitalization Agenda to integrate diverse city agencies, develop long-term strategies for attracting increased state and federal funding, and attract foundation and bank capital.
- Improve relationships with and support for nonprofit organizations key to Revitalization Agenda.
- Focus and coordinate resources across agencies, levels of government, and private/nonprofit partnerships.
- Diversify the tax base so that property tax rate does not prevent affordability for middle-income households and encourages commercial investment.
- Utilize technology to ensure clear and consistent communication with resident associations and neighborhood-based nonprofits.
  
- Develop a central data source that informs the design of investment strategies by the City. Several City agencies and the Department of Planning provided information about data and indicators describing neighborhoods or describing “investment decisions” for neighborhoods. But there is no central place where this data is integrated and used in the design of investment strategies by the City.
  
- Prioritize Plan Implementation. Over the last several years, several neighborhood plans have been extensively vetted in communities. Their lack of implementation and lack of their use to guide efforts contribute to cynicism about City government, especially when a plan takes years to be created with extensive citizen participation. This makes citizens step back and engage in counterproductive and resistant behavior. Elements of implementation should include:
  - Direct and empower neighborhood liaisons in all agencies to advance neighborhood issues and plans.
  - Ensure neighborhood based communications are constant and consistent through coordinated responses, web-based technology, and community-based outreach.

### **Efficiency and Effectiveness**

- Utilize modern technology (data management, online delivery of services, etc) for better management, communications, productivity and accessibility.
  - All residents, not just community leaders, need to better understand how agencies operate and function.
- Immediately hire of key staff to ensure leadership within agencies (Health Commissioner, etc).
- Build capacity of leadership throughout City government with leadership/supervisory training.
- Centralize, train and determine accounting practices/financial operations across all agencies so that cross-agency collaborations are clear and disbursements are timely.
- Restructure certain offices and departments to seek integration of services or reduce duplication for more effective use of staff resources/interagency coordination. For example, Conduit Division may be better in DPW than DOT so that under-road operations can be coordinated.

### **Transparency and Ethical Conduct**

- Apply Best Practices/National Accreditation Standards to agency standard operating procedures.
- Mirror general City operations with Federal Government standards (online disclosures, appropriations/spending allocations, etc).
- Annually train city agency and boards' leadership and all employees upon hire on Ethics policies and practices.
- Clarify the fiscal, governance, and ethics relationship between all agencies and quasi-agencies to ensure ethical conduct and full transparency.

### **Increase Intergovernmental Cooperation**

- Establish a Neighborhood Revitalization Agenda by the Mayor and have all agencies develop a strategic plan/vision to implement and achieve positive outcomes.
- Train all City employees with the hard skills and cultural skills to achieve this vision; reinstate performance evaluations for leadership as well. Develop a system of accountability tied to performance measures for community engagement and public participation.
- Review hiring policies and practices to ensure they are supportive of hiring individuals who have the capacity and commitment to support the Mayor's vision.
- Assign clear authority and responsibility for interagency steering committee to ensure plan implementation and targeted use of resources.

### **Explore New Public/Private Partnerships**

- Leverage private, non-profit, federal and state resources according to a Neighborhood Revitalization Agenda
- Ensure employees on all levels have adequate training. Develop a City-wide training institute to address the developmental needs of the workforce. This could be a private-public partnership.
- Privatize certain city operations.

## **PART E: Community Development and Neighborhoods Team Bios**

**Art C. Abramson, Ph.D.**, Executive Director of the Baltimore Jewish Council since 1990, was previously the Community Relations Director for the Jewish Federation of Greater Houston. Prior to that, he was the Washington State Area Director for the American Jewish Committee (AJC). He also served as an Assistant Area Director for the AJC in its Los Angeles office. Before joining the American Jewish Committee, he taught political science for four years at the University of California at Los Angeles and the California State University at Northridge. His areas of expertise

include the international relations and politics of the Middle East, American foreign policy and American government. A native of New York City, he attended Queens College of the City University of New York where he received his B.A. degree. He earned his M.A. and Ph.D. degrees at UCLA in the field of political science.

**Karenthia A. Barber** is an individual and organizational capabilities consultant and coach. She serves as an adjunct faculty member at the George Washington University Center For Excellence In Public Service and the US Office of Personnel Management Eastern Development Center. Her civic activities include serving as president of the Ednor Gardens-Lakeside Civic Association and board member of Baltimore Neighborhoods, Inc, Stadium Place, Weinberg YMCA Advisory Board and the President's Committee for the Morgan State University Choir. She completed her undergraduate education at the University of Pittsburgh and her graduate studies at Penn State University. She is also a graduate of Leadership Maryland.

**Scherod Barnes** has been a community Leader in North/Northeast Baltimore for over 30 years. He has been past president of the Loch Raven Improvement Association (LRIA) and the North East Community Organization (NECO) and presently serves on the Board of Directors for the North East Development Alliance (NEDA) and the Senator Community Trust, LLC (SCT). He also serves as coordinator for a male mentoring and tutorial program for young men 5 to 15 years of age in Baltimore City.

**Diane Bell-McKoy (Co-Chair)** is the President, CEO of Associated Black Charities, a statewide public foundation focused on improving the health and wealth outcomes for the entire state through the development of African American communities. She is the Chair of Empower Baltimore Management Corporation which through a return on investments has \$16 million dollars for reinvestment in the Zone communities. She is a Board member for Downtown Partnership, University of Maryland Research Park, East Baltimore Development Inc., Business Volunteers Unlimited, Association of Baltimore Area Grantmakers, trustee for Baltimore Community Foundation, and recently appointed to the national McKinsey Institute Board of Directors. Ms. Bell-McKoy attended the University of Maryland, College Park and Baltimore County, and received a Bachelor of Arts in Social Work. She received a Masters Degree in Social Work from the School of Social Work and Community Planning at the University of Maryland. She has received Leadership/Management certifications from a number of organizations including Harvard's Kennedy School of Government. Ms. Bell-McKoy is a member of the National Sorority Delta Sigma Theta; Baltimore Chapter of the Links; is married and the grandmother of seven.

**Martha Benton** is a Baltimorean and has lived in the Douglass Homes Community over 40 years. She is a proud parent of five children, nine foster children, twenty-three grandchildren and twenty-two great-grandchildren. Ms. Benton retired from the Baltimore City Police Department in September, 1976. For a number of years, Ms. Benton has served on various committees with the Housing Authority of Baltimore City (HABC). Currently, she is the President of the Resident Advisory Board. For the last twenty-four years, Ms. Benton served on the Douglass Homes Tenant Council and Public Relations Spokesperson of Parents Against Drugs. In 1990, Ms. Benton's youngest son Kelvin M. Benton was murdered. Ms. Benton started an awards program called the Benton Awards for children in public housing grades 3 through 12. Ms. Benton also served on many church and civic boards, including the NAACP, Maryland State Board of Corrections, the Resident Advisory Board of HABC, Inc., HEBCAC, SECO, the Board of Directors of the Empowerment Zone, the Maryland State Housing Commission, E.B.C.C., Old Town Mall committee, and the Youth Opportunity committee. Ms. Benton enjoys participating in training. In 1995, she completed the Greater Baltimore Leadership Class and she also attended the HEBCAC Leadership Training program.

**Mary Ann Cricchio**, FMP is a native of Baltimore. A graduate of Loyola University, Ms Cricchio studied abroad at their Rome Campus. For the past 26 years, she has owned and operated Da Mimmo Finest Italian Cuisine located in Baltimore's famous Little Italy. Ms Cricchio is very instrumental in the Little Italy Open Air Film Festival and serves on the board of directors of the National Restaurant Association, as well as the Restaurant Association of Maryland. She resides in Little Italy and has one son, Mimmo, Jr.

**Karen DeCamp** is the director of Neighborhood Programs for Greater Homewood Community Corporation whose mission it is to strengthen neighborhoods in north central Baltimore. She serves in a volunteer capacity as president of York Road Partnership, the umbrella group of neighborhoods along York Road. Karen has lived in Baltimore for 15 years, previously working as a middle school science teacher and a campaign organizer and advocate for several non-profit organizations. Karen is a graduate of the University of Maryland, College Park and has a Master of Arts in Teaching from Simmons College in Boston, MA. She lives with her husband and two children in the Radnor Winston neighborhood.

**Jason Filippou** is a native of South East Baltimore who currently works and lives in the Greektown and Bayview communities. After graduating from Towson University, he worked in the private sector focusing on real estate and financing. Shortly after, he was hired as a business advocate for the Maryland Department of Business and Economic Development. He then transitioned to the Director of Development of the Greektown Community Development Corporation and has since been promoted to Executive Director, overseeing all aspects of community development ranging from community organizing to facilitating major economic development initiatives.

**Mereida Goodman** is the founding executive director of the Garwyn Oaks Northwest Housing Resource Center, Inc, a homeownership counseling and community marketing agency that provides pre- and post-purchase homeownership education, counseling, opportunities, and access to resources for individuals and families in Northwest Baltimore. Ms. Goodman began her community development career with the city's Department of Housing and Community Development as a community liaison and a neighborhood volunteer with the Garwyn Oaks United Neighbors Association. Under her leadership, the Center has grown from a volunteer housing committee to become a HUD Certified homeownership education/counseling agency as well as an administrator of the Healthy Neighborhoods Initiative, a community marketing and preservation program in 3 communities in Northwest Baltimore. Ms. Goodman lives in Garwyn Oaks, is a Baltimore native, attended public schools, and a graduate of Western High School and the University of MD College Park MBA program. She has served as President of the Greater Northwest Community Coalition, an umbrella organization of 20+ community organizations and stakeholders in Northwest Baltimore, is currently a Board member of Wayland Baptist Church CDC, and part of the educational and liturgical dance ministries at Oak Street AME Church.

**Anwer Hasan, P.E.** has more than 29 years of comprehensive experience in the areas of Regional Operation, Business Unit Management, Program and Project Management, Project Controls and Engineering, and Contract Administration for large transportation, water/wastewater, school, solid waste, remediation and water quality projects. He has been with EA Engineering, Science, and Technology, Inc. (EA) for 13 years and has assisted the City of Baltimore's Departments of Public Works and Transportation and the Baltimore City Public School System in the organization and management of the Capital Improvement Program, which has brought greater predictability, accountability and identification of deficiencies. Currently, Mr. Hasan is managing a business unit of 56 full-time staff with annual revenue of \$9 million. He is also a Commissioner at the Maryland Higher Education Commission and Chairman of the Governor's Commission on Middle Eastern

American Affairs. He is currently serving as a Chairman of Requirement Committee for Base Realignment Closure (BRAC) Task Forces for Howard County and has served for two consecutive years in the Spending and Affordability Committee in Howard County. Mr. Hasan started the Howard County Muslim Council eight years ago and now there are eight councils functioning in Howard, Baltimore, Montgomery, Anne Arundel, Frederick, Prince George's, Harford Counties and Baltimore City.

**J Howard Henderson**, President & CEO of the Greater Baltimore Urban League, has an impressive and successful history of dedicated service to his community and the nation. He has spent his adult life working to improve the living and working conditions of African Americans, other minorities, the underprivileged and the underserved. From 1980 to 1993, he served the National Association for the Advancement of Colored People, he served as a principal advisor to Dr. Benjamin L. Hooks, Chief Executive Officer. Before joining the national executive leadership team of the NAACP, Mr. Henderson was appointed by Gov. John D. Rockefeller, IV to serve as Director of the West Virginia State Employment and Training Division, Governor's Office of Economic and Community Development. Mr. Henderson is recognized nationally for his expertise in the areas of human and civil rights. During the past 30 years, he has been involved in many of the major civil rights issues, including affirmative action, economic parity, political empowerment, fair housing, and education. J. Howard Henderson graduated from Marshall University with a B.S. degree in Education and a M.A. degree in Education Administration

**Cheo D. Hurley** is Director of Community and Economic Development with the Park Heights Renaissance Inc. (PHR), the non-profit development entity tasked to execute the City of Baltimore's Park Heights Master Plan. With over a decade of finance, banking and, real estate experience Cheo continues to establish himself as a leader in the world of real estate and community development. Prior to joining PHR, Cheo served as a development manager for The Forest City New East Baltimore Partnership on the development of the 31 acre Science and Technology Park @ Johns Hopkins located in East Baltimore. A lifelong Baltimorean Cheo is a graduate of Gilman School where he currently holds the position of Treasurer on the School's Alumni Board of Governors. In addition he holds a bachelors degree in finance from Howard University, a Masters of Public Administration from American University, and a Master's of Science in Real Estate from the Johns Hopkins University Carey Business School.

**Joseph T. "Jody" Landers, III** has served as the executive vice president of the Greater Baltimore Board of REALTORS® (GBBR) since 1997. GBBR is one of the largest trade associations in the Baltimore area, with over 3,800 members. Prior to joining GBBR, Mr. Landers served as the Director of Fiscal Affairs for the Baltimore City Council and from 1983 – 1991 he served two terms as an elected member of the Baltimore City Council representing the 3<sup>rd</sup> district. Jody and Cecilia Landers are life long residents of Baltimore City, residing in the Lauraville neighborhood.

**Kelly D. Little**, Executive Director of the Druid Heights Community Development Corporation manages a staff of 32, who are charged with the revitalization of the Druid Heights Community. Mr. Little has seventeen years of experience in the industry developing over 500 units of single and multifamily housing. Mr. Little is on the Board of Directors of the Preservation Society of Fells Point and Federal Hill, and is a member of the Afro-American Historical and Genealogical Society. Mr. Little received his B.S. in Business Administration from Florida A&M University and an M.S. in Urban Planning/Real Estate Development from George Washington University.

**Thibault Mannekin** co-founded Seawall Development Company in 2006, a real estate development, management and consulting company whose focus is on socially conscious projects. As co-founder and chief operating officer of Playing for Peace through 2006, he helped boost its annual budget from \$10,000 to \$2 million over a four-year period. He applied the lessons he learned from Playing for Peace, an international non-profit that uses sports to help children from South Africa, the Middle East and Northern Ireland find common ground, to help establish Be More, a Baltimore initiative based on these principles. Along with the other founders, Thibault has recruited directors to run Be More and is now working to ensure the program can run year-round and become self-sustaining as he continues to sit on its board.

**Michael Mazepink** is executive director of People's Homesteading Group which he helped to found with forty families of very low income and other housing advocates. PHG has renovated over a hundred affordable homes for very low income families, most of whom participated in the sweat equity construction of their homes. PHG is currently working to revitalize the Greenmount Avenue corridor at East North Avenue in collaboration with the Central Baltimore Partnership and is preparing to open a construction skills and job placement workshop for young adults. Michael is a 1976 graduate of the University of Pennsylvania where he earned the master in city planning degree. In 2005, Citizens Planning & Housing Association named him as a recipient of the Frances Morton Froelicher Civics Stagemanship Award. Michael and his family have been a resident of the Patterson Park neighborhood since 1985.

**Chuck Morton**

**Doug Nelson**

**George J. Nemphos**, Managing Partner of the Baltimore Office of Duane Morris LLP. George and his family have been lifelong residents of the City of Baltimore. George is a graduate of Boston University (B.S.), University of Baltimore School of Law (J.D.) and Georgetown University Law Center (LL.M.). He practices in the area of general corporate law, mergers and acquisitions, venture capital and private equity. He is active in the emerging company community and is an active board member of the Emerging Technology Center and the Downtown Partnership.

**Ruth Ann Norton** has served as the Executive Director of the Coalition to End Childhood Lead Poisoning since 1993. She is the chief strategist for the organization's public policy and direct service programs, and is the architect of the national Green and Healthy Homes Initiative. Ms. Norton is a leading expert on helping cities and states leverage Healthy Homes, lead poisoning, weatherization and energy efficiency resources to create sustainable Green and Healthy Homes. Ms. Norton also serves or has served as a consultant to the Annie E. Casey Foundation, the US Conference of Mayors, HUD, the Johns Hopkins School of Public Health, the Morgan State University School of Community Health, the National Center for Healthy Housing, the National Institute for Environmental Health Sciences (NIEHS), and the Centers for Disease Control and Prevention (CDC). She is also the co-Chair of the Built Environment for the Sustainability Commission of Baltimore, a Robert Wood Johnson Community Health Leader, and a Weinberg Foundation Fellow.

**Nick Ramos (Co-Chair)**



**Sally Scott, Ph.D.**, Senior Program Officer, Baltimore Neighborhood Collaborative, staffs the Grants/Program Committee and related initiatives at the Baltimore Neighborhood Collaborative. From 1998 to 2004, Ms. Scott was program officer at the Goldseker Foundation, where she helped initiate and structure a major shift in foundation funding to community development, regional policymaking, and organizational effectiveness. As a consultant, she worked with BNC Director and members to integrate participants from City and State government as well as nonprofit funding intermediaries into BNC. Sally worked with BNC leadership to define its mission as coordinating and increasing funder investment to achieve economically diverse and revitalized Baltimore neighborhoods, and to develop the Neighborhood Revitalization Initiative. She now manages program oversight and capacity-building assistance to 12 grantee organizations and BNC participation in the Homeownership Preservation Coalition, which includes support for housing counseling and foreclosure prevention. Sally has B.A. from Yale University in American Studies and a Ph.D. in international community development from the Johns Hopkins School of Advanced International Studies (SAIS).

**Mark Sissman** is the President of Healthy Neighborhoods, Inc. an important Baltimore community development intermediary organized by financial and philanthropic institutions to improve neighborhoods by increasing home values and investments. Healthy Neighborhoods provides market driven strategies and capital to increase home values, markets neighborhoods and forge social connections necessary to sustain thriving communities. It is active in 35 neighborhoods. For seven years Healthy Neighborhoods has had a significant positive measurable impact on Baltimore's middle neighborhoods. Healthy Neighborhoods has organized a private loan pool of \$40 million to and raised more than \$6 million support its work

**Scot T. Spencer** is senior associate and Manager of Baltimore Relations for the Annie E. Casey Foundation in Baltimore. Since 2002, the Foundation's hometown work has largely been focused on a comprehensive and responsible redevelopment effort on the Baltimore's east side in an historic working class neighborhood. Scot's previous experience includes: Transportation Specialist for Environmental Defense; deputy director for Historic East Baltimore Community Action Coalition; and several years work in private architectural practice, community development and university relations in upstate New York. His volunteer activities include: chair of the Maryland State Commission on Environmental Justice and Sustainable Communities and member of the Baltimore Commission on Sustainability and the Commission on HIV/AIDS; board membership with Central Maryland Transportation Alliance, Center Stage and the Chesapeake Bay Trust; and chair of the Baltimore Neighborhood Collaborative. Beyond Baltimore, Scot is vice chair of the Funders Network for Smart Growth and Livable Communities and Smart Growth America. Scot holds a Bachelor in Architecture and a Masters in Urban and Environmental Studies from Rensselaer Polytechnic Institute.

**Thomas E. Wilcox** joined the Baltimore Community Foundation (BCF) in September, 2000, continuing his thirty year career in the promotion of diversity and excellence in the nonprofit sector. He is currently overseeing the development of Invest in Baltimore, BCF's civic agenda that will encompass and measure coordinated efforts to reduce poverty, stimulate economic growth and assure a high quality of life in Greater Baltimore. Tom is also overseeing the development of The Middle Grades Partnership, a collaborative of leading private and public schools and universities for promising Baltimore Middle School youth. Wilcox currently serves on the boards of The William G. Baker Jr. Memorial Fund, The Eddie C. and C. Sylvia Brown Foundation, The Foundation Center, The Baltimore Educational Scholarship Trust, The Central Maryland Transportation Alliance, The East Baltimore Development Inc Educational Initiative, and CFLeads, a coalition of community foundations committed to civic leadership. Before joining BCF, Wilcox served as headmaster of Concord Academy in Massachusetts for nineteen years. He was the founding director of The

Association of Boarding Schools and a headmaster, teacher and administrator in schools in the U.S. and Europe. Wilcox has a B.A. from Colorado College and an Ed.M. from Harvard University.

**Rev. Harlie W. Wilson II**, is a native of Southampton County, Virginia. He is the eldest of twelve children born to Harlie and Hazel Wilson. He attended the public schools of Southampton County, Virginia and is a graduate of the Virginia Seminary and College, Lynchburg, Virginia, where he received an Associate of Arts Degree, Bachelor of Arts Degree in History and the Master of Divinity Degree. In April, 1977, Pastor Wilson was called to Pastor the Israel Baptist Church of Baltimore City and was installed as Israel's fifth Pastor on April 16, 1978. Active in several religious, social and political organizations, Pastor Wilson is very much concerned about ministering to the "whole" man. He is married to the former Gayla Fitch of Lynchburg, Virginia and they are the proud parents of two daughters, Kristi and Shanel, and one son, Harlie, III; and grandparents of one granddaughter, Kristianna Evans and one grandson, Armani D. Evans.

**Dr. S. Todd Yeary** is Senior Pastor of the Douglas Memorial Community Church and CEO of two DMCC community development corporations – Camp Farthest Out, Inc. and Douglas Memorial Community Church Village, Inc. He is the former associate director of the Center for Black Studies at Northern Illinois University in DeKalb, where he now serves as adjunct professor and director of the study abroad program. Dr. Yeary holds the Ph.D. in Religion in Society and Personality and the Graduate Certificate in African Studies from Northwestern University in Evanston, Illinois. He is also a graduate of Harvard Divinity School's Summer Leadership Institute in community and economic development.



**RAWLINGS-BLAKE TRANSITION TEAM REPORT**

**APPENDIX E**

**HEALTH AND HUMAN SERVICES COMMITTEE**

**FINAL REPORT**



# **RAWLINGS-BLAKE MAYORAL TRANSITION TEAM HEALTH & HUMAN SERVICES COMMITTEE REPORT**

**March 1, 2010**

**Sister Helen Amos, Co-Chair  
Levi Watkins, M.D., Co-Chair**

**Rachel L. Indek, Staff  
Carrie A. Durham, JD, Staff**

The Health and Human Services Committee was asked to produce for the Mayor an actionable document that will assist her in continuing the essential services of City government in the face of severe budget constraints. With the goal of ensuring that public funds are used in the most effective and efficient manner, the committee met twice a week for five weeks and conducted a comprehensive review of six city agencies and commissions using the following priorities:

- Increase efficiency and effectiveness
- Ensure transparency and ethical conduct.
- Increase intergovernmental cooperation.
- Explore new public/private partnerships.

The Health and Human Services Committee formulated the following criteria to guide their discussions and decision-making during the course of their work:

- Provision of safety net services
- Efficiencies achieved through interagency cooperation or public-private partnership in order to eliminate duplicative efforts and downsize services that can be performed by others
- Protection of the poorest and most vulnerable City residents (in recognition that all organizations are constrained in the current economic situation)
- Strategic investment in prevention

## SECTIONS

### **I. Committee Overview**

- a. Process
- b. Agency Operations
- c. Ethics
- d. Planning & Finance
- e. Agency Review Process

### **II. Health Department**

- a. Observations
- b. Finance
- c. BHCD functions
  - Clinical
  - Assessment
  - Policy Development
  - Assurance
- d. Ethics and Management
- e. Recommendations

### **III. Commission on Aging, Retirement and Education**

- a. Observations
- b. Recommendations
  - MHCA overview
  - Medicare/Medicaid Reimbursement
  - Operational Costs

### **IV. Baltimore City Department of Social Services**

- a. Observations
- b. Partnerships
- c. Programs

### **V. Emergency Medical Services(EMS)/Fire Department**

- a. Observations
- b. Service Delivery
- c. EMS Recommendations

### **VI. Baltimore Homeless Services**

- a. Observations
- b. History/Background
  - Barriers
  - Benefits
- c. Recommendations

### **VII. Commission on Disabilities**

- a. Observations
- b. Recommendations

### **VIII. Non-Agency Specific Recommendations**

### **IX. Committee Member biographies**



## I. COMMITTEE OVERVIEW

### A. PROCESS

In accordance with the transition team's guidance, the H&HS committee requested that leadership of the six health and human service agencies present concise information about their organizations, focused on the policy and guiding principles of the Rawlings-Blake Administration:

- *Baltimore must become a safer city that is capable of delivering core services to its citizens. Baltimore must protect public safety and provide vital services that city residents depend on despite current budget shortfalls.*
- *We must increase efficiency and effectiveness, ensure transparency and ethical conduct, increase intergovernmental cooperation, and explore new public/private partnerships.*

The Committee was tasked with reviewing the following six agencies:

1. Baltimore City Health Department
2. Baltimore Homeless Services
3. Commission on Aging and Retirement Education (CARE)
4. Baltimore City Department of Social Services
5. Emergency Medical Services of the Fire Department
6. Mayor's Commission on Disabilities

Due to time constraints, presentations were limited to 30 minutes, including question and answer periods. Committee members reviewed the materials provided by the Transition Team prior to the presentations, and requested specific information from each of the agencies and commissions. To allow for more intense consideration, each committee member was asked to focus on the Health Department and at least one additional smaller agency/commission of their choosing. At the time of the agency presentations, committee members discussed the content of the presentation and posed further questions. Over the course of the five week period, the committee met twice a week (in-person and via conference call) and held extensive discussion, under the guidance of the co-chairs. The committee arrived at consensus positions informally, rather than by casting votes. This report reflects that consensus in regard to the ideas, recommendations and explanations discussed, with acknowledgment of a minority opinion in one instance. Through discussion at the final meeting, the committee agreed to stand behind the content of this report.

This report reflects the strategies, recommendations, and suggestions for ways in which the City can continue to protect and maintain public health services in the face of declining revenues and rising costs. The committee reviewed each of the organization's ethics practices and policies, as presented by each agency head, while exploring the potential for new policies and initiatives to make Baltimore healthier and safer. The committee co-chairs worked to prioritize these ideas and recommended some cost savings based on the committee's input and critiques. Since time did not permit extensive evaluation, the committee developed a list of issues that require greater exploration and discussion at a later date.

## **B. AGENCY OPERATIONS**

Agencies were asked to emphasize quantifiable and measurable information, where possible, and present relevant and important information about the agency to members of the subcommittee who might currently lack such specific operational knowledge. They were asked to highlight examples of intergovernmental coordination in their overview of their operations, including:

- concise review of their operations and functions
- current mission/vision statement
- organizational chart
- summary of standard operating procedures utilized by the agency

## **C. ETHICS**

Agency heads were asked to report on the ethical culture of their organization, highlighting their discipline and investigative process, diversity strategy, and anti-discrimination strategies. It was requested that they place special focus on assessing the historical fiscal costs of unethical behavior within the agency or entity and strategies to prevent those costs from occurring in the future. They were asked to include systems and safeguards in place to ensure cooperation with current City ethical standards.

## **D. PLANNING & FINANCE**

Agencies were asked to explain the planning process and dynamics within their agency or entity and provide the committee the opportunity to assess the efficiency and effectiveness of current plans and planning process. They were asked to present major reorganization plans and suggestions to accomplish better efficiency and effectiveness. The finance portion of the presentation was used to present their current budget, projections, audits, and fiscal situation. Of the agencies and commissions reviewed, only the Fire Department participates in the CitiStat process, but the Health Department discussed their current internal performance and accounting processes. The committee intensively reviewed the current fiscal situation for each agency and commission, including FY10 and proposed FY11 budgets. Presentations by the City's Finance Department set the groundwork for the later discussions about each organization.

## **E. AGENCY REVIEW PROCESS**

Each of the six agencies identified five recommendations for improvement of their agency, specifying whether they represent continuation, modification or expansion of existing efforts. These included, but were not limited to:

- Weaknesses
- New programs
- Adjustment to existing program

Agencies were asked to identify the direct services they currently provide, and how they came to be responsible for them. Each agency head was asked to briefly explain the reason(s) for the creation of these programs/services, and describe which services are provided for free, and why. Additionally, the committee asked that they define the three most critical services they provide, and discuss which are potentially expendable in light of the current financial state. For those without a permanent agency head, the staff was asked to briefly discuss the essential criteria for their new commissioner or agency head. The Health Department was asked to describe its relationship with the State Department

of Health and Mental Hygiene, in light of its status as the only health department in the state that directly reports to the Mayor, rather than DHMH.

## **II. HEALTH DEPARTMENT**

### **A. OBSERVATIONS**

The Baltimore City Health Department's (BCHD) goal is to make Baltimore a safer, healthier city capable of delivering core services to protect public health and human services. The mission of BCHD is to ensure that all Baltimore residents have access to comprehensive, quality health care services and a healthy environment. BCHD serves as a catalyst for health and human services policy and practice change.

The strengths of the Health Department lie in its experienced, talented, and dedicated personnel, which can be seen through the high demand for their services by community partners, such as hospitals and academic institutions, for field placement, internships, and other training opportunities. Examples of successful community outreach efforts within the Health Department are the implementation of the H1N1 vaccination campaign, infant mortality reduction, and healthy homes. The committee observed some of the BCHD's transparency, data-driven research, and progressiveness. BCHD is the partner of choice for providers for nursing schools throughout the state in search of clinical training experience for its students.

This committee would like to emphasize the importance of the leadership of BCHD, discussed further in the first issue. Addressing the public health needs of an urban population demands extraordinary and dynamic leadership from an individual who is not only a visionary, but is capable of marshalling and managing all available resources. These include other public, private and non-profit entities with missions that complement that of the Health Department. The committee urges Mayor Rawlings-Blake to undertake an aggressive search to attract a new Health Commissioner of national stature.

### **B. FINANCE**

The Health Department's annual operating budgets over the past several years have hovered in the \$120 million dollar range (\$119 million for FY2010, and projected \$125 million for FY2011). City General Funds historically comprise no more than 20% of the total budget: \$24 million (20%) in FY2010; \$21 million (projected) (17%) in FY2011. More significantly, these General Funds comprise less than 1% of Baltimore City's total annual budgets. The Health Department contributes approximately \$1 million from Animal Control and \$2.1 million from Environmental Health annually to the General Fund through fees, permits, fines, and licenses.

BCHD is aggressive, innovative, and successful in acquiring grants and operating grant programs. Over 80% of the Department's operating budget is funded by state, federal, and foundation grants. Of the local funds comprising the remaining 20%, a significant portion is used as required to match grant funds. BCHD maintains low administrative costs. The office of Administration's budget represents only 3% of the total BCHD budget, but also encompasses offices that support operations:

- Fiscal
- External Affairs
- Management Information
- Human Resources
- Epidemiology
- Facilities
- Grants and Policy Development

The Committee's observation is that the Health Department's operations place an extremely light burden on the local tax base, and that it gets maximum leverage from local funds.

## **C. BCHD FUNCTIONS**

### **Clinical**

As part of its core functions, BCHD is required to provide certain clinical services (including tuberculosis and STD screening and treatment). Facilitating certain clinical support services, such as HIV outreach, is BCHD's exclusive access to confidential state data necessary for addressing public health issues and control of infectious disease. BCHD's clinics have established direct public accountability for their activities. Without a cap on the amount of uncompensated care they can provide, these clinics serve an essential role as the health care safety net. In addition to the ongoing provision of health care, BCHD clinicians serve a critical role during a public health emergency response. BCHD is responsible for responding to a range of health and medical incidents, including a bio-terror event such as an anthrax attack and pandemic response such as was necessitated by H1N1 influenza outbreak.

BCHD clinicians have the flexibility to provide timely and sustained response on behalf of the City. Their involvement proved invaluable during the H1N1 flu pandemic for vaccination efforts. BCHD's knowledge of the quality, capability, and experience of its clinicians allows for effective emergency planning in these instances as is required by the state and federal government. This knowledge is not assured when relying on outsourced, temporary staff. During the H1N1 mass vaccination effort, supplementing BCHD's nursing staff with temporary nurses proved significantly inefficient, due to the temporary and volunteer nurses' need for extensive training. The clinicians and administrators closely associated with BCHD's clinics are a significant part of the Health Department's pool of intelligence, through their hands-on connection to community health. These employers people represent BCHD's capacity for innovation and excellence, and drive the agency's ability to procure grant funding for progressive, cutting-edge projects. BCHD's ability to deal effectively with public health crises is keyed by the clinical staff's experience and access to these personnel and services on short notice.

### **Assessment**

- Monitor health status to identify community health problems
- Diagnose and investigate health problems and health hazards in the community
- Evaluate effectiveness, accessibility, and quality of personal and population-based health services

## **Policy Development**

- Develop policies and plans that support individual and community health efforts
- Enforce laws and regulations that protect health and ensure safety
- Research new insights and innovative solutions to health problems

## **Assurance**

- Link people to needed personal health services to ensure the provision of health care when otherwise unavailable
- Ensure a competent public health and personal health care workforce
- Inform, educate and empower people about health issues
- Mobilize community partnerships to identify and solve health problems

## **D. ETHICS & MANAGEMENT**

BCHD launched *HealthStat* in 2008 as a department-wide, performance-based management program designed to improve accountability and efficiency in the management and delivery of services. The agency is currently not monitored by CitiStat. *HealthStat* serves to promote regular collection and analysis of performance data within BCHD programs, and creates a forum for group discussion of data to identify opportunities for improvement. Program templates provide leadership with a monthly snapshot of a number of programmatic indicators. HealthStat is comprised of two primary elements: data collection and twice-monthly executive leadership meetings. Admin Stat was launched in 2005. It evaluates BCHD operational offices. The objectives of these internal oversight committees are to:

- Improve accountability and efficiency
- Promote regular analysis and evaluation
- Evaluate operational effectiveness
- Identify challenges to program objectives

The Department's clinical quality improvement is funded by a Robert Wood Johnson grant that was awarded to the Health Department in 2009. It has helped develop a culture of continuous quality improvement, and engage the agency's clinical division in assessment, feedback, and revision.

The Quality Assurance and Compliance Team was initiated in 2008 to ensure BCHD compliance with City policies and procedures, as well as:

- Transparency and communication
- Adherence to professional work standards
- Positive work culture and environment
- Fair and non-discriminatory conduct
- Employee retention and job satisfaction

The Senior Executive Leadership Council provides a forum for information sharing and guidance, and includes representation from the Mayor's and Solicitor's Offices, as well as internal BCHD staff.

## **E. COMMITTEE REVIEW & RECOMMENDATIONS**

**BCHD Issue 1:** In order to sustain Baltimore City's role as a national model for public health leadership, there is urgent need to conclude the search process for a Health Commissioner of national stature. The committee stands behind this recommendation and is willing to assist in the search for a new commissioner.

Addressing the public health needs of an urban population, such as that of Baltimore City, is unquestionably an enormously challenging responsibility. It demands extraordinary and dynamic leadership from an individual who is not only a visionary, but one who is capable of marshalling and managing all available resources required to protect and promote the community's health. In recent decades, the BCHD has been remarkably resourceful in addressing its public health agenda thanks, in large part, to its leadership.

Several of the agency heads who spoke to the H&HS Committee accurately described their programs as national models. Several talked about inter-agency collaboration and other types of partnerships to address needs of certain populations and reduce duplication of effort. For example, the Healthy Homes Division of the BCHD partnered with the Housing Department to provide weatherization and injury prevention to families that are also receiving lead poisoning and asthma-prevention measures. This type of activity leverages private foundation dollars and maximizes potential health benefits to families. A second example reaches even beyond City agencies: Baltimore Homeless Services, guided by The Ten Year Plan to End Homelessness, has created a partnership with United Way of Central Maryland to garner valuable marketing and fundraising support.

The committee believes that, especially in light of the current economic situation, Mayor Rawlings-Blake should rally her beleaguered agencies and staff by highlighting such resourcefulness, creativity and success. Such a rallying cry could also help in the effort to recruit a new Health Commissioner of national stature.

Baltimore will likely always need more resources to support its public health agenda than the City's limited financial means can provide. Hence, the Health Department will always be dependent on coordination and cooperation of other public, private and non-profit entities with complementary missions. This is a moment of great opportunity – with a new Mayor in place – to attract a Health Commissioner with the vision, talents and drive needed to prioritize the agenda, and lead efforts to create, maintain and extend necessary partnerships among the several high quality organizations and entities already involved, or who could become involved, in addressing the City's public health issues.

Baltimore, for all its challenges, has a tremendous record of accomplishments in the area of public health, led by the dynamic and visionary Health Commissioners of recent decades. Many initiatives begun in Baltimore have been adopted by other jurisdictions, some of them virtually nationwide. At this time, there is urgent need for a robust and ambitious search process to attract candidates of the highest caliber, who would be proud to become associated with Baltimore's track record and determined to extend it with even more achievements.

## **BCHD Issue 2: Direct health services and clinical facilities**

**Recommendation:** The Health Department should conduct a cost-benefit analysis of clinical services offered by BCHD to determine the potential to contract specific services to external health providers.

**Explanation:** BCHD currently operates clinical services in facilities that are outdated and expensive to maintain. Clinical services offered through BCHD are generally provided in specialty clinics that employ designated practitioners and support staff to provide services. This contributes to higher costs due to smaller volumes and an inability to cross train staff to offer a wider scope of services. As a public agency, BCHD lacks the experience, expertise and state-of-the art capacity to bill for reimbursable services that offer revenue generating opportunities. Finally, the provision of specialty services for some of the City's most vulnerable residents does not promote the concept of a medical home. For example, although their uninsured and low income residents need and deserve immediate care for STD or reproductive health services, they could also benefit from access to continuous and comprehensive health care services that are available in a medical home. This has been demonstrated to improve the health status of individuals and ultimately reduce costs.

A number of clinical services currently provided by BCHD to uninsured and underinsured city residents are also provided by an assortment of medical providers. These providers offer a range of primary care services also offered by BCHD, and have a mission and federal mandate to serve as the safety net provider for their designated target population. These providers offer comprehensive enabling services and strive to integrate services as the patient's medical home. Hospitals have the full range of specialty services. Because there is a diverse payer mix, they are able to expertly bill for services, including provisions for sliding fees scales to offer the uninsured and underinsured.

Nevertheless, the committee believes that there are some core public health functions that should remain within the Health Department in order to protect the health of Baltimore City residents. These include contact tracing for sexually transmitted diseases, tuberculosis control, and ensuring that school age kids are immunized. Particularly, when there are no private providers, the direct service provider of last resort is always the health department.

The following steps should follow the recommended cost-benefit analysis:

(a) Based on the above analysis, consider contracting the following services to external health care providers. Contracts and grants would need to include a level of city funding to support the ability of the contracted agency to be able to absorb the additional patients while reducing costs to the city:

- STD clinical services
- HIV clinical services
- Eastern Chest Clinic
- School-based health centers (not the school nurses and aides staffing mandated school health services)
- Adolescent and reproductive health services
- Childhood immunizations

(b) After decisions on external contracting for services are completed, consolidate services as appropriate once contracts are completed and eliminate facility costs as appropriate. Evaluate the need to retain existing facilities that house clinical services and explore opportunities to sell excess real estate.

(c) Reduce or eliminate clinical service staff as a result of contracts with external health agencies. Consider transitioning staff as appropriate to contracted entities.

(d) Work with Baltimore Health Care Access to

- help individuals access services from new contract providers
- facilitate enrollment of individuals in medical homes

(e) Research revenue enhancement opportunities for both BCHD-operated services and new safety net contractors by expanding billing for services.

(f) Obtain foundation grant funds to replicate the Anne Arundel County REACH program, aimed at coordinating specialty services for low-income residents in partnership with specialty providers. Identify incentives for providing specialty care at radically reduced prices for low-income, uninsured residents.

**BCHD Issue 3:** Drug Addiction is a public health crisis in Baltimore City, and requires a more cohesive city-wide, coordinated effort to combat it.

**Recommendation:** Strengthen Baltimore City's Local Drug and Alcohol Council (LDAAC), sending a powerful message that the Rawlings-Blake administration fully grasps the importance of this matter. The Committee recommends that the Mayor serve as chair of the Council to show her commitment to finding solutions.

**Explanation:** Substance abuse affects thousands of citizens and impairs their ability to fully engage in life. Moreover, addiction and its sequelae cost the city millions of dollars in health care and other services costs. It is crucial that all pertinent City agency leaders champion initiatives likely to reduce the deleterious impact of drug use on Baltimore and its citizens, as well as use the power of City government and its officials to engage local business, faith institutions, and philanthropic leaders in this critical work. Both the Mayor and the newly appointed Health Commissioner must be seen as active leaders. It is recommended that an early goal of the Mayor's leadership of the LDAAC be the identification of dashboard indicators (paralleling other City Stat programs) to chart the City's progress in combating this issue.

Assuming leadership of the local Council by the Mayor would facilitate and promote accountability, along with improved coordination and collaboration across multiple systems, agencies and departments. This would effectively address the problem of drug addiction and its health and public safety and quality of life in City neighborhoods. From a public health perspective, responsibility for coordination of a drug treatment strategy for Baltimore City currently falls under the purview and mission of Baltimore Substance Abuse Systems Inc. (bSAS) by virtue of the organization's dual-state designation as the local treatment authority and Local Drug and Alcohol Council (LDAAC). Both the bSAS and LDAAC Board of Directors are chaired by the BCHD Commissioner, and the



representation of city and state agencies on both boards is nearly identical. In addition to the participation of leadership from city and state Agencies, the 28 members of the LDAAC include representatives from philanthropic organizations, academic institutions and consumer organizations.

The bSAS board is responsible for the funding, monitoring and oversight of Baltimore's publicly funded treatment system. In fulfilling its duties for Baltimore City, the LDAAC works in conjunction with bSAS to develop plans, strategies, and priorities for meeting the public's need for drug use prevention, intervention, treatment and recovery. LDAAC, one of 24 in the state, was created by Executive Order in July 2008 and has readily embraced its mandate to promote and achieve collaboration and coordination between local (publicly-funded) treatment programs, the local health system, government agencies, and private treatment facilities within Baltimore City.

The committee believes that the Rawlings-Blake administration can better address the problem of addiction in Baltimore by positioning itself as a leader, innovator, advocate, and champion for a portion of Baltimore's population disenfranchised by the treatable illness of drug addiction.

**BCHD Issue 4:** To better address childhood obesity and align BCHD's activities to reduce and prevent of childhood obesity in line with the White House's focus on achieving a healthier lifestyle for youth.

**Explanation:** Baltimore City epitomizes the national need to address obesity and related chronic disease. In 2007, one in three Baltimore City adults reported being obese, and an additional one in three reported being overweight (Maryland BRFSS, 2007). Moreover, there are large obesity disparities within Baltimore City. In 2007, 41% of women reported being obese, compared to 26% of men, and black residents were nearly twice as likely to report being obese as white residents (44% vs. 23%).

Rates of obesity are alarming among school-aged children in Baltimore. The 2007 Youth Risk Behavioral Survey found 19% of Baltimore City youth had BMIs greater than the 95<sup>th</sup> percentile, as compared to 13% for all Maryland youth. The obesity problem begins at a young age. In a recent study of Baltimore third-graders, 15.3% of girls and 14.1% of boys were found to be obese.

Heart disease, stroke, and diabetes, each strongly associated with obesity, accounted for one-third of all deaths among Baltimore City residents in 2007. Certain predominantly Black and low-income neighborhoods within Baltimore City experience disproportionately high rates of death, compared to other nearby neighborhoods. For example, there is a six-fold disparity in diabetes mortality between West Baltimore and Roland Park. Such disparities between neighborhoods reflect the unequal availability and accessibility of healthy food, as well as places to be physically active, making them the most amenable to system and policy-level changes, as compared to the more established neighborhoods. Over the past several years, coordinated efforts between the Baltimore City Health Department (BCHD) and over 60 philanthropic, community and business groups led to the development of three plans: *The Strategy to Improve Birth Outcomes*, *The Food Policy Task Force Recommendations*, and *The Baltimore Blueprint for Healthy Outcomes in Children: Addressing Childhood Obesity*. Each of these coalitions of City

leaders assessed community assets and barriers to reduce obesity in Baltimore and developed specific recommendations to address this critical health problem.

**Recommendation 4a:** BCHD’s proposed program, “Commitment to Policy and Action to Combat Obesity” (COMPACT) should be submitted to additional private foundations for funding if denied by the Center for Disease Control and Prevention.

**Explanation:** BCHD recently submitted a grant proposal to the Center for Disease Control and Prevention for the Baltimore “Commitment to Policy and Action to Combat Obesity” (COMPACT). This grant, if funded, would expand and provide mechanisms to sustain media, access, promotion, price, and social support strategies citywide to increase consumption of healthy foods and increase physical activity. COMPACT will expand more than 12 existing coalitions and initiatives for long-term citywide environmental and community impact. The funds would support the expansion of these successful initiatives to include policy changes to sustain their impact, and pilot programs to demonstrate additional comprehensive, high impact approaches to improving food access and increasing physical activity. However, in the case that they do not receive funding, the committee whole-heartedly believes this grant should be submitted to private foundations for funding.

**Recommendation 4b:** The committee recommends that the City explore championing several low or no cost opportunities to reduce structural barriers to healthy living, including:

- Support the new Food Policy Coordinator to implement the 10 recommendations of the Food Policy Task Force.
- Champion changes to zoning code (TransForm Baltimore) to reduce barriers to community gardens, urban agriculture and green spaces, increase healthy stores, mixed-use and transit-oriented communities which foster exercise, and expand crime prevention design of buildings and communities to increase safety critical to exercise.
- Adapt a New York City “Green Cart” designation for vendors that sell healthy food and beverages and eliminate City licensing fees for those designated Green Cart vendors.
- Champion a multi-pronged approach to ensure that all Baltimore City Public School students meet CDC guidelines for daily physical activity. Currently BCPS only requires one semester of Physical Education in four years of High School. CDC recommends daily physical education in High School. Middle School requirements also fall woefully short of national recommendations. Leadership is needed to show policy makers that high academic goals can best be reached by an active, healthy student body.
- The Health Department is working with BCPS and Jon Kaplan, an OSI fellow, to scale up successful pilot fitness program involving at-risk youth in a new “Baltimore Fitness Academy”.  
The Fitness Academy will leverage the City’s summer youth employment program – YouthWorks - to train 160 students for a six-week summer training program to

become certified “Fit Coaches” to expand opportunities for youth to lead in transforming school environments and norms.

- Improve to stay consistent with 24% of Baltimore’s land area covered by streets and parking lots, road improvements that support cycling, walking, and public transit can significantly support physical activity. We recommend accelerating implementation of the Bicycle Master Plan; implementing a Saturday Street closing as proposed by Councilwoman Clark; expanding the Safe Routes to School program; and implementing a Complete Streets policy.
- Explore creative ways to increase access to City parks and recreation centers in communities with obesity-related health disparities.

**Explanation:** Over the last three years, BCHD has taken an active role in the planning and development of citywide approaches to address childhood obesity. This comprehensive approach began in the spring of 2007 when two graduate students from Harvard University’s John F. Kennedy School of Government completed an assessment of the city’s incidence of childhood obesity and provided its recommendation to the Health Commissioner. The five major findings of the assessment are as follows:

1. Baltimore City high school students have worse dietary behaviors than their peers in the rest of the state and country
2. Residents in Baltimore City lack access to healthy food
3. Baltimore adolescents are significantly more sedentary than their counterparts at the state and national level
4. Youth underutilize available recreational opportunities
5. Concerns about crime may limit physical activity in Baltimore

Since the findings were published, BCHD has supported and participated in a number of initiatives focusing on the epidemic of childhood obesity. In 2007, BCHD participated in the City Council’s taskforce on childhood obesity, spearheaded by Councilwoman Agnes Welch. The taskforce researched and developed policy recommendations focusing on five different environments: community, preschool, school, after-school care, and health care.

In February of 2008, BCHD drafted its preliminary plan to address childhood obesity. The initial plan included nine general strategies, each with its own goals and rationale. The strategies included policy recommendations, increased collaborations with academic institutions, and community-based initiatives to address the problem.

From 2008 to 2009, The City of Baltimore convened a Food Policy Task Force to develop strategies that would “create demand for healthy food through awareness and education and to ensure opportunities for all Baltimoreans to access affordable healthy food options in order to achieve and sustain better health outcomes and a higher quality of life.” The 10 recommended strategies are listed below:

1. Promote and Expand Farmers’ Markets
2. Promote and Expand Community Supported Agriculture
3. Support Continued Research on Food Deserts and Collaboration with Policymakers
4. Support a Central Kitchen Model for the Baltimore City Public School System
5. Support Community Gardens and Urban Agriculture

6. Expand Supermarket Home Delivery Program
7. Improve the Food Environment around Schools and Recreation Centers
8. Support Street Vending of Healthy Foods
9. Create Healthy Food Zoning Requirements or Incentives
10. Develop a targeted marketing campaign to encourage Healthy Eating among all Baltimoreans

Most recently, BCHD applied to the Centers for Disease Control and Prevention (CDC) to fund a citywide, multi-tiered initiative to prevent and reduce childhood obesity in Baltimore. The proposal includes 10 strategies. Low and no cost strategies are recommended above and should be pursued regardless of federal funding.

### **III. COMMISSION ON AGING, RETIREMENT, AND EDUCATION (CARE)**

#### **A. OBSERVATIONS**

CARE's services are vital to vulnerable Baltimore City residents, but CARE has lacked the leadership, vision and creativity necessary to move the agency forward in recent years. It is not clear how well the programs are running or if any current federal/state grants are in jeopardy. There are also anecdotal reports of great difficulty connecting clients to services through CARE. Despite the agency's management and financial problems, there is a tremendous opportunity to strengthen programs, streamline services, and identify and attract new grant awards while cutting costs.

#### **B. RECOMMENDATIONS**

**CARE Issue 1:** In light of the committee's focus on expansion of public-private partnerships, and in view of the current fiscal, staffing and program problems with CARE, the committee recommends that the city explore the potential for moving CARE, and its staff and functions under the direction of the Health Department.

**Recommendation:** The Health Department, and its quasi partner organization Baltimore Health Care Access (BHCA) should perform an in-depth review of CARE and determine how best to serve Baltimore's seniors at a reduced cost to the city, but with improved services. A small minority of committee members believe that some of these issues can be addressed by a change in leadership with CARE. However, an overwhelming majority believe that the Health Department and BHCA could transform CARE into a model city aging services program, while cutting costs in these trying financial times. With a proven advocacy, case management, and health policy track record, BHCA is well positioned to bring a wealth of knowledge and expertise to CARE services.

**Explanation:** BHCA is an independent 501 (c)(3) agency and is not a supporting 509 (a)(3) organization. BHCA has been in existence for 13 years and there are no competitors for the major Medicaid grants it receives. BHCA's 2 major Medicaid grants are sub-contracts from the Baltimore City Health Department; these are a mix of federal and state funds and are restricted for only local health department use. (Other non-profits would not have the ability to get these grants due to those restrictions). BHCA's quasi public arrangement with the Baltimore City Health Department allows these funds to

flow to BHCA. BHCD is represented on the BHCA board and BHCA is accountable to the Health Department through participation in HealthStat.

BHCA conducts many of the same activities for the Medicaid population as CARE does for the Medicare population including ombudsman services, advocacy services, hotline services, and housing services. BHCA has an excellent track record for providing case management for vulnerable populations including adults with disabilities and dually eligibles (Medicaid/Medicare). BHCA also has received national recognition for its administration of the Medicaid program in Baltimore City. BHCA sets high standards for each and every program and ensures performance measures/benchmarks are being met.

Under current leadership, BHCA's budget has tripled in 5 years due to aggressive fundraising through local foundations and partner organizations. BHCA did not experience a single cut during these tough economic times, which speaks to the necessity and quality of work of BHCA. BHCA is very thoughtful about the types of grants and funding it pursues and has an excellent track record for receiving funding (90% of grant applications submitted are funded). BHCA only pursues opportunities for programs that fit squarely within the mission and vision of the agency. BHCA currently receives its major grants from the Maryland Department of Health and Mental Hygiene, the Department of Human Resources, Baltimore Homeless Services, Baltimore Substance Abuse Services, and United Way.

In addition to its major grants, BHCA currently receives funding from the following local foundations:

- Abell
- Weinberg
- Straus
- Stulman
- Baltimore Community Foundation
- Open Society Institute
- Blaustein Foundation
- Zanvyl and Isabelle Krieger Fund
- Kaiser Foundation

They have great success fundraising because of their accountability and a record of achieving results. Their fundraising expertise will be incredibly useful to CARE, since it is evident that CARE has not looked at other ways to finance its infrastructure and programs.

By moving CARE programs/services to BCHD/BHCA, administrative costs would be reduced dramatically because several key leadership positions, which are currently vacant, would not need to be filled:

- CEO
- CFO
- Human Resources Director
- Executive Assistant
- IT
- Minimum of 2-3 program directors

This would result in an immediate \$400,000-\$500,000 savings.

It appears that over 80% of CARE's administrative dollars are derived from Baltimore City General Funds. This heavy reliance on one source of administrative funding is poor fiscal planning, and there is likely significant cost savings that could be realized by shifting administrative costs to existing federal/state grants, thereby reducing reliance on City dollars. Most federal/state grants permit administrative fees to be paid for with grant awards. This issue must be further explored, but BHCA would make a strong effort to

shift these funds accordingly to offset administrative costs. BHCA has been able to run a similar size organization without any reliance on general funds.

**Medicaid/Medicare Reimbursement:** There is great potential in exploring whether or not CARE is maximizing Medicaid/Medicare reimbursement around Medical Adult Day Care Services, transportation services and senior centers (some centers may qualify to be a certified Adult Day Program). It appears that CARE is currently supplementing services when it may not be necessary. There is also great potential in exploring whether or not some case management services provided by CARE staff are reimbursable by Medicare/Medicaid. A thorough analysis of all CARE programs and billing potential should be conducted.

One-third of CARE's budget is programmed for senior centers, both public and private. There is great potential to conduct fundraising activities to help off-set the costs of the senior centers. Local foundations and private donors would likely help offset costs for these services. Typically, government entities are prohibited from conducting fundraising activities. However, 501 (c)(3) agencies such as BHCA are well suited to conduct such activities. In addition, private senior centers should be highly encouraged to conduct fundraising on their own and show proof they are working hard to identify new sources of funding as a condition of award. The committee believes they should identify new funding sources through local foundations and state/federal grant opportunities.

**Operational Costs:** By moving CARE to BCHD/BHCA, the likely result would be a large cost savings given CARE is currently in an unfavorable lease arrangement. Costs for leased equipment, furniture, office supplies would also decrease as all of these expenses could be shared across existing BHCA programs. By shifting administrative costs, generating Medicaid/Medicare revenue, and participating in fundraising activities, it is estimated this transition could easily result in over \$500,000 of annual savings to Baltimore City general funds without any cuts in services. The savings would likely be more after reviewing all grants, contracts and streamlining services. One-third of CARE's budget is programmed for senior centers both public and private and the funding is heavily reliant on general funds dollars. It is apparent that CARE management has not explored other sources of funding or financing of the senior centers.

**CARE Issue 2:** CARE has not explored opportunities to conduct billing to third parties (Medicaid/Medicare) for services. It does not appear that the issue of maximizing revenue has been explored.

**Recommendation:** Research should be done as to the types of services already provided at the senior centers which would qualify as adult day services.

**Explanation:** Many of the existing senior centers operated by CARE might qualify to be certified Adult Day programs. It has been noted that Urban Adult Day programs might be needed in the city, since many thrive in the region in surrounding counties. The Center for Medicaid and Medicare (CMS) provides reimbursement for services when rendered in an adult day program.

**CARE Issue 3:** Explore expediting guardianship determination in acute care facilities in order to reduce uncompensated care and create a citywide Medicaid guru to leverage Medicaid reimbursements for overlapping city services. There should be a dedicated staff person or division responsible for tracking Medicaid reimbursements. Additionally, for the purpose of stabilizing revenue this division should involve the expected increase in the elderly population's active involvement in city services well after retirement.

#### **IV. BALTIMORE CITY DEPARTMENT OF SOCIAL SERVICES**

##### **A. OBSERVATIONS**

The Health and Human Services Committee was charged with reviewing the Baltimore City Department of Social Services (BCDSS). This agency, which receives all of its funds from the state and federal governments, has 2,300 employees and 16 sites in Baltimore providing public assistance in the form of temporary cash assistance, food stamps, and medical assistance. Currently, they are carrying approximately 200,000 cases for whom they provide a variety of services, in addition to financial assistance, such as workforce development, child protection and foster care, adult protection and social services, and homeless services. Their guiding principle is to make Baltimore a place where people independently support themselves and their families and where individuals are safe from abuse, neglect and exploitation. Their mission is to aggressively assist and empower people in economic need, provide prevention services and protect vulnerable children and adults.

BCDSS believes work is indispensable for achieving independence and that partnerships and alliances with businesses and the community are critical to their customers' ability to achieve and maintain independence. Families should be the first resource for the emotional and financial support of their children and other family members, and assistance should be provided to people, while honoring individual and group differences. Empowering clients is essential to the providing human services.

##### **B. PARTNERSHIPS**

This agency performs vital functions for Baltimore City's most vulnerable populations though partnerships with many City agencies, including:

###### **Public Schools**

- Social Workers in the Schools
- Truancy/Absenteeism Data
- Emergency Contact Cards

###### **Health Department**

- Health Inspections
- Home Visiting Nurse
- SIBO

###### **Police Department**

- Joint Investigations
- Curfew Center

###### **Family League**

- After School Programming
- Ready by 21 Programming

###### **DJS**

- Joint Planning for co-involved kids
- Prevention

###### **Fire Department**

- Fire Inspections

###### **MOED**

- Work opportunities for youth in foster care
- Workforce Development for adults on TCA

## **C. PROGRAMS**

Adoption Services- Focuses on developing profiles of children and the placement of children who are legally free to be adopted.

Adult Protective Services (APS)- Serves persons aged 18 and over who are unable to protect their own interests or are at risk of abuse, neglect and/or exploitation.

Child Care Program- Also known as Purchase of Care (POC), coordinates child care services for eligible families and ensures payment to day care providers. Child Care services are provided to Temporary Cash Assistance (TCA) customers participating in a work activity or a substance abuse treatment program as well as to other low-income working families.

Family Support Services- Assists in the preservation of families and rebuilding of lives to prevent out-of-home placement.

Food Stamps (FS)- Increases the food purchasing capability of families and individuals. Most persons receiving TCA and TDAP are eligible for Food Stamps, as are others with low income.

Foster Care Services (FCS)- Provides services to court-committed children and to adults who are interested in becoming foster or adoptive parents.

Homeless Emergency Environmental Services (HEESU)- Provides assistance to adults and families who are homeless or at risk of homelessness.

In-Home Aide Services (IHAS)- Provides services to the elderly, disabled, ill, handicapped and those who need assistance with daily activities in order to remain in their homes.

Intake and Assessment- Screens and investigates reports of child maltreatment and provides services to children found to be abused or neglected.

Medical Assistance (MA)- Provides a federal entitlement program that allows low-income individuals to obtain medical care and treatment.

Office of Male Initiatives (OMI)- Provides and links young fathers to services that enable them to become active participants in the lives of their children.

Project HOME- Manages the Certified Adult Residential Environment (CARE) housing programs and provides supportive housing and case management to disabled adults, including persons with AIDS.

Social Services to Adults (SSTA)- Provides social work services to persons aged 18 years and older who are not caring for children. Case management and crisis intervention services provide customers with links to community resources and internal BCDSS programs.



Temporary Cash Assistance (TCA)- Provides a time limited cash assistance program for families to promote individual responsibility and self-sufficiency.

Temporary Disability Assistance Program (TDAP)- Provides a state-funded cash assistance program for medical, housing and other services to disabled adults who are ineligible for other cash assistance programs.

The committee recognizes the importance of this agency's work. However, their funding comes from the state and federal governments, with some City matching requirements. Therefore, the committee did not see fit to make any suggestions regarding changes to their current structure.

## **V. FIRE DEPARTMENT/EMERGENCY MEDICAL SERVICES**

### **A. OBSERVATIONS**

Led by Fire Chief Jim Clack, the Baltimore City Fire Department (BCFD) serves a geographic area of 81 square miles and a population of more than 640,000 residents. The department has over 1,800 members and responds to more than 235,000 emergency 911 calls per year. This committee was tasked with reviewing the health-related division of BCFD, the Emergency Medical Services (EMS) division, which includes:

- 24 full time advanced life support (ALS) transport units
- 2 Peak Time Units (0900-2200)
- 6 Critical Alert Units
- 6 Ready Reserves Units
- 1 Medic Assist Car (MAC)
- 4 Mass Casualty Trailers
- 3 Medical Surge Trailers
- 3 Alternative Support Apparatus (ASAPs)
- 3 Paramedic Bike Teams and Trailers

### **B. SERVICE DELIVERY**

The EMS division responds to 150,000 calls annually, and provides approximately 88,000 transports annually. With only a 40% collection rate, they collect only \$11 million annually through user fees. Additionally special events in the city, such as Preakness, AFRAM, Baltimore Marathon, Fells Point Festival and Ravens games cost the city over \$100,000 in EMS personnel costs alone. The additional costs of fire suppression assets (fire trucks/engines), personnel from the Fire Marshal's office, vehicles, supplies and fuel significantly increase this figure. The committee believes that a number of these events should be asked to pay for the security of having the appropriate equipment and personnel on standby, similar to the current arrangement with the Baltimore Orioles. The current MOU between BCFD and the Orioles specifies that BCFD provide these personnel and services for a set fee, per unit/person.

A large part of the EMS operations is Community Outreach which encompasses several public-private partnerships, such as:

- Operation Care/Partnership with Baltimore Health Care Access
- Free Blood Pressure Checks
- Partnership with Hatzalah of Baltimore

- Partnership with BCHD
- Partnerships with local hospitals

According to the presentation by Chief Henry, the EMS division is overworked and underfunded, however the committee's brief exposure to the EMS operation did not allow for an in-depth analysis. Some of the metrics were disturbing, including a unit hour utilization rate that is far in excess of the national average. The presentation shows that Baltimore City EMS is at least 50% busier than any other system in the country. In the face of that formidable challenge, the pay scale for Baltimore's EMTs is not competitive with that of surrounding areas, resulting in excessive and very costly staff turnover. These alarming conditions, as well as a supervisory span of control that has dangerous implications for patient care delivery, leads the committee to recommend a formal consultation by a reputable body to produce an assessment and prioritization of the needs in this department in order to perform a more thorough analysis.

### **C. RECOMMENDATIONS**

**EMS Issue 1:** To meet the needs of patients with chronic illnesses who frequently call 911 for service, the Operation Care Program (a partnership with Baltimore Health Care Access) should be fully funded at \$150,000 per year, which would enable them to add a fulltime Community Health Risk Reduction Coordinator for the Fire Department and a case manager for BHCA.

**Recommendation:** The committee finds that with \$150,000, EMS could fund two staff positions to expand the project, thus saving EMS between \$200,000 and \$250,000 per year. In addition to directly saving EMS tens of thousands of dollars, funding Operation Care will also help EMS better carry out its mission by substantially reducing the added burden that these frequent 911 callers place on the EMS staff. By reducing time spent on frequent callers who would be better served by other agencies, the EMS staff would then have time to service those who truly benefit from their services. Also as a direct result of expanding this program, BHCA will target abusers of the 911 system, which in turn will improve the health of the frequent callers.

**Explanation:** Baltimore HealthCare Access, Inc., BCFD, and BCHD joined forces for "Operation Care," which assists vulnerable city residents who make multiple calls for ambulance transports. This program has proven successful and has made significant improvements in access to healthcare and declines in 911 calls. In the pilot program, 10 patients served were generally insured with multiple chronic medical conditions. The average age was 61.1 years. Common conditions included heart disease, alcohol or drug abuse disorders, and psychiatric illnesses. Case managers linked patients with a wide variety of services. These included specialty medical care, substance abuse treatment, and transportation. Calls to 911 were 43% less than expected. In seven of 10 cases, calls declined by more than 80%. The project saved \$17,989.75 in EMS costs alone. Other savings not counted by the report include medical expenses in Emergency Departments and hospitalizations.

Some examples include the connection of a woman with poorly controlled diabetes to services for better controlling her diabetes complications, and a man with several chronic illnesses who was connected to a variety of health and community resources to assist

him. Additionally, an elderly woman who complained of loneliness is receiving daily visits from a case manager who helps her with activities of daily living.

**EMS Issue 2:** Fees charged for Emergency Medical Service (EMS)

**Recommendation:** The committee recommends increasing the EMS fee schedule, which will enable the Fire Department to recover more of the costs of the vital service it provides.

**Explanation:** Average cost per response to an EMS call is \$800. The current charge is \$350 for a basic life support call and \$400 for an advanced life support call.

**EMS Issue 3:** In general, the committee noted the absence of an entrepreneurial approach to revenue generation and collection. A possible means of addressing this in the short-term may be to assemble a group of local financial experts, asking them on a volunteer basis to make some detailed recommendations for revenue enhancement. Two specific opportunities are the following, but there are likely others.

**Recommendations:**

- (1) A fee collection rate of 35% to 40% strongly suggests need for a more robust collection effort. Various means should be explored. The agency could be further incentivized by including a clause in the contract that provides additional reimbursement to the agency when it collects in excess of 95% of fees owed to EMS.
- (2) The Fire Department has a very mission-driven culture and is currently providing some services free of charge that might be reimbursed. While the Orioles pay for “stand by” EMS services during games at Oriole Park, other private functions within the city do not pay for similar services. Examples include Ravens games, the Preakness, various marathons, and festivals. Possible remedies to this situation include charging the sponsors of these events or seeking corporate sponsorships or foundation support.

**Explanation:** The Ravens have a contract with another private service to provide the “standby” during the games. The FD medic unit is on location for the Ravens pre-game tailgate and utilizing on-duty personnel. The Orioles utilize callback/overtime personnel and the unit is dedicated to the MSA for the entire game. The committee recommends that BCFD do some additional research as to the origin of the Ravens tailgate standby. Fire Department has had a long standing tradition of sending a medic unit(s) to any event where there would be a very large gathering of people and there was a likely potential for injury or sickness. In the past this was done without charging a fee, but that practice is slowly changing. Many of these events are handled with on-duty assets and a fee was not charged. When overtime personnel were required the FD still covered the event but were not reimbursed for all of them.

*The committee recommends that EMS Issue 5 be further explored by those with greater expertise than the committee’s membership.*

**EMS Issue 5:** Improving suppression unit response reliability

**Recommendation:** Fully fund and implement a medic assistance car (MAC) program and explore the possibility of obtaining a MAC unit for each of the 6 battalions.

***Explanation:*** : In order to meet the national response times standard for suppression to fire related calls, suppression units need to be available for responses. Company closures and increased use of suppression units on Critical Alert units reduces the availability of suppression units. The MAC is SUV type vehicle equipped with ALS medical supplies that will respond to calls that ordinarily would have been taken by a suppression company. The cost to operate a MAC is four times less expensive than that of a suppression company. MAC units require half of the staffing of that of a conventional unit. The use of the MAC unit allows the Department to maintain the same level of care at a substantially reduced cost. EMS can reduce expenses and improve efficiencies of suppression units by fully implementing the medic assist cars (MAC) program. The first MAC unit was purchased and has been deemed a success. EMS can maintain the same level of care at a reduced cost.

## **VI. BALTIMORE HOMELESS SERVICES**

### **A. OBSERVATIONS**

The mission of Baltimore Homeless Services (BHS) is to make homelessness a rare and brief experience in Baltimore City by serving as a catalyst for the creation of affordable housing, the delivery of high-quality, evidence-based services and community-wide advocacy. Formerly a division of the Baltimore City Health Department, BHS was moved to the Mayor's Office in 2008 to improve collaboration among public and private agencies, promote innovative programs, and streamline administrative and grant-related activities. Each year they provide housing and supportive services to over 19,500 people living in 4,800 households. BHS administers approximately \$40 million annually for homeless services which includes: street outreach; emergency shelter; transitional housing; permanent housing with supportive services; meal programs; and eviction prevention. BHS also manages the Housing Opportunities for Persons with AIDS (HOPWA) program.

### **B. HISTORY/BACKGROUND**

The number of Baltimore City residents experiencing homelessness has increased relatively steadily over the past 30 years. Despite boards, commissions, task forces, arrests, public hearings, policies to forbid sleeping on the sidewalk, lawsuits, legislation, the closing of encampments, and a plethora of new programs, the City continued to "manage" homelessness without addressing its fundamental causes. In 2005, Mayor O'Malley implemented a Housing First pilot project. Twenty-eight people living in the park adjacent to St. Vincent's Church were provided intensive case management and permanent, affordable housing. Today, 24 people (86%) remain housed and engaged in services. The Housing First approach brought a new and effective model to the forefront of homelessness policy; rather than *managing* homelessness, this policy aimed to end it with affordable housing and supportive services.

The Housing First model became the foundation for the Baltimore's Ten Year Plan to End Homelessness, entitled "The Journey Home." The plan, adopted in 2008, has been overseen for the past year by a Leadership Advisory Group comprised of civic and

corporate leaders, philanthropists and providers of services. The Plan's four major goals are: affordable housing; sufficient incomes for individuals and families to afford housing; comprehensive and affordable healthcare; and ways to prevent individuals and families from becoming homeless. Since the adoption of "The Journey Home," four separate encampments of homeless individuals have been closed using the Housing First approach. Also the United Way of Central Maryland has stepped forward with a pledge to be the City's partner, providing marketing and fundraising support to draw the public into the effort to address the issues associated with homelessness.

In November 2009, interested supporters raised \$27,000 to support the creation of a Website to encourage public awareness and attract private donations.

Nearly all Housing First participants are using Section 8 vouchers and Shelter Plus Care vouchers. Many of these subsidies are provided directly by Baltimore Homeless Services. Others have been provided by the Housing Department. Yet no Housing First participants have been placed in the 10,000 public housing units that the Housing Authority operates. For a very long time (decades), there have been barriers to individuals experiencing homelessness in securing access to Housing Authority units. In the past this has been the subject of lawsuits (for example the Bailey case) which attempted to overcome years of discrimination by the Housing Authority toward people with disabilities.

It remains very difficult to place homeless individuals in public housing, yet in some cases that may be the most expeditious solution.

### **Barriers**

No public housing units have been set aside for people experiencing homelessness, although a pool of Section 8 vouchers have been set aside. The application process is arduous, especially for people without appropriate documentation. There are no specific waivers of misdemeanor and felony rules (as there have been for specific Section 8 vouchers), the application office has no clear method for making reasonable accommodations for people with disabilities, and there is no liaison for community-based organizations to help navigate the bureaucracy. Application workers are generally unavailable by telephone and communication by mail isn't reasonable for people without addresses, who are regularly purged from waiting lists.

### **Benefits**

For those with no income, public housing is a better choice than a Section 8 voucher. Some services are usually available on site (laundry facilities, sometimes meals, clinics, staff support). Many units are handicapped-accessible, unlike the private housing stock used by the Section 8 program. Separate utility payments are not required in public housing, a significant advantage and cost-savings to the Housing First program and its clients.

The problem of making public housing operated by the HABC available to homeless individuals could be addressed by an agreement between HABC/HCD and the Homeless Services agency, setting out policies, procedures, and personnel responsible for implementation and monitoring.

## C. RECOMMENDATIONS

**BHS Issue 1:** The creation of a department of Baltimore City Government that is responsible for both homeless services and community action agencies. This department will lead to administrative and cost efficiencies, promote interagency collaboration to implement Baltimore's Ten Year Plan to End Homelessness, and strengthen the role of the Community Action Centers in preventing homelessness, reducing poverty, and building strong neighborhoods.

**Recommendation:** The committee recommends a merger of the Community Action Centers and Homeless Services in order to reduce expenses such as financial, personnel, and facilities functions by combining and streamlining such services. One benefit gained from this merger would be the availability of CAC buildings for use by Homeless Services in an emergency. These facilities could provide shelter for people experiencing homelessness, as well as a place of refuge in periods of extreme weather for all vulnerable community members. Homelessness prevention activities could also become a significant function of the CAC, in coordination with Homeless Services staff. Finally, this merger would enhance collaborations among all City agencies that impact upon our impoverished neighbors

The new department's functions would include:

- Administering relevant federal, state, and local funds that support CAC activities.
- Developing and monitoring the implementation of Memoranda of Understanding with relevant public and private agencies to carry out CAC functions and assure the efficient use of CAC centers and resources.
- Represent Baltimore City with the national Community Action Partnership and the Maryland Association of Community Action Agencies.
- Securing the expertise to design and implement methodologies to determine the needs of Baltimore's most impoverished neighborhoods and the most effective roles of CAC in addressing these needs.
- Evaluating the capital resources of the CAC to determine their most efficient use; securing capital funding to resolve handicapped accessibility and privacy concerns.
- Obtaining an evaluation from the relevant City departments (e.g. Law Department and the Comptroller's Office) of the legal and administrative issues relating to streamlining the contracting process.
- Evaluating the personnel rules relating to position classification in order to eliminate disparities within and among BHS and CAC staff.

### **Explanation:**

#### **Fiscal**

BHS/CAC submitted their FY2011 budget in response to the City Council's request to create a budget separate from the Mayor's Office. If BHS/CAC remains in the Mayor's Office for the FY2011 budget, no costs will be allocated to the Mayor's Office. Similar to the status of the Mayor's Office of Employment Development, the proposed BHS/CAC would be *Mayorally Related*, but have its own budget line item. To avoid confusion, it is suggested that their name be changed to the Mayor's Office of Human Services, or something similar to reflect the work of the Community Action Centers. The BHS FY11 budget is approximately \$5,225,000 for:

- Administration - Baltimore Homeless Services

- Low-Income Family Assistance
- Temporary Housing
- Permanent Housing

These budget numbers reflect a \$300,000 reduction from FY10, and confirm the committee's assertion that there would be no increase in funding needed for the new combined agency.

This new agency would solve a great deal of the problems faced by homeless services, with no additional costs. Previously, when BHS/CAC was under BCHD they had difficulty obtaining the attention and resources necessary to serve their clients. With the support of Dr. Josh Sharfstein, the former Health Commissioner, BHS was moved to the Mayor's Office to implement Baltimore Ten year Plan to End Homelessness. If BHS/CAC were moved back to BCHD, there would be a lack of connection to activities in the Health Department, resulting in a programmatic mismatch. Should the services of BHS/CAC be moved back to the Housing Department, the same problems that plagued BHS for nearly a decade would continue. From 1997-2006, when BHS was under the direction of Housing, they did not receive adequate programmatic, financial, and human resources support. Senior leadership has not been receptive to the mission and work of BHS, and has made clear that serving the homeless is not their primary goal. Until 2009, the CACs were part of Housing, and also did not receive proper oversight or support. The programs were mismanaged. This was confirmed by a strategic plan prepared by the Annie E. Casey Foundation in 2009.

The committee feels strongly that BHS/CAC should not become part of another agency because of the current model for public/private partnerships and raising/leveraging funds. These assets would be greatly compromised by the imbedding of BHS in another agency, and would reduce their success in these efforts. It is likely that the highly visible Leadership Advisory Group of the Ten Year Plan would not have the same interest if it became a mere a division within another agency. Philanthropic and private donors would also be less compelled to give money to a division. Moreover, it is feared that the momentum gained over the last three years would dissipate if this move were to happen.

**BHS Issue 2:** Strengthening the ability of Baltimore's Homeless Services to serve the City's neediest population

**Recommendation:** As explained previously, the committee recommends that the City create a new combined agency (Department of Human Services) by merging Community Action Program and Baltimore Homeless Services. However, should this not occur, the alternative committee recommendation is that BHS remain in the office of the Mayor. Similar to the status of the Mayor's Office of Employment Development, BHS could function as a division of the Mayor's office.

**Explanation:** If BHS remains in the Mayor's office, it should be situated with the high level support (and political talent) to marshal the various partners and move forward in implementing the Ten Year Plan. The committee would like to see support similar to the level of support they have been receiving to date, such as Deputy Mayor Andrew Frank has provided. This has been a key factor in accessing housing resources and community support.

## VII. COMMISSION ON DISABILITIES

### A. OBSERVATIONS

The Mayor's Commission on Disabilities (MCD) is currently staffed by one person, an Executive Director, who is tasked with making Baltimore a safer, more accessible, and economically sound disability community. The mission of MCD is to remove barriers and promote equal rights and opportunities for the 110,000 individuals with disabilities in the City of Baltimore. The Commission strives to accomplish this by:

- Ensuring the accessibility of City private and public facilities, programs, and services for residents with disabilities.
- Assisting the City in complying with the Americans with Disabilities Act (ADA) of 1990 and associated disability rights legislation.
- Providing informational and educational programs for City government, businesses, and industries regarding reasonable accommodations for employees and other issues concerning persons with disabilities.

The committee recognizes the vital task given to the Commission. The MCD's annual budget is approximately \$100,000, which covers the Executive Director's salary and assorted items. However, in light of the current economic climate, the committee feels strongly that MCD should be placed within a larger city agency or commission – one with a compatible mission and authority that would provide MCD an effective umbrella of support and resources. This would allow the executive director to serve the commission and the community at a high level without the added burden of minor administrative tasks.

### B. RECOMMENDATIONS

**Disabilities Issue 1:** Address the Commission's limited funding and staffing by exploring options to combine it with an already existing government organization, such as CARE or the Community Relations Commission, for the purpose of increasing resources and to ensure that the disabled community's interests are advanced.

**Recommendation:** The committee recommends reviewing whether this commission would benefit from being housed under an existing City agency or commission with similar purpose. The committee also recommends that a disabilities services committee be created for the purpose of discussing issues facing disabled city residents and allow for collaboration and coordination to resolve these issues. This committee would include the executive officer of the Commission on Disabilities and would be an invaluable resource for the Commission. Other members of the committee would be appointed by the Mayor, and would include a variety of members with different affiliations. Similar to that of other jurisdictions, the committee could include representation from:



- City residents with disabilities
- Family members responsible for the care of a disabled citizen
- Public and private service-providing agencies and organizations
- State and Local government
  - Health Commissioner
  - Baltimore Mental Health Services, Inc.
  - Commission on Disabilities
  - Community Relations Commission compliance officer
  - Maryland Department of Disabilities

**Explanation:** There are a variety of opportunities for co-location of the commission to an agency where resource sharing would be possible and services enhanced. In Montgomery, Howard County, and Anne Arundel Counties disabilities services are overseen by the local government agency tasked with serving the aging population. This placement is a logical choice for the Commission, since both the disabled and aging populations qualify for government funding, such as medical assistance. Furthermore, the mission of Commission and CARE overlap. Their mission is to assist individuals live an independent life with full participation in the community. In Anne Arundel County and Montgomery County the aging services and disability services are provided by the health department.

Another potential co-location for disabilities services would be the Community Relations Commission (CRC). CRC is responsible for EEOC and ADA compliance, and is committed to making City programs, services, and facilities accessible to all members of the public. By housing disability services under CRC, the agency could take on the responsibility for disability awareness and respond to inquiries about the accessibility of City government programs, services, activities or facilities to disabled citizens. The Commission could be simply added to the CRC's Education-Public Relations Unit which already houses:

- Mediation/Conflict Resolution- Staff responds to disputes involving two or more persons or groups in conflict.
- VIVA (Victims of Intimidation and Violence Assistance Program)- Crisis intervention services when individuals or families are assaulted or harassed, property vandalized as a result of one's race, ethnicity, religion, sexual orientation, etc.
- Intergroup Relations Training - Service provided to organizations, agencies and schools that are experiencing problems within the organization that affects its productivity and/or effectiveness. The scope and length of the training is dependent upon the needs of the group, agency or organization.
- Technical Assistance/Education - Involves educating citizens of their rights and responsibilities in reaching their quest for equal access to goods and services.
- Liaison/Referrals - This service provides information and referral services to clients, community leaders, agencies' staff members, neighborhood residents, etc. The agency also offers outreach assistance at the Baltimore Branch of the NAACP four half days per month.
- Rumor Control - Service that provides factual information in response to inquiries about rumors that, if left unchecked, could produce fear and uncertainty throughout communities and neighborhoods.

## VIII. NON-SPECIFIC RECOMMENDATIONS FOR FURTHER CONSIDERATION

*Please note that these issues are recommended for further exploration and discussion, but time did not permit the committee to fully explore these ideas.*

**Issue 1:** The committee identified a need to reducing labor and administrative costs without jeopardizing critical City services. It is possible to create jobs and enhance community engagement while simultaneously allowing City agencies to continue to provide critical services at current levels. Through collaboration with, for examples, the Governor’s Office of Community Initiatives, the Mayor’s Office of Neighborhoods, the Mayor’s Office of Employment Development, the Maryland Community Health Resources Commission and other federal, state and local agencies and private funding sources as appropriate, facilitate supplementing existing City functions with non-licensed, entry-level or volunteer personnel as appropriate to the specific setting.

**Recommendation:** Many City programs could use non-licensed, entry-level or volunteer personnel to augment capacity of their paid staff – professional or non-professional – to assist programs that are in need of more staff, but lean budget times do not allow for such hiring. Identify federal, state and local governmental and private philanthropic sources that specifically stress job creation, community engagement and public/private partnerships as priorities for funding. This program could operate with one coordinator position and an administrative aide, for starters. If the concept proves fiscally feasible and showed clear cost savings, it could be expanded.

**Explanation:** Using programs such as Safe Streets or Hatzalah as the model, identify existing City programs that currently utilize non-licensed, entry-level and/or volunteer personnel, and identify other agencies that could benefit from these models. Determine whether there is any public or private interest in supporting these programs with volunteers and/or donations. Identify existing community resources that are currently performing functions that could benefit City operations and seek collaborations where possible.

Examples of such programs that can be seen as models, and agencies they might supplement include:

- Safe Streets – Hiring former drug users to work with current abusers – Police, Health departments
- Hatzalah – Supplementing EMS operations with community-based EMTs and volunteers performing dispatch and other non-clinical functions – Fire Department, Disabilities Commission. The EMS staff spoke very highly about this program and stressed that, in appropriate communities, it complements the EMS functions well.
- Citizens on Patrol – Citizen-based walking and driving patrols – Police, Health departments, Social Services, Disabilities Commission (identify elderly community residents, abused children, rat infestations, etc.)
- Home Visiting – Non-clinical personnel visiting homebound individuals – Health Department, Disabilities Commission
- Fatherhood programs – Education and outreach to males – Health Department, Social Services

Possible implementation scenarios:

- The Mayor’s Office of Neighborhoods, in collaboration with the Governor’s Office of Community Initiatives, could house the program. It should be housed in an agency or City organization that is interdisciplinary, as such an effort would benefit numerous agencies and should not be viewed as simply supplementing staff for one department. In fact, the primary goal of the program could be seen as fostering community engagement, while simultaneously creating a feeder system for jobs and supporting staff operations of agencies.
- Hospital volunteer programs. Hospitals have historically depended upon volunteers to enhance capacity of both administrative and clinical staff. Volunteers undergo rigorous training and compliance activities along with paid employees. Hospitals could provide technical assistance to City staff to develop workable volunteer coordination programs for City agencies.
- The Mayor’s Office of Employment Development could be tapped to furnish training assistance. Best practices for volunteer and entry-level personnel training programs can be obtained from the private sector and adapted for public sector use. Training consultants could provide expertise as well.
- The scope of the recruitment effort should encompass all ages, from middle school students to unemployed/retired adults, to seniors.
  - For example, middle school students could volunteer or hold a paid after school position in a local community health clinic or hospital, either working in a clinical setting or perhaps assisting with clerical functions (HIPAA issues notwithstanding).
  - High school students can be recruited to work in senior centers, either fulfilling their community service or receiving pay, thereby fostering intergenerational connections that benefit both age cohorts.
  - Young adults and seniors can serve as informal ombudsmen performing customer service functions at various agencies, answering phones and triaging service problems and following up with complaints once solved.

Not only do these types of experiences augment the capacity of City agencies to perform their core functions, the personnel working in these settings obtain valuable skills needed to secure paid employment. Community engagement is greatly enhanced as each community sees its own members working collaboratively with City agencies and personnel.

**Issue 2:** To address the BCHDs lack of shared electronic client records, the City should explore the implementation of a coordinated and integrated data management and electronic client record systems to improve coordination and integration of services. This could help identify opportunities to eliminate redundancy and expenses. These shared technologies would increase intergovernmental cooperation in order to gain efficiencies in City government through access to and utilization of existing and “under construction” information technology advances.

**Issue 3:** BCHD should streamline the assessment process (for recipients of city, state and federal aid) to reduce the number of assessments in order to cut down on administrative costs.

**Explanation:** Further supports need for electronic record and agency integration.

**Issue 4:** Need to reduce school absences due to asthma.

**Explanation:** Continue to partner with BCHD to make every school asthma-friendly and link children with above average absences due to asthma to BCHD for intensive risk reduction services.

**Issue 5:** In anticipation of the new state-of-the-art mental health facility (to be built by DHMH to replace the aging Spring Grove), explore the potential for relocating the facility to a Baltimore city location.

**Issue 6:** Segregated housing for the disabled homeless population should be explored, and the segregation of funding for an Alternative Housing Authority that includes the Commission on Disabilities.

**Explanation:** With Project-based Section 8, the Bailey decree, and the ability to leverage partners for new dollars or loan guarantees, an Alternative Housing Authority would utilize best practices to assure that the Ten Year Plan to End Homelessness had a fresh entrepreneurial approach. The opportunity to leverage federal investment, by involving green rehabilitation (requires pursuit of specialized funding sources), more transportation choices (align with Light Rail Initiative) to reduce dependence on foreign oil, improve air quality, promote public health; promote affordable housing; support existing communities to target transit-oriented, mixed use development and land recycling (one community demolished every other row house to create less density and space between housing for greenspace/walk-able neighborhoods) is heightened by the development of a robust Department of Human Services. Since it appears that some of the activities envisioned by this new department overlap with Baltimore Health Care Access (for example providing enrollment application assistance for MCHIP and PAC), it is recommended that staff-sharing or a cooperative agreement be entered with BHCA and the Department of Human Services.

**Issue 7:** Explore the penalty and legal fees, as well as revenue collection, for noncompliance with existing ADA regulations.

**Explanation:** The City should consider greater monitoring, review, and feedback of handicapped parking citations as means of enforcing existing law and bringing in additional revenue. For example, other jurisdictions charge \$350 for a handicap parking violation, Baltimore City charges \$250. It is also recommended that the City review the funding spent on legal fees for ADA regulation noncompliance. In addition, a review of how the City (as a whole or by agency) currently complies with ADA regulations could potentially save the City millions of dollars. Each agency should be provided the knowledge necessary to come into compliance and explore the fiscal impact of hiring additional enforcement officers.

## IX. MEMBER BIOGRAPHIES

### CO-CHAIRS

**Sister Helen Amos** is the Executive Chairperson of the Board of Mercy Health Services, Inc. (the “parent” corporation of Mercy Medical Center in Baltimore). She has been with Mercy Medical Center since 1991 and was President and CEO there from 1992 to 1999, at which time she assumed her current role. Sister Helen also chairs the Board of Mercy Ridge, Inc. and serves on numerous healthcare boards outside of Maryland. She also chairs the Leadership Advisory Group for “The Journey Home: Baltimore’s Ten Year Plan to End Homelessness.” Her local board memberships include the Downtown Partnership of Baltimore and the Downtown Management Authority (which she chaired from 2005 to 2008) and the Central Maryland Transportation Alliance.

**Levi Watkins, M.D.** is the Associate Dean of the Johns Hopkins University of Medicine and full Professor of Cardiac Surgery. He is the first African American to achieve these positions at Hopkins. In 1966, he integrated the Vanderbilt University School of Medicine, becoming the first black ever admitted and the first black to graduate from that institution. In February 1980, Dr. Watkins performed the world’s first human implantation of the automatic implantable defibrillator and subsequently developed several different techniques for the implantation of this device. He has also helped develop the cardiac arrhythmia service at Hopkins where various new open-heart techniques are now being performed to treat patients at risk of sudden cardiac death. Dr. Watkins professional achievements and his continual commitment to racial equality and focus on global humanitarian issues have been repeated recognized. His most recent recognition came from the National Black Caucus of State Legislatures with the National Builders Awards, where he was honored, along with President-Elect Barack Obama and James H. Meredith.

### STAFF

**Rachel L. Indek**

**Carrie A. Durham**

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### COMMITTEE MEMBERS

**Richard G. Bennett, M.D.**, is the President of the Johns Hopkins Bayview Medical Center. Dr. Bennett is a graduate of Dartmouth College and the Johns Hopkins School of Medicine. He trained in internal medicine and geriatric medicine on the Johns Hopkins Bayview Campus, and joined the Johns Hopkins faculty in 1987. As a faculty member, he provided leadership for a large number of clinical and educational programs focused on providing care to older adults, and his research focused on improving health care outcomes among the elderly, particularly those who reside in nursing homes. From 1994 – 2003, he led the Fellowship Training Program in Geriatric Medicine at Johns Hopkins, one of the largest training programs for geriatricians in the United States. In 2001, he was named the Raymond and Anna Lublin Professor in Geriatric Medicine. In 2003, he joined the Medical Center’s executive team as Vice President of Medical Affairs, and subsequently, served as the Executive Vice President/Chief Operating Officer before being named the Medical Center President in July 2009. Dr. Bennett is the author of many publications including research articles, book chapters, and the book, *Building Healthy Communities through Medical-Religious Partnerships*, recently released in its second edition.

**Pat Cassatt, MS** has over 27 years experience in non-profit management, and ten years experience in corporate America. She is the current Chief Executive Officer at People's Community Health Centers, Inc. (People's), a primary care multi-site facility. Prior to her tenure at People's, she held positions as Executive Director of a mental health/addictions program, Associate Director of faith-based social service programs, and a women's shelter for domestic violence. Ms. Cassatt served for 5 years as a registered lobbyist and has worked on consumer advocacy issues regarding education and health care. She served as founding Co- President and Chair of the Board of Priority Partners Managed Care Organization, founding President of Maryland Community Health System, LLC; and founding President of the Board of Community Health Integrated Partnership. In 2009, Ms. Cassatt was appointed to the AIDS Commission by the Anne Arundel County Executive and the Census Commission in Anne Arundel County. In 2010, Pat was accepted into the GBC Leadership program.

**Dennis Cherot** has an extensive background in healthcare management with expertise in primary care managed care, hospital administration and public health administration. He currently serves as President/CEO of Total Health Care, a Federally Qualified Health Center (FQHC), serving 30,000 patients at nine primary care sites throughout Baltimore City. He previously served as Vice President and Sr. Vice President at Liberty Medical Center in Baltimore and Interfaith Medical Center in Brooklyn, NY. Previous positions also include serving as a member of the Mayor's Cabinet in Newark, NJ as Director of the Department of Health & Welfare. In addition, he served in various professional health and social service organizations.

**Albert R. "Skip" Counselman** is Chairman and CEO of RCM&D, Inc., an insurance, risk management and employee benefits firm, with a staff of 265 in five offices in MD, PA, DC, VA and headquartered in Baltimore since 1885. Mr. Counselman is the current Chairman of the Maryland Hospital Association and past Chairman of St. Agnes HealthCare.

**Vincent DeMarco** is President of the Maryland Citizens' Health Initiative, which led the effort to enact the Governor' Working Families and Small Business Health Care Coverage Act of 2007 which has expanded health care in Maryland to over 100,000 people. He is also an Adjunct Assistant Professor at the Johns Hopkins Bloomberg School of Public Health and the National Coordinator of Faith United Against Tobacco. Mr. DeMarco has won many awards for his work on public health issues, including being named the Baltimore Sun's "Marylander of the Year" in 1988 for his work on gun violence prevention, Families USA' Consumer Advocate of the Year in 2007, and the Martin Luther King Jr Dinner Committee's "Dream Keeper Award" in 2009. In mid-June 2010 a book about his work will be co-published by Vanderbilt Press and the American Public Health Association, authored by Michael Pertschuk, entitled "The DeMarco Factor: Transforming Public Will Into Political Power."

**David T. Jones** has worked at the national, state and local level, where his responsibilities included infrastructure development of integrated mental health systems for children, youth and their families. David served in an appointed position as Chief of Behavioral Health & Crisis Services in Montgomery County Maryland. David's twenty plus years of experience as a clinician and administrator have greatly facilitated his ability to build systems which improve the mental health of children, youth, and families, while also making communities healthier. Most of his work has been in Washington D.C., Montgomery County, MD and now he services as the Vice President and Director of the Child and Family Division with Baltimore Mental Health Systems. David has a

Master of Science degree in Community/School Psychology from Southern Illinois University.

**Willie Flowers** is the Executive Director of the Park Heights Community Health Alliance (PHCHA). PHCHA is focused on the wellness/health outreach campaign called 21215 ALIVE! which works to increase the enrollment of young people in the federal Children's Health Insurance Program. Prior to this position, he served as the Government Affairs Coordinator of LifeBridge Health. Mr. Flower's volunteer work includes board memberships with Back on My Feet of Baltimore, the Maryland Community Affairs Council of Gaudenzia, Inc., and Alpha Phi Alpha Fraternity. He is co-founder of the LifeBridge Health Community Service Corps. He is a 2007 alumnus of the Greater Baltimore Committee Leadership and is a current member of the Maryland Community Health Workers Association.

**Carlos Hardy** currently serves as Director of Public Affairs with Baltimore Substance Abuse Systems (bSAS). From 1994-2002 Mr. Hardy served as Director of Transitional Housing and Supportive Services with South Baltimore Station (SBS) and Light Street Housing Corporation. From 2002 – 2007 he worked as a drug treatment organizer, and later as Director of Drug Treatment and Community Outreach, with the Citizen's Planning and Housing Association (CPHA). In 2007, he accepted the Executive Director's position with the Maryland Affiliate-National Council on Alcoholism and Drug Dependence (NCADD-MD), a public policy and statewide treatment/recovery/ advocacy organization. Mr. Hardy, a 2006 graduate of Lincoln University's (PA) Master of Human Services Program, is also a 2005 graduate of the Central East Addiction Technology and Transfer Center (ATTC) Emerging Leadership Institute, as well as a 2008 Weinberg Fellows graduate. In 2008, Carlos was appointed by Governor O'Malley to serve as a member of the current Maryland State Drug and Alcohol Council.

**Reverend Debra Hickman** is founder and CEO of Sisters Together And Reaching, Inc. (STAR), a federally and nationally recognized Community-Based/ Faith-Based Organization that provides HIV/AIDS services since 1991. She was appointed by the White House to serve as an Advisor for the CDC HRSA Advisory Committee (CHAC) in 2006. Currently she is serving her third consecutive term as Baltimore City Commissioner on the Mayor's HIV Commission. Rev. Hickman serves as the Treasurer for the National Black Women's HIV/AIDS Network (NBWHAN) and is Assistant to the Pastor of The City Temple of Baltimore Baptist. Rev. Hickman provides Capacity Building Assistance to other AIDS Services Organizations and is a national speaker on the topic of HIV/AIDS and other related health disparities. Rev. Hickman has developed and implemented of two major conferences: "Eyes Wide Shut" a "Faith Initiative" which was adapted by Constella Group and "Why Women Cry" a women's conference in response to "National Women and Girls Day". She is a graduate of Virginia Union University, Master's of Divinity 2007 and 2009 alumni of the Greater Baltimore Leadership Committee.

**Paula Brooks McLellan** is the Chief Executive Officer of Family Health Centers of Baltimore. Since joining FHCB in 1993, the health center has grown from a one facility operation in South Baltimore's Cherry Hill community to a four-facility operation serving people across the city of Baltimore City. Ms. McLellan is a board member of St. Veronica Health Start of Baltimore, Mercy Hospital in Baltimore, and the Mid-Atlantic Association of Community Health Centers. She is a commissioner on the Maryland Community Health Resources Commission. Prior to joining Family Health Centers of Baltimore, Ms. McLellan was the executive director of the Mid-Atlantic Association of Community Health Centers for Maryland and Delaware and was board secretary of the National Rural Health

Association, board chair of Care Partners MSO, a member of the Maryland Medical Assistance Advisory Committee and the Maryland Advisory Council on Infant Mortality. Ms McLellan holds a bachelor of arts degree in sociology from Morgan State University and a Masters of Social Work from the University Of Maryland School of Social Work and Community Planning.

**Martha D. Nathanson** is responsible for government relations and advocacy activities throughout LifeBridge Health, Inc. She has legislative and regulatory policy experience at all three levels of government, covering all aspects of healthcare delivery as well as community and economic development in the areas surrounding the LifeBridge Health facilities. Ms. Nathanson received both her bachelor's and law degrees from Indiana University, Bloomington. Prior to assuming her current duties, she was Associate General Counsel and Director, Government Relations for LifeBridge. Before joining LifeBridge, she was director of risk management and legislative/regulatory affairs for the Kirson Medical Equipment Company, where she developed legal, regulatory and Joint Commission on Accreditation of Health Care Organizations compliance programs and drafted and negotiated contracts with providers. Ms. Nathanson was also an attorney advisor at the Health Care Financing Administration and an associate attorney at Ober, Kaler, Grimes and Shriver in Baltimore.

**Marla Oros** currently serves as President of The Mosaic Group, a management consulting firm located in Baltimore, Maryland that provides technical assistance to health and human service organizations, public agencies and foundations in the areas of strategic planning, business development, program design and operations analysis. She has over 20 years professional experience in community-based health care, program development and health care administration. Prior to starting The Mosaic Group, Ms. Oros was the Associate Dean for Clinical Affairs at the University of Maryland School of Nursing. Before joining the faculty at the School of Nursing, she was Vice President for Planning and Business Development at a Baltimore City health system where she successfully led a strategic planning effort resulting in construction of a new state-of-the-art outpatient health facility and expanded community-based health services. She currently is the consultant to Baltimore Substance Abuse Systems providing overall direction and coordination to the Baltimore Buprenorphine Initiative.

**Jane Plapinger, MPH** is the CEO and President of Baltimore Mental Health Systems, Inc. In that capacity, she leads the City's local mental health authority, a quasi-governmental agency whose mission is to develop and manage a system of high quality publicly funded mental health services for City residents. She received her public health degree from the Columbia School of Public Health, and has worked on public mental health issues for the past twenty-five years: as a services evaluation researcher at New York State Psychiatric Institute, focusing on services for homeless individuals with serious mental illness; as an administrator in the department of psychiatry of one of New York City's large academic medical centers; and as an assistant commissioner in the New York City Department of Health and Mental Hygiene, where she oversaw planning, evaluation and quality improvement for mental health, substance abuse and developmental disability services. While in this position, she led the planning effort for the City's mental health response to the September 11, 2001 World Trade Center attacks, a \$125 million federal grant-funded program that provided mental health services to more than a million impacted individuals.



**Mark Puente** is the Senior Vice President for Medicaid of Bravo Health, Inc., overseeing the national development of Medicaid services. He also provides pro bono consulting services and advice to not for profit organizations that are mission driven. Mr. Puente has 19 years of executive level experience in health care management. He served in multiple senior level positions during his tenure at AMERIGROUP, MD; he was CEO, COO, and VP. Mr. Puente has also served as the Deputy Secretary of Operations for the Maryland Department of Health and Mental Hygiene and has spent time working in the Senate Finance Committee of the Maryland General Assembly. He is the founder of Riverside Consulting LLC, a health care and real estate development consulting company serving the Mid-Atlantic region, which was established in 2005. Riverside Consulting provides expertise to a variety of private and publicly traded companies looking to expand top line and bottom line growth opportunities.

**Ruth Quinn** is currently a Senior Research Program Coordinator at the JHU Bloomberg School of Public Health. For twenty years she has been involved in the area of children's environmental health conducting health education, outreach, and research. Ms. Quinn has managed programs in lead poisoning prevention, lead paint abatement, and childhood asthma at the Kennedy Krieger Institute, the Baltimore City Health Department and the Bloomberg School of Public Health. She has volunteered with many local community organizations and not for profit, non-governmental organizations in Baltimore City.

**John Reid** is the Executive Vice President of the Maryland/D.C. Region of 1199 SEIU United Healthcare Workers-East. He began his career in 1975 as a Psychiatric Technician at the Thomas Jefferson University Hospital in Philadelphia. He worked as a union organizer for hospitals in the Philadelphia area beginning in 1979 before serving as a Vice President for 1199 SEIU-NY in 1988. He was promoted to Executive Vice President of Brooklyn and Staten Island area hospitals in 1995 and to Executive Vice President of Health Systems. In 2005, he relocated from New York City to Baltimore and is currently working to bring 1199 SEIU's union-wide spirit of innovation and of partnering with forward-thinking employers to achieve shared goals and solve the problems brought on by the health care crisis. Mr. Reid is currently serving on Baltimore City's Commission for Aging and Retirement.

**Samuel Ross, M.D., M.S.**, is the Chief Executive Officer of Bon Secours Baltimore Health System. Dr. Ross is responsible for the direction and management of Bon Secours Baltimore's integrated urban health system which includes a 125-bed acute care hospital, a community based primary care site, two substance abuse treatment centers, behavioral medicine, HIV/AIDS and Renal Dialysis services, preventive health/education programs, and an extensive community housing redevelopment program. He is active in a number of professional organizations focused on addressing health inequities and healthy communities, including the National Association of Health Services Executives, the National Medical Association, the Maryland Hospital Association, the American Diabetes Association, the Alzheimer's Association, the American Heart Association, the American Cancer Society, the Maryland Patient Safety Center, and the Greater Mondawmin Coordinating Council. Dr. Ross received his medical degree from the University of Texas Health Science Center Medical School in San Antonio, Texas, and a master of science in medical management from the University of Texas at Dallas, Richardson, Texas.

**Steven S. Sharfstein, M.D., M.P.A.,** is President and Chief Executive Officer of Sheppard Pratt Health System, where he has worked for 24 years. He is also Clinical Professor and Vice Chair of the Department of Psychiatry at the University of Maryland. A practicing psychiatrist for more than 35 years, he is well known for his writing on the economics of practice, public mental health policy and administration. For more than 13 years, Dr. Sharfstein held a variety of positions in the U.S. Public Health Service and worked closely with Rosalyn Carter in the late 1970s on her Presidential Commission on Mental Health. In the 1990s, he served on President Clinton's Commission on Health Care Quality and Consumer Protection. Sheppard Pratt is the largest behavioral health care system in Maryland, including a major presence in Baltimore City through the North Baltimore Center. Dr. Sharfstein chairs the governing board of the North Baltimore Center.

**Jeff Singer** is the President and CEO of Health Care for the Homeless of Maryland. A clinical social worker, he has experience in child and adult protective services, mental health and addiction services, street outreach, and community organizing since 1969. In 1983, he organized HIV/AIDS and homeless services at the Baltimore City Department of Social Services, where he was employed for fourteen years. In 1987, Mr. Singer moved to Health Care for the Homeless, Inc. to organize that agency's social work and addiction services. He later served there as Director of Community Relations, with responsibility for health, housing, and incomes policy development, before becoming President and CEO in 1998. Mr. Singer also has served as the national policy staffer, lobbyist, and President of the National Health Care for the Homeless Council, advocating for national policies and programs related to homelessness, health care, housing, and poverty. Mr. Singer was a founding Board member of the Homeless Persons Representation Project, the People's Homesteading Group, City Advocates in Solidarity with the Homeless, Eutaw Centre Shelter, and the Baltimore Homeless Union. Mr. Singer has published extensively on health care, poverty, addictions, and homelessness in such forums as the *Journal of Child and Family Behavior*, the *Journal of Nursing Administration*, the *Journal of Community Organizing*, the *Journal of General Internal Medicine*, several Abell Reports, a chapter in *The Role of Non-Governmental and Community-Based Organizations in Improving Global Public Health*, and an article in the Autumn 2008 edition of *Maryland Medicine*, "Ending Homelessness with Maryland's Health Care for the Homeless, Inc."

**Maria Harris Tildon** is Senior Vice President for Public Policy and Community Affairs for CareFirst BlueCross BlueShield. Ms. Tildon joined CareFirst BlueCross BlueShield in September of 2006. Prior to joining, CareFirst BlueCross BlueShield, she was Senior Vice President for External Affairs for The Century Council, a not-for-profit organization dedicated to fighting underage drinking and drunk driving. Ms. Tildon began her tenure at The Council in November of 1999 after serving in several capacities in the Clinton Administration at the U.S. Department of Commerce. Prior to joining the Administration, she practiced law at Venable, LLP in Washington, DC from 1990-1993 focusing on civil and criminal litigation in federal and state courts with a special emphasis on business litigation and environmental criminal defense. Ms. Tildon is a member of the Maryland and District of Columbia Bar Associations, and was appointed by Governor O'Malley as a Commissioner on the Maryland Health Community Resources Commission. Ms. Tildon also serves on several not for profit boards including Healthcare for the Homeless, The Hippodrome Foundation, Capital Breast Care Center, The Park School of Baltimore and the Hispanic College Fund.

**Y. Maria Welch** is the founder and CEO of Respira Medical, a respiratory and durable medical equipment company started in 2001. Through a women's business center, Women Entrepreneurs of Baltimore, she was able to learn business skills necessary to start her business, Respira Medical. She was appointed by Governor Martin O'Malley to serve as Chair for the Governor's Commission on Hispanic Affairs, Regulatory Oversight Commission Maryland Department of Health and Mental Hygiene, Maryland Auto Insurance Fund and Baltimore Workforce Investment Board. She is very proud and honored to serve on numerous boards and affiliations including Chair of the Board Maryland Hispanic Chamber of Commerce, Chair of Centro de la Comunidad, Chair Emeritus of Women Entrepreneurs of Baltimore, Founding Member of Women Impacting Public, and Living Classrooms Foundation. She is a 2005 alumnus of the Greater Baltimore Committee Leadership. She was awarded the United States Small Business Administration Outstanding Entrepreneur National Award, The Daily Record Maryland Top 100 Women, Maryland Top 100 Minority Business Enterprise Award, Baltimore Chapter NAACP Living Legacy Award, YWCA Women Entrepreneurs Leadership Award, Maryland Hispanic Bar Association Outstanding Achievement Award, Inc Magazine Fortune 5000 Company, Fast Magazine 50<sup>th</sup> Fastest Growing U.S. Company, Baltimore Business Journal Fastest Growing Company & Largest Women Owned Company, and Baltimore SmartCEO Future 50.

**RAWLINGS-BLAKE TRANSITION TEAM REPORT**

**APPENDIX F**

**ARTS AND CULTURE COMMITTEE**

**FINAL REPORT**



**RAWLINGS-BLAKE MAYORAL TRANSITION TEAM**  
**ARTS AND CULTURE COMMITTEE**

**FINAL REPORT**  
**MARCH 2, 2010**

**Connie Caplan, Co-Chair**  
**Dr. Leslie King-Hammond, Co-Chair**

**Staff: Sophia Silbergeld**

**RAWLINGS-BLAKE MAYORAL TRANSITION**  
**ARTS & CULTURE COMMITTEE REPORT**

The Arts & Culture Committee was asked to produce for Mayor Rawlings-Blake a report regarding the “state of the arts” in Baltimore City. The Committee reviewed the current state of several City agencies that promote and grow Baltimore’s arts and culture and has made recommendations that will protect and strengthen this important, but often overlooked, resource and asset.

The guiding principles of Mayor Rawlings-Blake’s administration are:

- Increase efficiency and effectiveness;
- Ensure transparency and ethical conduct;
- Increase intergovernmental cooperation; and
- Explore new public/private partnerships.

The Arts & Culture Committee’s Mission Statement is as follows:

- The Arts & Culture Committee will conduct a comprehensive review of all assigned city agencies and functions to ensure that all public funds are used in the most effective and efficient manner.
- The Committee must develop strategies to protect and/or strengthen Baltimore’s arts & culture assets in the face of declining revenue streams and budget reductions.
- The Committee co-chairs should prioritize services and recommend potential reductions based on the input and the critiques of the committee.
- The Committee should list issues for future consideration and discussion.

## MAYOR STEPHANIE RAWLINGS-BLAKE

### ARTS AND CULTURE TRANSITION COMMITTEE RECOMMENDATIONS

Whereas Baltimore City is facing a structural financial challenge greater in scale and longer in duration than any in memory, and yet has many “secret”<sup>i</sup> and “underrated”<sup>ii</sup> resources in the arts and cultural realms on which it can draw to sustain itself...

It is incumbent upon all City agencies with whole or partial responsibility for organizing, providing, marketing or generally facilitating arts and culture services for the citizens of Baltimore and its out-of-town visitors, and on all City arts and culture venues and providers more generally, and on the local artists' community, to re-examine their organizational structures and internal procedures, and their interrelationships across the City with like agencies and organizations, within the Mayor’s mandate for economy, efficiency, transparency, and ethical conduct.

Toward this end, we recommend that the Mayor, perhaps with funding from the Baltimore Community Foundation, retain an arts strategic planning firm of international stature to conduct a SWOT (Strengths-Weaknesses-Opportunities-Threats) analysis of the Baltimore art and culture scene, from which a shared vision for the future may emerge, along with a strategy for realizing that vision.

This strategic plan would build upon the Alan Parter Cultural Tourism white paper of 2001, focusing on the "art suppliers," their organization, funding, and interactions; the "art conveners" (notably, the Greater Baltimore Cultural Alliance) and their effectiveness; and the "art marketers" (notably, Visit Baltimore, the Convention Center, etc.), their organizational efficiency and business model.

In its purview, as well, should be a strategy for creating a predictable arts funding stream for Baltimore City cultural organizations and venues, drawing on Baltimore County in relative proportion to the County's use of the City's arts facilities.

We would encourage Mayor Rawlings-Blake to create a new management model to protect the economic vitality of arts and culture, special events, sports, and convention and tourism in Baltimore. During these challenging economic times for the City, it is more important than ever that we be creative and break out from the old way of doing business. The committee strongly believes that now is the time to develop a smarter, more efficient and effective government model to help Baltimore’s arts and tourism industries thrive, while also protecting and enhancing the life blood and brand of Baltimore as an arts and cultural destination.

The diverse range of arts and culture in Baltimore **significantly contributes** to our quality of life and economic stability – even growth – and now is the time to enhance our product so we ultimately increase the number of residents and visitors who enjoy the City and spend money in our hotels, restaurants, attractions, museums and stores. An exciting City with a lot to offer greatly influences positive perceptions about Baltimore for both citizens and tourists alike.



Beyond all of this, we urge the Mayor to take on the mantle of "Arts Mayor," recognizing that "arts and culture" is one of our City's great strengths and economic drivers,<sup>iii</sup> and that it contributes not only to cultural tourism, within the inter-city competitive dynamic, but also quality of life, that will sustain Baltimore as a great place to live for decades to come.

We also urge that the present Arts and Culture Transition Team be both expanded and refined in its membership, and thereafter be charged with aiding the Mayor and her staff during a 24-month Baltimore Arts Visioning Period.

### **Key Recommendations:**

1) **Consider forming a joint Authority/Governance Board model over Visit Baltimore, Baltimore Convention Center, 1<sup>st</sup> Mariner Arena, and the Baltimore Office of Promotion & the Arts.**

All city departments and city-supported agencies will continue to benefit from more rigorous self-assessment. The Mayor and her top leadership team with the consultation of the Authority proposed by this Committee should assess the "state of the art" in contemporary leadership and management practices for the 3 city-linked agencies:

- Baltimore Office of Promotion and the Arts (BOPA)
- Visit Baltimore
- Baltimore City Convention Center (BCC)
- Baltimore Arena

This model would establish a joint board appointed by the Mayor to oversee all four agencies. It would also bring in a private company to manage operations at both the Arena and BCC, and, at the same time, move BCC off the City payroll and under private management. Having human resources, Information technology finance, marketing, sales and service departments shared by all four agencies would create major cost savings.

It is recommended that an exploratory committee be created immediately, with a goal of having this model in place for the 2012 Fiscal Year, and including members in the following categories: arts/culture, business and legal, State and City government, and the four agency heads. As you know, both Visit Baltimore and the BCC are already thriving under a joint board. It is our belief that a blending of these organizations would create strong synergies and cost savings for these agencies and the city as a whole.

2) **Protect and enhance Baltimore's image/brand.**

Strong marketing, public relations and special events should all be utilized to strengthen Baltimore's image and brand, both to potential out-of-town visitors and to local citizens and regional residents. A local annual PR Campaign that encourages our citizens to "live in and fall in love with Baltimore again" is just as important as advertising to those who do not live in and immediately around Baltimore City.

3) **Protect and create a sustainable funding source for arts and culture, sports, special events, and conventions and tourism.**

All of the above are major industries in Baltimore.

If the City Increases the hotel tax, it would provide the resources sorely needed for Visit Baltimore. An increase would also present an opportunity to set aside a permanent funding source for the Authority model and BOPA if additional monies were allocated above and beyond the mandated 40 percent that automatically goes to Visit Baltimore. Currently the hotel tax in Baltimore is at least 1.5% lower than our competitive set.

**4) Create regional and private partnerships with Baltimore County and private industry.**

Public/private partnerships could be expanded. Typical partnerships include foundations such as the NEA, the Eddie & Sylvia Brown Foundation, the Wachovia Foundation, the Surdna Foundation, and the Ford Foundation; partnerships should, however, also include well-known locals and natives, such as Jada Pinkett Smith, Mo'nique, Charles Dutton, Cyrus Chestnut, Dru' Hill, Kevin Liles, and John Waters.

**5) The role of the Baltimore Development Corporation (BDC) and Planning Department in Arts & Culture.**

Culture not only refers to the visual and performing arts, it also refers to community centers, libraries, the culinary arts of coffee houses and restaurants, health care centers, florists, bookstores, etc. Organizations like the BDC are and should be responsible for helping to re-envision and rebuild neighborhoods into vibrant cultural districts and communities. BDC should be responsible for working with the City's Planning Department to leverage the arts community and direct businesses that would work with the arts to transform neighborhoods.

The Mayor should assess to what extent BDC is leveraging arts and culture to create successful examples like the Ford Theater on 42<sup>nd</sup> Street in New York. The Ford Theater was once in ruins and facing the threat of demolition. The theater is now the Hilton Theater, and it presents award-winning Broadway plays, attracting tourists from around the globe. This example presents a model in which both the arts and historic preservation were used to change the face of a community and its economic impact to the city.

The Planning Department houses the Historical and Architectural Preservation Division (CHAP). Historic sites and heritage trails are an important part of the City's cultural community and could be an important part of the City's economy in community and business development, as well as tourism.

Both BDC and the Planning Department should, if they do not already, make a concerted effort to go after grants from foundations that fund grants in historic preservation and community building. There are a number of foundations, such as the Ford Foundation, bank foundations, insurance companies, etc., that fund grants for community and economic development. The federal government also has a number of funding programs, such as the National Endowment for the Arts' (NEA) Mayor's Institute on City Design. As stated on the NEA's website, grants go towards:

- i. The planning of arts districts
- ii. The mapping of cultural assets and related developmental potential
- iii. The promotion of the arts and artists as integral components of community life and essential to community planning
- iv. The exploration of innovative approaches that maximize the economic growth of a community's creative sector

6) **Regarding Baltimore's historical arts & cultural institutions – CHAP & Museums**

The Baltimore City Committee for Historical & Cultural Preservation (CHAP) should not be a responsibility of the Planning Department, as it currently is. It seems to make more sense that it would fall under the purview of the BDC, as the BDC's interests and projects naturally lie within the realm of both preserving and increasing the positive economic impact of historic structures.

The question of City funding of museums, and concerns surrounding stories such as that of the Peale Museum, which recently was forced to shut its doors, is a complicated and sensitive one, which the Arts & Culture Committee feels would best be tackled by the aforementioned Arts & Culture Team that would work on further recommendations and ideas through 2012.

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<sup>i</sup> Kara Kridler, "Baltimore ranks as top 10 summer travel destination," Daily Record, The (Baltimore), May 27, 2005

<sup>ii</sup> *Sherman's Travel*, "Underrated Cities," April, 2007.

<sup>iii</sup> The Baltimore Offices of Promotion & the Arts released a study on March 1, 2010 citing \$36 million in revenue generated in 2009 by its three premier events: Artscape, the Baltimore Book Festival and the New Year's Even celebration at the Inner Harbor, while costing a total of \$1,172,000 (\$150,000 – the cost of the New Year's celebration- was privately underwritten). See full article in appendix of this report.

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## Appendix

### BOPA - Costs



BOPA raises \$3.5m of its annual budget of \$6.3m through grants and sponsorships. Listed below is a breakdown of BOPA's FY10 budget, which includes Artscape.

Fundraising/Donations	93,100	
Vendors, Exhibitors, Concession	413,599	
Registration/Admission	195,375	
Sponsorship	763,431	
Earned Revenue	869,760	
MSAC	155,250	
City*	2,178,500	*includes \$551K for Creative Baltimore Fund, which is a pass through
Grants/Foundations	1,380,318	
Gov Grants	372,500	
	6,431,833	

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BOPA employs a Corporate Sponsorship Director, Corporate Sponsorship Assistant, and a Grant Writer which costs (with OPC's and operating costs) ~ \$240,000 annual.

### **BOPA – Revenue**

A full report detailing the \$36 million in revenue generated by BOPA for Baltimore City in 2009 can be found attached.

### **BDC Statement re: Costs vs. Revenue Generated**

The core mission of the Baltimore Development Corporation (BDC) is to retain and expand existing business, attract new business, promote thriving retail districts and support the cultural resources and assets that enrich the City and create employment opportunities for its citizens.

BDC establishes public/private partnerships to leverage private investment to create development opportunities throughout the city. These goals and objectives are achieved through the acquisition of properties for redevelopment; Tax Increment Financing (TIF's); Payment in Lieu of Taxes (PILOT's) and loans.

BDC receives both General Funds and General Obligation Bond Funds (G.O. Bonds) annually. In Fiscal Year 2010, BDC received \$3.4 million in General Funds and \$7 million in G.O. Bond Funds. General Funds are used solely to support BDC's operations, including payroll. G.O. Bonds are used to support capital projects, and expenses associated with those projects, such as:

- Acquisition of property for redevelopment such as the Westside redevelopment
- Facade improvement loans and grants in neighborhoods such as Pennsylvania Avenue
- Loans to companies both large and small to assist in the retention of those companies as well as expansion, to retain and create jobs and increase revenues to the city through the collection of tax receipts

In Fiscal 2010, BDC estimates that, the total of all taxes generated by BDC controlled development projects was \$62,354,409.

### **Baltimore City Department of Planning Description of Revenues Generated**

The Department of Planning generates revenue from the collection of fees from two sources: Sub-division and CHAP fees. The only costs associated with the collection of these revenues are for staffing, since the employees directly involved in the generation of these fees perform these duties in conjunction with their other assigned and related technical and professional planning duties.

#### **Sub-division Plat Fees**

The Land Use and Urban Design Division of the Department of Planning imposes a review and processing fee at the time that residential and commercial sub-division development plots or plans are filed with the Department. The review process is usually completed by a City Planner III with assistance from the Deputy Director as needed. This revenue account generates approximately \$7,500 annually for the City's general revenue account.

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### **CHAP Miscellaneous Fees**

The Commission for Historical and Architectural Preservation (CHAP) Division of the Department of Planning charges fees for the review and processing of applications:

- from property owners who are seeking eligibility for a historic real property tax credit as a result of making extensive renovations to a property or landmark with an historic designation, and
- for a Notice to Proceed on properties with a historic designation prior to the issuance of a building-type permit by the Department of Housing and Community Development.

The above review and processing activities are performed by a small staff of four professional planning employees (a Division Chief II, a City Planner III and two City Planner II) and generates approximately \$25,000 annually for the City's general revenue account.

### **FY 2010 Agency Budget by Funding Source**

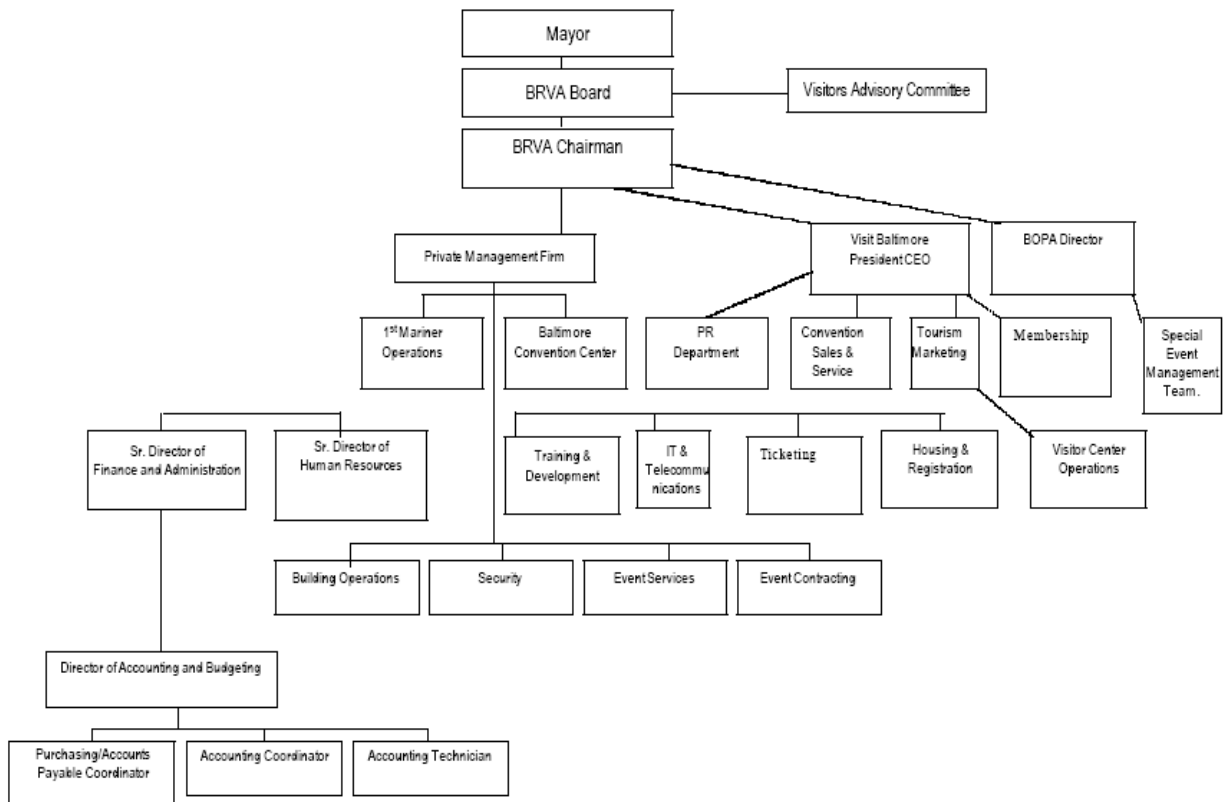
Source of Funds	Amount
General Funds	\$1,556,844
Motor Vehicle Funds	\$ 794,000
Federal Funds	\$1,329,719
State Funds	<u>\$ 34,000</u>
Total	\$3,714,563

### **FY 2010 Agency Budget by Funding Category**

Salaries and Other Personnel Costs	\$3,156,005
Other Operating Costs	<u>\$ 558,558</u>
Total	\$3,714,563

# Proposed Regional Visitors Authority Organizational Chart

## Rough Draft



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# Report points to city arts' economic impact

## Artscape, book festival, Inner Harbor new year's celebration generated \$36 million, it says

By Edward Gunts | [ed.gunts@baltsun.com](mailto:ed.gunts@baltsun.com)

February 28, 2010

A trio of annual Baltimore events - Artscape, the book festival and the New Year's celebration at the Inner Harbor - generated an estimated \$36 million in economic benefits during the past year, according to the Baltimore Office of Promotion and the Arts.

The estimate, to be released Monday, is part of a more sophisticated effort to attract additional corporate sponsors and justify continued public subsidies for the events.

"The impact [of the three events], regionally, is huge," said Bill Gilmore, executive director of BOPA, a private, nonprofit organization that works exclusively for the city.

According to studies prepared for BOPA by Forward Analytics, a Pittsburgh market-research consulting firm:

- Baltimore's 2009 Artscape festival cost \$860,000 and returned \$25.97 million in art and food sales, taxes collected, hotel bookings and other revenues.
- The 2009 Baltimore Book Festival cost \$162,000 and had an economic impact of \$4.51 million.
- The 2010 New Year's celebration at the Inner Harbor cost \$150,000, all privately underwritten, and generated \$6.9 million, even though crowds were smaller than usual due to rainy weather.

Gilmore said he was pleasantly surprised by the findings, especially the numbers generated by Artscape, which the city bills as 'America's largest free arts celebration.'

"I was absolutely flabbergasted by the \$26 million figure for Artscape. I just never dreamed that people spend \$9 million with the vendors," he said. "In the old days, people used to call it 'Foodscape,' because there was so much food, and in a way that turns out to be true. People spent \$3.5 million on art and \$4.3 million on food and beverages."

Financed with a mix of public and private funds, such events must increasingly rely on private support, given municipal budget constraints. The city also supports the events with assistance from its police, fire, transportation and solid waste departments, among others.

Gilmore said his office had attempted informally to calculate the economic impact in the past, but this is the first time a market research firm was hired to study the events as they were taking place.

He said the findings will be used to attract new corporate sponsors to the events and retain existing ones. The figures could also be used to show elected officials that tax revenues generated by the events more than offset the public funds spent on them, he said.

"We raise the majority of our money for these events through corporate sponsors and grants, and in today's world, you need to provide accurate and independent documentation to justify your existence and



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demonstrate a return on investment," he said.

From a marketing standpoint, the studies show that sponsorship is a "good buy" for participating companies, because festival-goers tend to remember them and say they will support them, Gilmore said. The corporate and public support, in turn, helps maintain the quality of the events and keep them free to the public, he explained.

"I'm very proud of that," said Gilmore.

According to Forward Analytics, Artscape drew an estimated 350,000 city residents and visitors in 2009. Spending by festival-goers from outside the area generated \$350,950 in sales tax revenues for the state of Maryland.

People who came from outside the city spent \$257,699 at local hotels, generating \$20,677 in tax revenues to the city, and \$78,868 in gas tax revenues for the state.

The Artscape study also showed that festival-goers recognize and appreciate the corporate sponsors, based on interviews conducted during the event.

It indicated that 72 percent of the respondents could name two or more of the festival's sponsors, and 64 percent said they would be likely to purchase products from them rather than from competitors that are not sponsors.

Baltimore's three-day book festival drew 55,000 visitors. The \$162,000 budget included no money from the city, \$12,829 from Maryland State Arts Council and the rest from private sponsors. Book vendors received \$651,908 in sales, while food and beverage vendors received \$620,252, and other vendors received \$42,880.

The latest New Year's celebration drew an estimated 50,000 visitors, down from a typical crowd of 100,000. In most years, researchers said, the event's economic impact on the city would be nearly \$14 million.

In Howard County, organizers of the popular Columbia Festival of the Arts have voiced concerns about whether they can hold the popular event this year, given the possibility of a cut in funding by the Columbia Association. No budget decisions have been reached.

Gilmore said officials in Baltimore have not discussed curtailing or canceling any of the city events, though there are indications that there may be less support from the city this year than in the past. Artscape will take place July 16 to 18. The book festival will be held September 24 to 26.

In each case, Gilmore said, the arts agency spends only what it has in its budget.

"I think some people have the impression that Artscape is a cash cow for us, but we won't spend what we don't bring in," he said. "Everything goes back to the festival."

The report will be available Monday on the BOPA Web site, [www.promotionandarts.com](http://www.promotionandarts.com).

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## **Members of the Arts & Culture Transition Committee**

### **Connie Caplan, Co-Chair**

Constance R. Caplan is Chairman of The Time Group/Washington Place Management, a real estate and management company. She received her Bachelor of Arts degree in American Civilization from Goucher College and Masters Degree in Political Science from Johns Hopkins University. She is a trustee emeritus of Johns Hopkins University, and a member of the Boards of Directors of Johns Hopkins Medicine, Downtown Partnership, Community Foundation of Baltimore, the Baltimore Symphony, and the founder and chair of the Mount Vernon Cultural District. She also serves as a board member at the Hirshhorn Museum and the DIA Center for the Arts.

### **Leslie King-Hammond, Co-Chair**

Leslie King-Hammond received her BFA from Queens College (CUNY) and a MA and Ph.D. from the Johns Hopkins University in Art History. She teaches art history courses at the Maryland Institute College of Art (MICA), became Graduate Dean Emeritus and Founding Director of the Center for Race and Culture at MICA in 2008. Currently she is the Chair of the Board of the Reginald F. Lewis Museum of Maryland African American History and Culture in Baltimore, Maryland. King-Hammond also sits on the Boards of the Alliance of Artists Communities, The Creative Alliance at Patterson in Baltimore and the Industrial Advisory Council for the NAACP/ACT-SO program. King-Hammond was born in the South Bronx, New York and was trained in the public afterschool arts education programs which led her to become an art activist working with numerous arts organizations – local, regional, national and international.

### **Staff: Sophia Silbergeld**

### **Eddie Brown**

Eddie Brown started her career in downtown Baltimore in 1979. Since that time, Eddie held a variety of positions at the Baltimore Convention Center, Baltimore Arena, Maryland Department of Business and Economic Development, and the Campbell Advertising Organization. Upon her retirement from the Arena in 2000, she formed her own consulting company, Eddie Brown & Associates, and still enjoys a wide variety of government, private and corporate accounts. Presently, she chairs the Marketing & Public Relations committee on the board at Visit Baltimore. She also serves on the boards at the Cystic Fibrosis Foundation, the Belanger Federico Foundation, and Matt Birk's HIKE Foundation. Eddie is a three-time winner of the Top 100 Women award sponsored by The Daily Record, and winner of the 2003 GIGI Award of Excellence from the Arena Marketing Conference.

### **Aaron Bryant**

Aaron Bryant is curator for the James E. Lewis Museum of Art at Morgan State University. He has taught courses in public leadership and social theory at Johns Hopkins and the University of Maryland, where he is completing his Ph.D. He is currently organizing "William H. Johnson: An American Modern," a national traveling exhibition that is a collaboration between Morgan State and the Smithsonian Institution. Bryant's honors include fellowships with the Maryland Historical Society, the University of Maryland, the Association of African American Museums, and the American Association of Museums. He is also the recipient of the Chesapeake American Studies and Getrude Johnson Williams National Writing Awards. Additionally, his research has

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been adapted for exhibitions at the National Electronics Museum, and the National Institutes of Health and Library of Medicine. His arts and business articles have appeared in Black Enterprise, The Crisis Magazine, Black Issues Book Review, Callaloo, and the New England Theatre Journal. He earned his AB in History from Duke and his MFA in Arts Management from Yale.

### **Javier Bustamante**

Javier G Bustamante is Director of the Office of Media Technology, Social Security Administration, Editor and Publisher of Coloquio.com a bilingual Spanish/English magazine, Chairman of the Baltimore Hispanic Round Table, member of the Maryland Judicial Nominations Commission, member of the Visit Baltimore and Convention Center Commission, member of the Governor's Commission on Hispanic Affairs, member of the North American Academy of the Spanish Language, former Vicechairman of the Baltimore City Planning Commission, and member of the Baltimore Hispanic Chamber of Commerce and Baltimore Hispanic Business Association. He is also a Baltimore resident for the last 33 years.

### **Jed Dietz**

Jed Dietz is the Director of the Maryland Film Festival, an annual film festival that takes place in Baltimore starting on the first Thursday in May, as well as screenings and special film events throughout the year. Over 1000 films and filmmakers have been brought to the area to interact with audiences, area students and local filmmakers. In addition, they administer the annual Maryland Filmmakers Fellowship with the Sundance Labs and own the award-winning Maryland Regional Production Guide. He sits on the Boards of CENTERSTAGE and the Maryland Film Industry Coalition, and is on the Marketing Committee for the National Aquarium.

### **Larian Finney**

Larian Finney is President and CEO of Visionary Marketing Group. Mr. Finney has been a top tier marketing, branding, and event planner for the past 15 years with Eastman Kodak, the National Basketball Association's Washington Bullets, Johnson & Johnson, and Visionary Marketing Group. His vast experience has led to his spearheading successful campaigns for the 1996 Olympics, the NAACP National Convention, the National Urban League Convention, General Motors, the African-American Heritage Festival, the State of Maryland, Aerotek, and U.S. Cellular. Mr. Finney founded VMG in 2001 after successful campaigns in Corporate America. VMG has developed and pioneered ground breaking events such as Jazzy Summer Nights (30,000 - attendance), the African-American Business Forum, the African-American Heritage Festival (500,000 - attendance), and the Black CEO Summit. Mr. Finney currently serves on many non-profit boards in the Baltimore Metropolitan Area.

Mr. Finney received his B.S. in chemistry from Mount. St. Mary's College.

### **Margaret Footner**

Margaret Footner is Executive Director and co-founder of the Creative Alliance, spawned at Margaret's Cafe in 1995. Ms. Footner owned and operated the café/gallery from 1992-2000 before selling her restaurant to work full time directing the Creative Alliance. Previously Ms. Footner developed and provided innovative programs in Black Maritime History at the Living Classrooms Foundation, expanding their programs to include Baltimore City youth. The Creative Alliance's structure as a community-based arts group linked to area businesses and neighborhood organizations is in part the result of Ms. Footner's vision. The priority given to the Creative Alliance's youth education programs is also an area of special interest. Ms. Footner was recently

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appointed to the Maryland State Arts Council. She has a B.A. in English from Goucher College and an M.Ed. from Loyola College.

**Dr. Carla Hayden**

Dr. Carla Hayden is the Director of Baltimore's Enoch Pratt Free Library. Carla D. Hayden served as president of the American Library Association for a one-year term beginning in 2003. A veteran of the Chicago and Baltimore public library systems, Hayden won praise for taking a tough stance against the Patriot Act of 2001, a federal law which forced public libraries to comply with Federal Bureau of Investigation requests about patrons' records. Hayden's high profile, thanks to her work at Pratt, made her a natural for the candidacy of the American Library Association (ALA) presidency. In 2002, she stood for election for the 2003-2004 year, which would include a 2002 stint as vice president. She was the third African-American librarian to win election to the oldest and largest professional organization of librarians in the world. Headquartered in Chicago, the ALA has 64,000 members from 16,000 public libraries in the United States. Its president sets an agenda for the year that helps public librarians in America focus on the needs of the communities they serve.

**Tom Noonan**

Tom Noonan joined Visit Baltimore as president and CEO in January 2007. As the chief executive of the city's official destination development and marketing organization, Tom is responsible for promoting the Baltimore region as a destination for conventions, meetings, leisure visits, day-trips, group tours and family reunions. In July 2009, Tradeshow Week Magazine named Tom one of 16 leading CVB executives who have demonstrated exceptional leadership in the convention and meetings industry.

Prior to Baltimore, Tom spent 18 years at the Dallas Convention and Visitors Bureau as a sales, services and convention marketing executive. In 2002 he was promoted to senior vice president of the sales and services division where he led the largest department in a bureau that was consistently ranked among the top nationwide in annual meeting room night commitments.

Tom currently sits on the boards of Downtown Partnership of Baltimore, The Walters Art Museum, the Maryland Film Commission, the Charles Street Trolley Corporation, the Mayor's Community Compact Steering Committee for the Baltimore Red Line Transit Project, the Baltimore Heritage Area and Vehicles for Change.

**Lainy Lebow Sachs**, Senior Vice President of External Relations, Kennedy Krieger Institute

**Clair Zamoiski Segal**, President, Clair Zamoiski Segal, Inc., Fundraising Consultant

**Kathy Sher**, Deputy Director of External Affairs, The National Aquarium in Baltimore

**Elaine Simon**, President & CEO, Caribbean American Carnival Association of Baltimore

**Ferrier R. Stillman**, Esquire, Partner, Tydings & Rosenberg, LLP

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**Emma J. Stokes, Ph.D.**

Emma J. Stokes came to Baltimore via Virginia and Boston, Mass. having been recruited here by Johns Hopkins University in the mid 1980's. Her professional work includes pioneering an internal consulting role and development of a unit on Organization Development & Diversity at Hopkins that serves the entire University. Her focus has been on organization, leadership and faculty development with an emphasis on excellence through diversity and equity. Helping leaders and organizations work smart is her passion. Her educational background includes a doctorate in Health Policy with a focus on alcoholism and substance abuse and a Masters in Social Work (psychiatric and community organization). She does consulting for both higher education and professional organizations. With an ever increasing commitment to service, her past and current volunteer commitments have included leadership and service in her Otterbein/Harbor Walk neighborhood association, the Baltimore Conservatory Association, the Babe Ruth Museum, the Learning Bank, the Maryland Arts Council, the Rawlings Conservatory and Botanic Gardens among others.

**Ian Tresselt**

Ian Tresselt is a Maryland native. He has come "home" to Everyman from New York City where he most recently served as Director of Theater Operations at The New Victory Theater, a \$7 million off-Broadway presenting house for children and families on The New 42nd Street. Ian has held top administrative positions at Classic Stage Company in New York City and The Odyssey Theatre Ensemble in Los Angeles. Ian was nominated as an "Emerging Arts Leader" in 2006 by the Arts and Business Council of New York and participated in the Arts Leadership Institute at Teachers College, Columbia. He is a graduate of Carnegie Mellon University's School of Drama.

**Gary Vikan**

Gary Vikan was named Director of the Walters Art Museum in 1994 after serving as the museum's Assistant Director for Curatorial Affairs and Curator of Medieval Art since 1985. Before coming to the Walters, Dr. Vikan was Senior Associate for Byzantine Art Studies at Dumbarton Oaks in Washington, DC. A native of Minnesota, he received his B.A. from Carleton College in 1967 and his Ph.D. from Princeton University in 1976. In 1999 Dr. Vikan was appointed by President Clinton to his Cultural Property Advisory Committee, a post he held until 2003. He was honored by the French Minister of Culture and Communication with Knighthood in the Order of Arts and Letters (Chevalier de l'Ordre des Arts et des Lettres) in 2000. In 1999, he was the American Association of Museum Directors' representative to the Presidential Advisory Commission on Holocaust Assets in the United States. He has served or is currently serving on a number of boards, including Maryland Citizens for the Arts, the Greater Baltimore Cultural Alliance, the Maryland Humanities Council, the Baltimore Area Convention and Visitors' Association, and St. Timothy's School. He currently serves on advisory boards for the Getty Leadership Institute and the Department of Art and Archaeology, Princeton University.

**Paul Wolman**

Regarded as a pioneer in event marketing, Paul's vision of the live experience has resulted in more than 25 years of work in the marketing, entertainment and event arenas. A former lawyer and advertising executive, Paul combined his experiences to create Feats, Inc., formerly P.W. Feats, in 1985. Ranked one of the world's Top 50 Event Companies for 5 years, the firm employs over 20 full-time professionals and produces innovative, high impact event marketing and communications solutions. Clients include Johns Hopkins Institutions, Cornell, Crayola,

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McCormick, and the Howard Hughes Medical Institute. Known throughout the industry for innovation and one always willing to lend expertise, Paul has been recognized for his work by the International Council of Shopping Centers, Special Events magazine, the Advertising Association, PRSA and the International Special Events Society (ISES). Event Solutions Magazine honored Paul with its first Samaritan Service award, and Maryland Chamber of Commerce named Feats, Inc. small business Philanthropist of the year. In 2007 Baltimore Magazine credited Feats as one of its 'Best Places to Work' specifically citing leadership. Founding member of ISES, Founder of BaltimoreACTS, and Chair of GBC's Leadership, Paul is also on the boards of Teach For America Baltimore, Business Volunteers Unlimited, B'more Fit, Baltimore Community Foundation's Education Committee, UMBC's Alex Brown Center for Entrepreneurship, the National Academy Foundation Steering Committee, NAF Leadership Advisory Council, and Chair Emeritus NAF Baltimore High School which named him the 2001 Industry Leader of the Year. In 2007, he was named national NAF Advisory Board Champion.



STEPHANIE  
RAWLINGS-BLAKE  
MAYOR