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# Baltimore Empowerment - Excerpts . . .

*E*nclosed you will find excerpts from Baltimore's Empowerment Zone application. We hope you find this information helpful and enlightening.

*The complete empowerment zone application is available for review at:*

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Our vision is for the wholistic healing of this patient called Baltimore.

To cure the maladies afflicting all people and places in this city, those who are rich and poor, that which is sick physically, emotionally, mentally, and spiritually,

To lift up expectations toward higher purpose, duty, honor, and responsibility,

To heal the wounds of indifference through common concern.

And to find ourselves rooted in the normal pursuits of life in all humankind's neighborhood of common ground.



## ART AND GRAPHIC DESIGN

Baltimore Empowerment Mural painted by Tom Miller.

Photo on which cover design is based, copyright Carl Clark.

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Unity United Methodist Church

## A SPECIAL THANKS

TO ALL OF THE FAMILIES OF THE EMPOWERMENT ZONE TEAM

*For further information about  
The Baltimore Empowerment Zone or  
to view our video, contact:  
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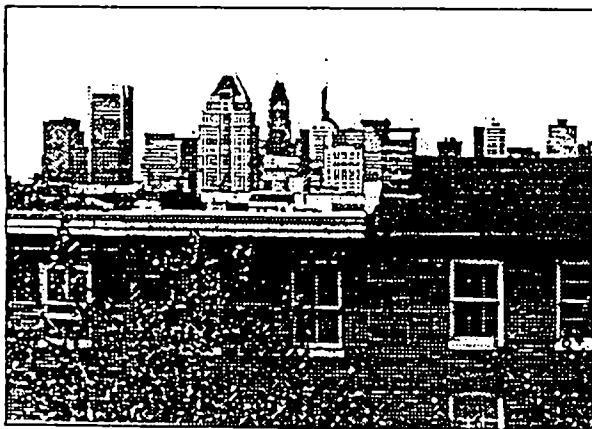
## Introduction

Welcome.

You will discover in this summary Baltimore's vision of community, "Creating Neighborhoods of Choice". It is written in the voice of more than 500 people who generated the ideas in our action plan.

In presenting our pitch for designation as a federal Empowerment Zone, we are keenly aware of the contemporary challenges facing inner city neighborhoods not only in Baltimore but across America.

Through our community-driven planning process for the Empowerment Zone competition, we learned a great deal about the strengths we have to offer, not only to Baltimore, but to a nation looking for answers to today's most crucial urban concerns. As the definitive "urban laboratory" of this century, Baltimore's harbor and neighborhoods have been the harbingers of great change.



*Baltimore's Inner Harbor is a world renowned symbol of urban renaissance. Fanning out from the port are the residential neighborhoods*



*These two youngsters watching the ships dock at Baltimore's port in 1940 evoke the kind of innocent childhood pastimes that today's community leaders want their kids to have. Baltimore skyline and port view from Federal Hill.*

Our world-emulated Harborplace and Charles Center ushered in an all too brief era of renaissance for America's cities in the 1970's. In Baltimore, we pressed onward to keep abreast of our problems so as not to be destroyed by them.

Empowerment Zones represent the significant return of our federal partner to America's cities, but in an energetic new way. Hopefully, you will choose Baltimore, as you have before when innovation is the hallmark quality you seek.

Ask us, and Baltimore will show a nation - and the world - how a community can be transformed through empowerment...



*Strategic Plan: Chapter I*

## Emergence of an Empowering Vision

### ...Organizing the Process

We organized our planning process to be as strongly driven as possible by neighborhood values and community people. We realized this aim in several important ways:

- We achieved great diversity in terms of race, gender, and socio-economic status among those who participated.
- We forged broad-based participation involving all facets of the community.
- We relied on the community to guide the process. Our planning process was not driven by city hall nor consultants.
- We sought out advice and learned from residents who had been involved in strong community planning processes previously undertaken in the Sandtown-Winchester Neighborhood, the East Monument area in east Baltimore, and in southeast Baltimore
- We are committed, in partnership with Mayor Schmoke, and the State of Maryland to a specific course of action that will achieve many of the

ideas generated by the community planning process, even if not designated.

### ...Developing Our Goals

With our committees having established organizational structures and the Empowerment Zone Team in place, the co-chairs determined that the committees would produce reports to:

- State a vision and broad goals.
- Identify problems and opportunities from the community's perspective.
- Recommend how to achieve the vision.

A series of reports were then presented by community representatives and staff to our 80-member Empowerment Zone Advisory Council which had been appointed by Mayor Schmoke. In addition to representing a diverse cross-section of community, the Advisory Council members brought exceptionally strong organizational capabilities and leadership qualities to our process...



*While their parents plotted a future for their neighborhoods at the March 5 kick-off event, their kids did some planning of their own at our volunteer-staffed day care.*



## ...Baltimore's Commitment to Proceed

To assure that Baltimore has a healthy head start upon designation as an Empowerment Zone, City of Baltimore department and agency heads, as instructed by Mayor Schmoke are proceeding on the following initiatives and coordinating efforts with state agencies and other partners.

### ECONOMIC OPPORTUNITY

- Launch a business retention effort in the Carroll Park Industrial District
- Establish the One-Stop Capital Shop, including a direct link to job development programs
- Proceed with an ecological industrial park in Fairfield
- Spur a collaborative process among waterfront property owners and city government to create a 75-acre research campus within the nominated zone

### HOUSING AND COMMUNITY DEVELOPMENT

- Create private management of scattered site public housing in partnership with community-based associations
- Connect the Mayor's multi-service "HUBS" to the Village Centers (a key concept that emerged from our planning process)
- Establish Community Review Boards for housing inspection
- Establish the Neighborhood Revitalization Development Council
- Begin a selective demolition planning process
- Focus aggressive legal action against owners of vacant properties in the nominated zone
- Create an employer-assisted housing benefit program with special incentives for home purchases made within the nominated zone

### NEIGHBORHOOD PLANNING

- Set up the format for a neighborhood-based land use planning process in each community, including a commitment to engage experts in public safety environmental design
- Impose a moratorium on major zoning changes in the nominated zone until there is a completion of the (above) community planning process
- Review the city's Capital Improvement Plan to give a priority to activities within the nominated zone

### EMPLOYMENT & TRAINING

- Set up an employment training component in the One-Stop Capital Shop
- Assist in developing a wage pool employment program using Aid for Families with Dependent Children (AFDC) funds
- Guarantee that "on ramps" for the information highway network will occur at the neighborhood level by working with Johns Hopkins University Eisenhower Library and Enoch Pratt Free Library
- Work with the Mayor's multi-service "HUBS" and communities to set up Family Development Centers in each of the service areas
- Reposition the city's service delivery away from categorical delivery to family service delivery
- Begin planning a center to deal with family violence in the nominated zone

### RECREATION

- Work with the housing authority to develop youth programs in the public housing communities in the nominated zone
- Develop a program with the community to convert vacant lots into productive land within the nominated zone...





## Strategic Plan: Chapter II

# Baltimore's Empowerment Zone

### NOMINATED AREA CHARACTERISTICS

#### Eligibility Checklist -

- Zone Population: 72,362
- Maximum Allowable: 73,601 (1990 Census: 736,010)
- Size: 6.8 square miles
- Identifiable Neighborhoods: 33
- Location: Entirely within Baltimore city limits Metropolitan Area: Baltimore Metropolitan Statistical Area
- Noncontiguous Areas (3):
  - 1-East Side Neighborhoods (380 square blocks)
  - 2-West Side Neighborhoods (419 square blocks)
  - 3-Fairfield Industrial (1,344 acres)
- Total Census Tracts in Zone: 25
- Central Business District Tracts: None
- Zoning: Primarily residential (except Fairfield industrial).

### Drawing Zone Boundaries: The Community's Priorities

We forged a strong consensus that the borders of our Empowerment Zone should be drawn to:

- Build on the positive aspects of our neighborhoods, such as our churches, employers, public markets, and capacity for citizen action, regardless of how "poor" the neighborhood.

#### Neighborhood Assets

- Focus on being as inclusive as possible on those neighborhoods in greatest need.

#### Neighborhood Needs

- Provide maximum potential for linking zone residents to mainstream economic opportunities, including significant generation of new job opportunities within the community.

#### Linkages to Mainstream Economy

### Qualifying Tracts

| Poverty Rate | East Side |        | West Side |        | Fairfield |
|--------------|-----------|--------|-----------|--------|-----------|
| Actual       | Minimum   | Actual | Minimum   | Actual | Minimum   |
| 20%          | 12        | 12     | 12        | 12     | 1         |
| 25%          | 11        | 11     | 11        | 11     | 1         |
| 35%          | 6         | 9      | 6         | 8      | 1         |

*The Fairfield area is a single Census Tract No. 2506 containing a population of 613 and a poverty rate of 44%, with 1,228 acres (1.91 square miles or 92% of the Fairfield land area) of the land area zoned M-3 heavy industry.*

### ...Zone Assets...

...We see these assets as two distinct resources, "Building Blocks for Change," and "Anchors for Change".

#### BUILDING BLOCKS FOR CHANGE

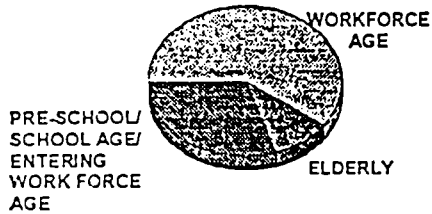
Emphasizing a positive approach, we took stock of the grim statistics of poverty, unemployment, and abandoned housing and viewed them in a thoroughly different way, as "Building Blocks for Change." It revealed to us important opportunities that we can build on....

- ...A work ethic that is alive...
- ...Some 31 percent have incomes above \$25,000 per year...



- ...A significant opportunity to make a real difference in the lives of very young children and youth not yet lost to the streets. Altogether, nearly 24,000 adolescents and teenagers live in our nominated zone, comprising 33 percent of its total population...

#### AGE DIVERSITY IN THE ZONE



- ...A significant stock of vacant housing stock and in-fill lots to support the rehabilitation and building of homes and neighborhood businesses...

#### ANCHORS FOR SUSTAINABLE CHANGE

- **Secondary Education.** Three major secondary education institutions - University of Maryland, Johns Hopkins University, and Coppin State are located in the zone...and are partners in the process...
- **Public Schools.** School buildings are an opportunity to create places to focus neighborhood-level youth and community activities...
- **Religious Institutions.** Throughout our neighborhoods, religious organizations play a key role. In Sandtown-Winchester there are 40 churches in its 72 square blocks and in Harlem Park, 28 among its 48 square blocks—an average of one church for each two blocks comprising these neighborhoods.

- **Health Care.** Primary health care institutions are available within walking distance for virtually all residents in the zone. These institutions are also major employers. Johns Hopkins Medical Institutions is our largest Baltimore employer; its East Baltimore campus alone employs 13,000.
- **Culture.** Under the auspices of our Enoch Pratt Free Library, an extensive system of branch libraries reaches into our neighborhoods. Eight branch libraries are located in zone neighborhoods and two others border the zone, offering strong potential for an inter-neighborhood "information highway."
- **Public Markets.** Our city culture revolves around what is also a necessity: fresh and nutritious food. Baltimore's public market system includes Lafayette, Hollins, Broadway, and Northeast Markets in our zone.

- **Major Employers.** Our zone includes 650 firms...



*Public Markets, a Baltimore tradition*



## Baltimore Empowerment Zone Nominated Area

*Areas Capable of Generating Mainstream Economic Opportunities for Zone Residents*

### WEST SIDE

Carroll Park Industrial Area  
Montgomery Wards  
Pennsylvania Avenue  
Russell Street  
University of Maryland

### FAIRFIELD INDUSTRIAL

1,288 acres, industrial

### EAST SIDE

Inner Harbor East  
Central Avenue Corridor  
Allied  
Constellation  
East (Henderson/Zone Line)  
Johns Hopkins University

### ZONE-WIDE

Neighborhood Business Development & Commercial Revitalization  
Microenterprise  
Minority- and Women-Owned Business Development  
Community & Neighborhood Service





## Strategic Plan: Chapter III - Section 1 Community Mobilization

### Strategic Vision for Change

We envision generating an unprecedented level of community organizing as a tool for achieving profound and lasting change in our Empowerment Zone neighborhoods. Toward that aim, our vision is to engage the leadership talents of each resident who steps forward in managing the physical, social, and economic fabric of their neighborhood. Our new generation of community leaders will be guaranteed resources to develop talent and unleash an organizing force capable of participating on an equal footing with the leadership of other elements of the community...

### ...Key Components...

#### ...EMPOWERMENT ZONE MANAGEMENT COUNCIL

To ensure true neighborhood management for the Village Center Partnerships, our Empowerment Zone strategic plan calls for the city government to contract out the overall management and implementation of our zone to a quasi-governmental entity-the Empowerment Zone Management Council (EZMC). In turn, the EZMC will contract with various entities to provide training and technical assistance based on the needs identified by the Village Centers, the EZMC will also contract with neighborhood groups and other entities to provide services. The EZMC board will be comprised of a representative from the Village Centers, as well as other partners in the process from the larger business community, institutions, and government.

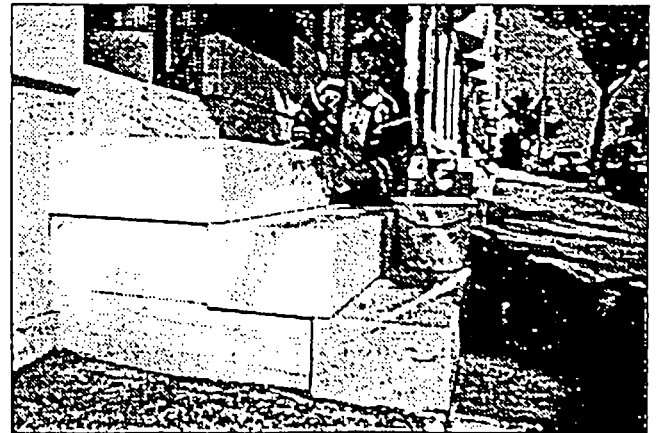
Through the EZMC, our community management infrastructure can draw on both new and existing resources and institutions to further our strategic visions. For example, working with and through the Village Centers, the NAACP can undertake voter educator efforts, without the necessity of the EZMC "reinventing the wheel" and undertaking its own program.

### VILLAGE CENTERS

Each cluster of neighborhoods in the Empowerment Zone needs a physical manifestation of itself, which we call the Village Partnerships Center, or "Village Center." Each Village Center will be managed by a Village Center Partnership formed and directed by the community...

#### ...Key functions of each Village Center are to:

- Develop a land use survey and master plan for its entire area similar in concept to the plan being developed for the East Monument Street initiative...
- ...Be the site of an "on ramp" to a neighborhood information network...
- ...Serve as a center for VISTA and AMERICORPS activity.
- Facilitate and enrich the collective life of the community.
- Serve as a gathering place.
- Connect residents to opportunities to participate as leaders...
- ...Organize Neighborhood Empowerment Welcome Stations (NEWS)...





### ...NEIGHBORHOOD STEWARDS

Each Village Center will have the opportunity to employ a resident as their lead community organizer, which we call a "Neighborhood Steward". Given that homeowners are the ones who most typically volunteer for leadership roles in the community, special attention will be given to recruiting the residents of rental communities, and in particular the public housing developments, to develop this new generation of community leaders.

The Neighborhood Steward will be a paid staff person who will receive ongoing training and support through the Empowerment Training and Leadership Institute. This will provide the Village Centers with the opportunity to enhance the skills of their Neighborhood Steward to carry out the activity areas considered most important by the community....

### ...FORCE FOR CHANGE TRAINING INSTITUTE

Although we have a wealth of institutions and expertise available in community organizing and leadership development, no formal network exists in this arena. As part of our Empowerment Zone, we will create the Force for Change Training Institute...

### ...Village Center Information Highway Initiative

The Johns Hopkins University Libraries and the city's Enoch Pratt Free Libraries will collaborate to design and plan an "information highway" for zone residents...



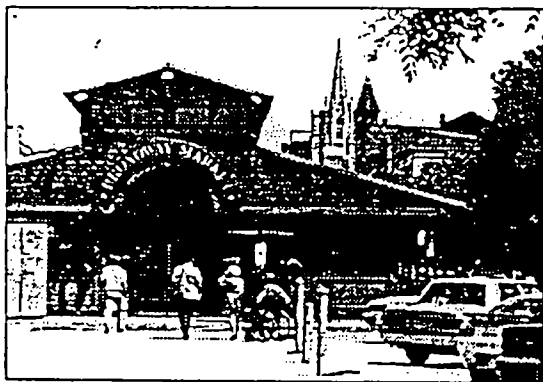
### Strategic Plan: Chapter III - Section 2

## Community Development

### Strategic Vision for Change

Our vision is to achieve a level of physical change within the Village Centers that they become neighborhoods of choice rather than, as many feel, an environment of last resort. We envision communities where open space beckons for the residents to enjoy their leisure time, streets are dedicated to serving the people rather than congestion, commercial centers drawing on our cultural heritage where families can shop, dine, and interact with their neighbors, where the environmental quality is a plus, and where redevelopment takes into consideration the changes in our lifestyles and needs.

Our vision calls for a community which recognizes its assets and builds to safeguard them and neighborhoods embrace change as natural but which are prepared to manage it...



### ...Key Components...

#### ...Master Planning

Each Village Center will have a physical master plan completed. This plan is essential for the purpose of creating a sustainable community consistent with the community needs and desires. Any study of the built environment is in fact a launching point for exploring larger community issues. These master plans which will include land use, zoning, and architecture will necessarily require the community to confront its history, its relationship to other communities, its relationship to institutions that impact on the community, and finally its future...

### ...Commercial Revitalization

The commercial centers in our neighborhoods have long been a source of employment for the residents of the community as well as a part time employment center for young people who were able to receive a flavor of the work world during their teen years.

With the growth of our suburban malls and with the flight of middle class capital from our communities, these commercial areas fell on hard times. Residents still require convenience shopping, dining, and entertainment.

Expert assistance is required to reshape these areas to create retail and service areas that will attract customers. We will create an entity that possesses expertise to:

- Study an area and recommend reuse potential that will create employment,
- Create networks that will allow businesses to thrive,
- Provide technical and management assistance to business,
- Organize retail and business associations and,
- Market the center to increase visibility...

### ...PUBLIC MARKETS

Baltimore has the oldest operating public market system in America, dating back to 1756 when Baltimore was a small village. Four of the neighborhood markets are in the zone...The city has moved to assist the markets through the creation of a non profit city markets development corporation...to operate the markets as a base for commercial revitalization, foster small business ownership..., and improve the physical appearance, marketing, leasing, and the quality of the product in the market...

### ...South Shore Community Development Bank

A minimum of \$15 million will be used to launch a replica of Chicago's South Shore Bank. The bank will operate in the East Baltimore communities.

The Morris S. Goldseker Foundation, Inc., in conjunction with Johns Hopkins Institutions, and



the law firm of Venable, Baetjer and Howard, have spearheaded the effort to bring South Shore to Baltimore. Over the past twelve months an advisory committee, a team of consultants, and Shore Bank officials have prepared a feasibility study. Planning for the bank has been woven into the planning for the Empowerment Zone as well as the South East Plan...

#### ...ART AND CULTURE...

##### ...SOWEBO Cultural Center

The area around the Hollins Street Market has historically been a cultural center in Baltimore dating back to when H.L. Mencken resided there. The community has embarked on an effort to increase the number of possible venues in the area to support ongoing artistic endeavors.

The second floor of the market building, currently not in use is proposed to be converted to a multi purpose theater, seating 3-400 people. The effort is designed to show case local talent from poetry readings to school productions as well as community meetings, lectures, and seminars. Space will be created for local artists to display their works...

##### ...Pennsylvania Avenue Cultural Center Program

Pennsylvania Avenue was the heart of the African-American art and cultural community through the late 1960's. It was here that the great jazz and blues greats played - Billie Holiday, Cab Calloway, and Eubie Blake - all entertained thousands of Baltimoreans on Pennsylvania Avenue.

It is now a great challenge to the city and the community to redevelop this historic street to a

level where it once again becomes an asset to the residential areas surrounding it. It will be anchored by the new "Avenue Market" to the south. Plans include an African-American Reference Center and Library and an African-American Sports Hall of Fame...

#### ...CLEAN COMMUNITIES

##### S.W.A.T.

Solid Waste Action Teams will be established in each Village Center through the city's Department of Public Works. These teams will coordinate with the neighborhood stewards and block leadership to clean vacant lots to be reclaimed by the community and parcels of land being prepared for redevelopment...

##### ...Recycling

The Village Center Neighborhood Stewards will be responsible through their block-by-block organizing to build a network of recycling captains that will increase the amount of solid waste being recycled.

This initiative is further highlighted in the our Economic Opportunities strategy (Ecological-Industrial Park)...

##### ...Waste Recovery Program

The Waste Recovery Center in the Ecological Industrial Park will employ 50 zone residents to do continual sweeps of the communities collecting illegally dumped solid waste to be recycled into new energy sources. They will also be available to remove bulk trash from households reducing the amount of waste that finds its way into back alleys and vacant lots...



## *Strategic Plan: Chapter III - Section 3* **Community-Based Justice**

### **Strategic Vision for Change**

Baltimore's Empowerment Zone public-safety strategy will lead to a safe, drug-free environment in which all residents are free to lead normal, productive lives, and youth, in particular, will have a wide range of opportunities as alternatives to crime and drugs...

#### **...Strengths to Build On...**

##### **...Residents & Police Collaborate**

A number of anti-crime efforts are already underway in our zone, including:

- **OPERATION P.U.L.S.E.**, a church-based anti-crime group in East Baltimore, trains its members for citizen patrols, provides security during church services, and engages in marches and other activities to fight crime.
- **TOTALLY POSITIVE YOUTHS** and other programs are providing activities for community youths, even without funding.
- **PARENTS AGAINST DRUGS** operates just Say No Clubs and many other drug abuse prevention activities in public housing complexes.
- **THE PARTNERSHIP FOR DRUG-FREE NEIGHBORHOODS** works with a coalition of community leaders to plan citywide substance abuse prevention efforts under a five-year grant from the Office of Substance Abuse Prevention.

Countless other examples are set by dedicated community leaders, clergy, government officials, and private sector representatives who are running tutoring programs, organizing gun turn-in programs and serving as mentors...

#### **...Systems for Change...**

##### **...Baltimore's Community-Based Justice System...**

- ...Establish true community-led, community-based justice, including a strong organizing on a block-



by-block basis and neighborhood mediation component.

- Avoid reliance on a "cop on every corner" approach, while increasing a sense of police presence and personal safety.
- Emphasize prevention in concert with creating more positive relations among police and community residents.
- Build on the decentralization of basic police services to the nine police districts, as instituted by Police Commissioner Frazier, and maximize its possibilities for neighborhood-oriented policing.
- Dovetail community organizing, housing reclamation, and community clean ups with police enforcement efforts, so when areas are free from open air drug markets, the neighborhood can sustain the drug-free area.
- Recognize that achieving and sustaining public safety requires a sustained and positive emphasis on youth, especially young African-American males.



## Key Components

### *Community-Based Justice System*

- Block-by-Block Organizing
- Criminal Justice Coordinating Council
- Enhanced Community Policing
- Neighborhood Mediation Courts
- Mobile Police Stations
- Substance Abuse Enforcement...

#### ...1. BLOCK-BY-BLOCK ORGANIZING

The foundation for community-based justice will be established through a community organizing effort in every block throughout the zone. Block captains and other interested residents will be enlisted...to help with all future anti-crime initiatives... A system of regular meetings at the village center level will be set up, to discuss problems within those areas and to plan and implement solutions...

#### ...2. CRIMINAL JUSTICE COORDINATING COUNCIL

A council will be established to develop ways in which justice-related problems could be addressed through greater cooperation and information-sharing among agencies, and between the agencies and the community. A subgroup of information specialists would develop ways to improve the sharing of information within the justice system and with communities. A representative pledged from each of the following: Juvenile Services; Police Department; State's Attorney; Baltimore City Detention Center; State Pretrial Services; District Court; Circuit Court; Parole and Probation; Division of Correction; U.S. Pretrial Services; U.S. Probation; Housing Authority Police; Johns Hopkins Security; and each Village Center...

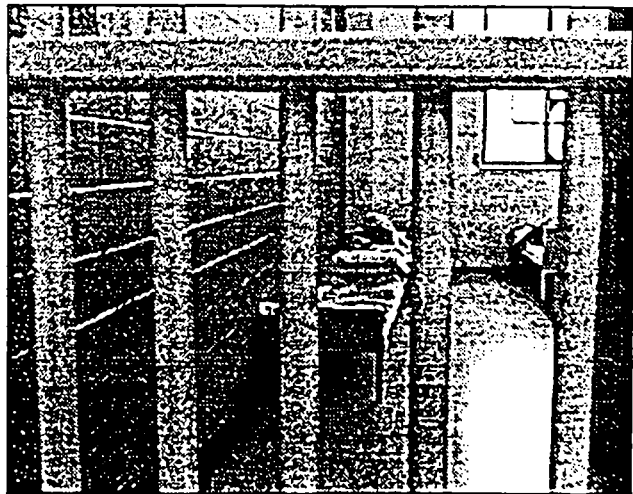
#### ...3. ENHANCED COMMUNITY POLICING

Current community policing efforts would be enhanced for Empowerment Zone as follows:

- Increase the number of Neighborhood Services Officers.
- Increase the number of police outreach centers in the Empowerment Zone. In Baltimore, these are

simply not "mini-police stations," but are staffed by citizen volunteers and are visited by police officers at various times during the day.

- Assign a police representative to each of the Village Centers and work with the Village Center government to develop a community policing plan unique to that area.
- Encourage participation in crime prevention programs such as Block Watch, Neighborhood Watch, and citizen patrols to work with all of the block groups to help plan and implement strategies to deal with key problems.
- Network with other public and private organizations which provide services to zone residents.
- Involve officers in neighborhood sports programs and other recreation activities.
- Provide lost-cost mortgages as an incentive for police officers to live in the zone (as part of our Housing strategy).
- Encourage residents of zone neighborhoods to become police officers, and assign them to serve in their own communities.
- Create a take-home car program for officers who live in the zone, to establish a day-to-day presence in zone neighborhoods...





#### ...4. NEIGHBORHOOD MEDIATION COURTS

A pilot neighborhood mediation court would be designed for one Village Center. If successful, similar courts would be established throughout the zone. This court would serve as an informal alternative to the civil and criminal courts for handling minor criminal complaints and civil disputes. The mediation court would employ techniques of mediation and compromise rather than the formality and adversarial approach of the courts.

Cases involving zone residents would be referred to neighborhood mediation by a number of mechanisms, including the district, small claims, and civil courts, neighborhood services police officers empowered to use this mechanism for the purpose of dispute resolution, and as an alternative to making an arrest.

Community residents and leaders would be hired and trained as mediators and used as support and administrative staffing...

#### ...5. MOBILE POLICE STATIONS

Fully equipped "mobile police stations" would be deployed in high-crime and high-drug areas as needed in the zone. The station, similar to vehicles used as police command posts at special events, could be easily established at any location in the Empowerment Zone. Stations would be staffed by two or three officers who would take offense reports, field neighborhood residents' complaints, and provide information and material on crime prevention and substance abuse.

The mobile police stations would be used to establish a police presence at "open-air drug market" locations, street corner locations used for loitering, and high crime areas. The stations would provide direct access for neighborhood residents to

police services, a convenient way for interaction to occur with the community, and establish the temporarily elevated police presence that would encourage the criminal element to move on.

Once heavy duty drug corners are weeded out, the community's role in sustaining the neighborhood can take root. With block watches in place clean up of alleys, lots, and the area accomplished, and construction started on the neighborhood's vacant housing, the neighborhood is empowered to manage its environment...

#### ...6. SUBSTANCE ABUSE ENFORCEMENT:

##### *Task Force on Open Air Drug Markets*

Although long-term prevention is the best answer, the public still demands immediate law enforcement actions to address the most pressing drug problems in their neighborhoods. Through a series of coordinated initiatives, our Empowerment Zone strategy will address this immediate need.

A task force comprised of police and community representatives would be launched to develop plans for the elimination of open-air drug markets in the zone. It would meet to identify markets and how the police and community can work together to eliminate them. Police would conduct investigations resulting in warrants and area sweeps that would remove the drug dealers and abusers. This would be followed by the city-community clean ups to remove trash and graffiti. Community residents and police would then work in partnership through Block and Neighborhood Watch, community clean ups, nuisance abatement (whereby a community association files legal action against tenants or landlords of problem properties), positive activities for youth, and drug-free zone enforcement to let drug dealers know they will not be tolerated...



## Strategic Plan: Chapter III - Section 4 Housing

### Strategic Vision for Change

Our Empowerment Zone neighborhoods will be economically diverse with 50 percent of the community owning their own homes and all households guaranteed decent, affordable housing. The safety of the community will be enhanced through land use and design parameters established by the Village Centers which will have the opportunity to engage nationally regarded experts. The neighborhoods will form nationally regarded experts. The neighborhoods will form partnerships with the real estate industry to manage 30 percent of the rental housing stock. The changes will occur in an orderly, sensitive manner through neighborhood management and/or neighborhood-controlled management of 30 percent of the real property...

### ...Strengths to Build On...

- **Neighborhood Housing Services.** In the east Baltimore zone is one of the nation's first Neighborhood Housing Services areas, site of the nationally acclaimed Transitional Housing Program. On the other end of the spectrum, and located within the western section, are partnerships between churches and their communities which have led to the founding of groups such as Saint Pius V Housing Corporations and Saint Jerome's Housing Corporation (Tri-Churches). Both groups develop and provide housing for low-income persons and families.

- **Baltimore's Homeless Relief Advisory Board** has recently proposed a new comprehensive approach to homelessness in Baltimore. The system's components include supportive services, housing employment, and prevention.

- **Nehemiah Homeownership.** Baltimore leads the nation in its Nehemiah Housing Opportunities Grant. The single-largest grant nationwide was awarded to Enterprise Nehemiah, a partnership involving the Enterprise Foundation and its subsidiaries, Enterprise Social Investment Corporation and Enterprise Social Investment Corporation and Enterprise Construction Corporation, and BUILD (Baltimoreans United in Leadership

Development), a consortium of religious-based leadership. This project resulted in the construction of 300 housing units. Two additional Nehemiah grants to develop affordable housing opportunities for low, and low-moderate income persons were subsequently awarded. One of the projects is in east Baltimore with units located both inside and directly adjacent to our zone.

- **Public Housing.** The Housing Authority of Baltimore City manages 18,074 dwellings in developments and rehabilitated housing and another 200-plus units through the state's Rental Partnership Project. The Housing Authority of Baltimore has an ambitious modernization program underway. More than 1,000 units have been modernized over the last decade. To complement this effort the housing authority has implemented Operation ECHO (Extraordinary Comprehensive House Cleaning Operation). The purpose is to address and eliminate the physical and social problems occurring at some of the city's largest high-rises. High-rises in the zone have been given priority for participation in this effort. Over \$100 million in revitalization activities are planned for two zone complexes: Lafayette Courts and Lexington Terrace and the housing authority's oldest public housing, Poe Homes.

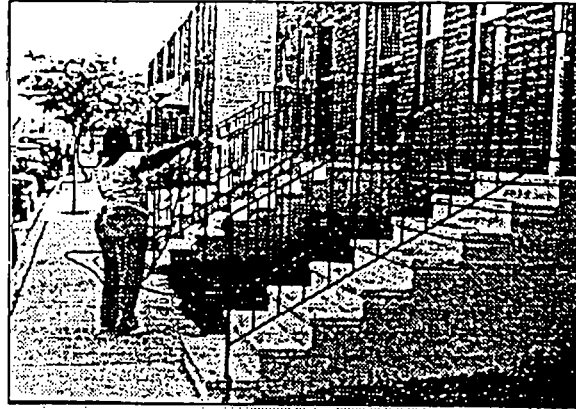




• **...Nonprofit Housing Developers.** Within the Empowerment Zone, there are 11 community based, housing development groups, such as Sandtown Habitat for Humanity, St. Ambrose Housing Aid Center, and Tri-Churches. These are complemented by a strong private sector which is community-sensitive and progressive in partnering with communities to create products that flow conceptually from a community planning process.

• **The Enterprise Foundation.** Headquartered in nearby Columbia, Maryland, Enterprise also maintains an office in Baltimore as part of its extensive presence in the city. The city office focuses on the Sandtown-Winchester Neighborhood Transformation, Nehemiah homes, the Middle East community, and numerous other innovative initiatives in Baltimore's low-income neighborhoods. Through Enterprise's largest subsidiary, Enterprise Social Investment Corporation (ESIC), equity has been invested in low-income rental developments throughout Baltimore utilizing the Low Income Housing Tax Credit. The Baltimore-based Enterprise Loan Fund, a benevolent loan fund involving private lenders, offers low-cost financing to low-income homeowners and to nonprofit developers. City Homes, a supporting organization of The Foundation, piloted a model demonstrating the viability of making bulk purchases of low-cost properties from absentee landlords and rehabilitating the properties for low income rentals. Enterprise and the Alliance to End Childhood Lead Poisoning formed the National Center for Lead Free Housing which works extensively in Baltimore with the Kennedy Krieger Institute and others to develop treatment, education, and rehabilitation regimes to reduce lead-based hazards. Enterprise has also focused considerable funding support, available through the National Community Development Initiative (NCDI), into Empowerment Zone neighborhoods.

• **Maryland Community Development Administration (CDA).** An acknowledged leader among state housing finance agencies, the Maryland CDA offers a range of mortgage financing vital to the development of homeownership and rental housing in our inner city neighborhoods.



• **Baltimore Community Development Finance Corporation (CDFC).** Baltimore's CDFC, created six years ago, is a nonprofit lender which provides resources to our communities in a manner which allows for housing to be constructed with funds at below-market rates. The CDFC was capitalized with funds from city government and several banks serving the Baltimore communities. The ability to combine these resources allows developers to borrow at favorable rates while passing the savings in the project onto the consumer...

#### **Systems for Change...**

...Our housing initiatives system for our Empowerment Zone will:

- Increase homeownership from its present 30 percent to 50 percent. This will restore balance in a now seriously out-of-kilter market tilted toward marginal rentals and vacancy.
- Expand community control and improve the quality of the rental housing stock through the following steps:
  1. Reduce the amount of vacant housing from 18 percent to less than 4 percent
  2. Improve family housing opportunities.
  3. Increase community involvement in housing and property management.
  4. Increase availability of affordable quality rental housing for all zone residents including those who are homeless and those with special needs...



### ...Key Components ...Homeownership...

#### ...1. Community-Based and Governed Housing Consortium

The consortium will consist of representatives from each Village Center, neighborhood-based and nonprofit housing development groups, financial institution representatives...

#### ...2. Rehabilitation Counseling

Rehabilitation counseling is critical to our goal of increased homeownership. It is also important to our efforts to retain current homeowners. Consortium staff and other community based housing development organization will assist zone residents living in substandard housing to acquire the help and resources for rehabilitation...

#### ...3. Coordinate Existing Home Ownership and Counseling Programs

Coordination of home ownership and counseling programs within our Empowerment Zone is critical to ensure efficient and comprehensive development, service delivery, and maximization of limited resources. the Housing Consortium will serve as reviewer and facilitator of housing counseling is provided to new and existing homeowners needing housing counseling.

Both the state and city government will coordinate their homeownership and counseling services through the consortium and participate in its workshops, and the supporting lending institutions. This will also include initiatives such as the city and Fannie Mae co-sponsored Home Festival/Auction...

#### ...4. Homeownership Mortgage Loan Fund

Under current lending guidelines, situations exist where residents are perceived as not credit worthy. Public housing residents, and other low income persons usually are given little or no opportunity to purchase homes. Moderate and middle income persons with lingering financial difficulties are also denied loans.

A \$20 million mortgage pool for zone residents will be used to help finance home purchases and rehabilitation. Special attention will be given to substandard and abandoned housing, and tenant

conversion, especially for long term tenants with good rent payment records. The Housing Consortium will have locally based loan committees review loan requests and recommended approval or disapproval of loans. Loan applications will be generated through outreach loan officers and processed within the neighborhoods...

#### ...5. Employer Assisted Homeowner Program

The City of Baltimore has initiated an Employer Assisted Homeowner Program (EAHP) in concert with Fannie Mae. The EAHP is open to all permanent, full-time city employees in good standing. The program will be used for the purchase of single-family, owner-occupied homes within Baltimore City. The city and Fannie Mae have agreed to target this program for zone neighborhoods. The city will offer two forgivable loan programs to employees: a Matched Savings Program and A Deferred Loan Program.

Special incentives will be provided to police officers, teachers, and firefighters, moving from probationary to permanent status in order to purchase a home in zone communities. The program will be designed to encourage ten-year occupancy bringing economic diversity to the community while bringing service providers closer to the community that they serve.

Similar programs will also be operated within the zone by two major employers: The Johns Hopkins University and the University of Maryland Medical System...

#### ...Rental Housing Management Program...

##### ...1. Neighborhood-Based Private Housing Management

A new community-based plan to transfer management of rental units from absentee landlords to community-based management and operations will be implemented to counter this decline and to improve the quality of life of people within our zone neighborhoods. Locally-based, nonprofit development corporations will assume this responsibility. This will require an increased capacity in the skills necessary to manage rental units, such as tenant selection, rent collections, setting priorities for maintenance request, contractor selection, and capital planning...



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### *...2. Public Housing Scattered Site Management*

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Management of scattered site public housing located in the zone will be turned over to community based housing development groups. These groups will work in partnership with the Consortium in this activity. A regulatory issue needs to be addressed with respect to allowing management contracts to accept other than lowest bid...

### **...Substandard Housing and Abandoned Property Program**

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#### *1. Creation of a Community Inspection Review Board*

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A Community Housing Inspection Review Board will be created for our zone. This Board will review complaints and conduct hearings on alleged violations resulting in housing repairs or property dispositions. The Board would also mediate housing code violation disputes between landlord and tenant and/or neighborhood association or between a homeowner and his/her neighbors. The Board would mediate cases within the zone thus reducing HCD's case load. The Board would be composed of members appointed by the Mayor (including technicians from HCD) and members of the community. All members will receive training in mediation and evaluation...

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#### *...2. Vacant Housing and Land Protection Program*

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We will undertake an aggressive effort to put control of vacant and abandoned properties into the hands of capable community-based housing development organizations. Groups will be required to develop a reuse plan for each property and then will be assisted by the Consortium in implementing the plan. The Consortium will also be provided city authority to clean vacant lots and clean and board up vacant properties...

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#### *...3. Selective Demolition*

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Neighborhoods within our Empowerment Zone are inundated with vacant and abandoned properties located primarily on "alley streets". A block-by-block analysis of vacant and abandoned properties located primarily on "alley streets". A block-by-block analysis of vacant and abandoned properties will be conducted to determine the

appropriate reuse of properties with environmental and safety standards incorporated...

### **...Affordable Rental Housing Program...**

...Provisions for market-rate rental housing is needed to assist in realizing a goal for a self-sustaining community...Housing for special needs persons (i.e. elderly, People Living With Aids, homeless, chemically dependent mothers and fathers with children, etc.), require living in a more homelike setting rather than shelters or "warehousing"...

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#### *...1. Market Rate Rental Housing Program*

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The Consortium will encourage the city and state to develop incentives inclusive of tax abatements, credits at settlement, phase-in tax, and city expanded trash collection and other incentives to promote the new construction and development of market rate rental housing within the zone...

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#### *...2. Rental Housing For Special Needs Groups With Linkages to Service Providers and Community Residents*

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The creation of Housing-Plus Community Support teams will aid and assist all residents, especially those with special needs, to live homogeneously within the community. The Support teams will be linked with private housing developers to ensure that support services are available directly to community residents as vacant and substandard houses are renovated. Service providers will be linked to better assess the needs of the community and mold themselves to meet those needs. The Housing-Plus Community Support team will be managed in concert with health and family preservation community initiatives. This approach has been successfully piloted nationally by The Enterprise Foundation and Fannie Mae. Their experience and capacity will be available to this effort...

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#### *...3. Lead Paint*

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The growing awareness of the effects of lead poisoning on children, in addition to its adverse health consequences, presents a special challenge when it comes to stabilizing the housing markets of older neighborhoods, especially marketing the neighborhood to attract new homebuyers. Our



Empowerment Zone has a 64 percent rate of lead-contaminated housing - the largest in the state. This is a significant health hazard, especially with more than 7,000 children under age 5 living in our zone...

...The Kennedy Krieger Institute has been working with the city since 1984, studying methods for removing and encapsulating lead paint in our older housing stock.... The Columbia, Maryland-based National Center for Lead-Free Housing...and The Enterprise Foundation with a \$5.5 million grant from Fannie Mae, is conducting on-going experiments...gauging the effectiveness of various lead abatement regimes.... The Empowerment Zone Management Council, with its Village Centers, will work with Kennedy Krieger Institute,... and the city of Baltimore's Housing and Health Departments to ensure that in every Village Center there is access to safe houses for families with children suffering from the effects of lead hazards.

*Strategic Plan: Chapter III - Section 5*

## Village Center Health & Family Development Resource Systems

**Strategic Vision for Change**

Our vision is to achieve health and well-being for our Empowerment Zone residents through the creation of a comprehensive system of integrated health and family development resource systems in each of the Village Centers. Our community-based health care system will focus on prevention and screening services delivered in the neighborhood setting and link residents to high-quality primary health care services. Our family development resource system will deliver a continuum of highly integrated services at the neighborhood level and address the needs of the whole family, building the capacity of Baltimore's children and families to become self-sufficient, safe and healthy.

The Village Center Health & Family Development Resource Systems will reach zone residents of all ages in bringing an integrated service and resource system to the communities where they can be immediately, and easily accessed. In addition, however, there will be a particular emphasis on providing developmental support programs that target the needs, interests, and problems of youth who are in the age group most at risk for dropping out, chronic unemployment, involvement in substance abuse, and involvement in criminal activity. The goal of the youth component of our Village Center Health and Family Development Resource System is to provide our youth who live

in the zone with the capability of visualizing a future that includes meaningful employment, access to and involvement in personal and/or community leisure activities, and the capability to make informed, personal choices that will lead to an improved quality of life for themselves and their families...

**...Strengths to Build On...****...Sandtown-Winchester*****"Vision for Health"*****Pioneering a New Model for Community-Based Health Care**

Sandtown-Winchester's "Vision for Health" unites six competing health care institutions sharing a common market to improve the health of this neighborhood. They have signed a unprecedented "Health Compact" to provide a continuum of health care to all Sandtown-Winchester residents regardless of their ability to pay. (The neighborhood population is approximately 10,000.) The partners include: Baltimore City Health Department, University of Maryland Medical System, University of Maryland School of Nursing, Community Building in Partnership, Bon Secours Hospital, Total Health Care, and Liberty Medical Center. The consortium members have agreed to assume lead responsibility as an individual institution or in partnership to operate, manage, and financially sustain the six health service components identified by residents. These services encompass enhancing adult primary care, violence prevention, outreach school-based children's health network, substance abuse treatment, and school-based adult health promotion. The Consortium members are committed to developing these strategies to assure the sustainability of the health system over the long term...





### ...Key Components

#### *Health & Family Development Systems*

1. Community-Based Health Care System
2. Family Development Resource System
3. Family-Focused Substance Abuse and Anti-Violence Continuums
4. Youth Continuums...

#### **...Village Health Advocates**

The key to ensuring that our guiding principles are realized in our health care strategies are "Village Health Advocates." Advocates are community residents recruited and trained in outreach to residents around health problems, health prevention and early intervention. Advocates will support pregnant women and children as well as other community residents. The Village Health Advocates bridge the cultural communications gaps currently existing between providers and residents, and ensure that residents receive promised services in a professional, efficient manner.

Advocates will be trained in health and social services information and procedures and will promote community responsibility for health matters.

The emphasis of the health advocacy program will be on preventive health education. A component of the preventive model will be the development of a fitness and wellness center to serve all age groups in the communities.

#### **Decentralized Basic Health Care Screening**

To heighten the awareness and knowledge of prevention and to facilitate access to treatment and/or therapy, Village Health Advocates will target the church-sponsored soup kitchen whose clientele are largely indigent or homeless, unemployed, female head of households, ex-offenders and education dropouts—all high at-risk groups with significant barriers to accessing care.

This effort will provide basic health screening and cooperate with area hospitals and community health centers for more sophisticated and elaborate testing. Testing will be supplemented with case management, counseling, and home visiting outreach services to ensure follow-up and retention of individual in the health care system. Staffing for the project will be provided by volunteers (AMERICORP, VISTA) nursing students and paid community workers.

The result of the screening project will be decreased utilization of emergency rooms, an overall reduction in preventable diseases, and reduction in preventable diseases, and reduction in health care costs...

### **The principles that guide the development of our comprehensive health and family development are:**

|                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                  |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Community-based and -managed service delivery<ul style="list-style-type: none"><li>• Emphases on prevention, early intervention and self-sufficiency</li><li>• Special focus on substance abuse</li></ul></li></ul> | <ul style="list-style-type: none"><li>• Accessibility<ul style="list-style-type: none"><li>• Weekends and evenings hours for working parents</li><li>• Health screening delivered in community</li><li>• Resident Advocates (Employees of Village Centers)</li><li>• Professionally Trained Family Advocates</li></ul></li></ul> |
| <ul style="list-style-type: none"><li>• Highly Integrated continuums:<ul style="list-style-type: none"><li>• Services to all age groups</li><li>• "Whole family" services</li></ul></li></ul>                                                               | <ul style="list-style-type: none"><li>• Quality service standards<ul style="list-style-type: none"><li>• Enhanced staff development and training</li><li>• Front-line responsibility for collaborative provider-residents teams</li><li>• Accountability based on outcomes</li></ul></li></ul>                                   |



### **...Coordinated Delivery of Services through Health Centers**

Area medical centers will participate in a process to coordinate the delivery of their health programs in our Empowerment Zone through the Village Centers. This will include their community outreach programs (84 at Johns Hopkins alone), particularly those through which they are involved in delivering community-based health care, and draw on the models and resources established in the Sandtown-Winchester "Vision of Health," the CURE-Hopkins' Heart, Body & Soul program, and Healthy Start...

### **...Men's Health Initiative**

This initiative will focus on the numerous health problems found among men living in the zone's low-income communities. Initially it will focus on the health problems and related lifestyle and dietary needs of this population to help health providers and Village Centers make informed policy recommendations. Ultimately, this effort will change the way men are served by the health care and service providers, and government, and improve their health status...

### **...Continuum of Care for Senior Citizens**

Harbor Hospital Center will establish a health care delivery system in our Empowerment Zone to provide elderly residents with access to an integrated continuum of care. The programs will track participants over time and provide a comprehensive array of medical, mental health and supportive social services.

This initiative will connect with Harbor Hospital's senior life services network to provide housing, job training, and employment opportunities. Harbor Hospital will dedicate \$1 million from its operating net income to implement the project...

### **...Family Violence CARE Center**

The center will be a one-stop shop for all zone residents who experience family violence problems. The program components include:

- 24 hour hotline for victims and their families
- 15-20 bed "safe" house/shelter for women, children and the elderly in a separate location
- Crisis and on-going counseling for the victim and their family
- Medical services
- Legal services

- Specialized services for children
- Training and education of all service providers connected to the CARE center...

### **...FAMILY DEVELOPMENT RESOURCE SYSTEM**

During the course of our community planning process, it was clear that we must find ways to assist families in getting the resources they need through a comprehensive process that encourages them to become involved in problem-solving toward self-sufficiency and being responsible for the life of the community, as well.

The Family Development Resource System will assist families to access resources, become involved in their community and empower individuals and communities to improve the status of all families, particularly families with children. The activities of our Family Development Resource System will encompass all community services and resources to develop community-based solutions to local needs.

A critical focus will be the maximum use of existing resources by restructuring fragmented public services into an integrated and coordinated process that provides a continuum of services for at-risk families.

An important component of our Family Development Resource System is the implementation of an outcome-based accountability system requiring service delivery that focuses on children in the context of their families in the communities.

#### **Desired Outcomes**

A report prepared for the Center for the Study of Social Policy outlines a useful core list of child and youth outcomes that reflect much of our discussions about shaping our Family Development Resource System, including:

- Healthy Births
- Immunizations by Age Two
- Children Ready for School
- Children Succeeding in School
- Avoidance of:
  - School-Age Parenting
  - Substance Abuse
  - Criminal Behavior
  - Dropping out
- Self-Sufficient Young Adults
- Children in Families with Incomes Over the Poverty Line



- Decreased Use of Inappropriate and Expensive Services

*We would add: Definitively ending the cycle.*

The effectiveness of our community-based Family Development Resource System will be greatly increased by moving the responsibility for determining and assessing the means for accomplishing outcomes to the community level. This will be achieved by giving responsibility and flexibility to front-line staff, and involving parents and community representatives in allocation of resources and setting directions for service facilities, including schools and human services.

#### Family Advocates

An essential component of our Family Development Resource System is the presence of a system of Family Advocates in the Village Centers for helping families find the services and support they need.

These Family advocates will be trained professionals who will work with and coordinate the efforts and interactions of other high-skilled professionals from existing agencies and programs, in providing a continuum of services through the Family Development Resource System in each Village Center....

...Infant/Toddler. Development program for families with children between 0-3, with an emphasis on developmental appropriate parent/child interactions and stimulation activities, and on

supporting and strengthening young parents' parenting skills through instruction and mentoring. This program will be modeled on the Friends of the Family program.

**Preschool.** Enrichment/full day programs for families with children from 3-5, modeled after head Start, with increased emphasis on educational enrichment....

...School Age. Family resource centers located in schools or community centers for elementary and middle-school-age children and their families, stressing family interactions, value of education, and efficacy...

...Foster Parents. Extension of the Family-to-Family program which focuses on restructuring family foster care...

#### ...COMPREHENSIVE SUBSTANCE ABUSE PROGRAM...

*1. Expand Effective Prevention Programs, especially aimed at young children.*

**Police & Teachers Helping Students (PATH).** Expand into 3rd and 4th grades in elementary school throughout our zone. This program, currently in 5th grades, educates children about drugs and guns and helps them practice resistance skills and learn to say no to drugs.

**Parents Against Drugs (PAD)** works with youths in public housing projects. This program will be expanded so that there is a PAD represented in each of the Village Centers.

**Transitional Services for Drug Court** will provide vocational/job training, job readiness programs and counseling to assist in the transition from addiction to recovery. This program will be corollary program for offenders referred by the Baltimore City Circuit Court Drug Court, a one-year grant-funded program which diverts nonviolent drug offenders from incarceration to substance abuse treatment programs.





## 2. Comprehensive Treatment Services

A comprehensive continuum of substance abuse services that is community based, family focused and culturally relevant, with a special emphasis on women and children, will be designed. Traditional and non-traditional treatment methods will be utilized in outpatient and residential settings. To stabilize families with substance abuse problems, all areas of family life will be addressed in an integrated fashion, including housing, employment, and mental illness...

### ...YOUTH SUPPORT AND DEVELOPMENT

---

High dropout rates, high unemployment, high crime rates, and high incidence of drug use are statistics that, unfortunately, apply to too many of the youth residing in our zone neighborhoods.

Insufficient opportunities exist for youth living in our zone for recreation, relevant education, employment, community service, and exposure to

multi-cultural activities. Without meaningful activities, both in school and out of school, our youth have little incentive, and less support, to avoid becoming involved with drugs and crime.

The implementation of a youth development and support system in the zone will provide the incentive and support necessary to keep youth involved in activities that will allow them to lead productive adult lives that benefit themselves, their families, and the communities they live in. Without such a system, young people, with little hope for or vision of a future, will continue to be attracted to nonproductive, often illegal activities.

As part of the implementation process, youth will be trained to assist in operating the programs in the communities.

Youth Councils will be formed in each Village Center for the purpose of planning and operating the youth programs as well as for advising the community corporation on all matters involving youth. Representatives from each Village Center's Youth Council will sit on an overall Empowerment Zone Youth Council...



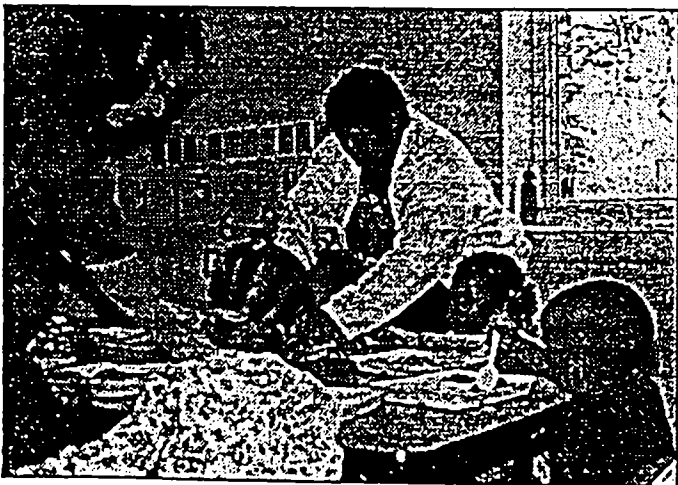
### *Strategic Plan: Chapter III - Section 6*

## **Education, Training and Literacy**

### **Strategic Vision for Change**

Our vision is to create a continuum of life-learning that begins by assuring school readiness, continues on to a high quality educational process through high school graduation, and fosters the life-long learning needs of all Empowerment Zone residents and students. We will simultaneously raise expectations and performance standards in our public schools through a new school-based management system that relies on the community's sense of ownership for its direction and each school's accountability to the community it serves. We will engage parents, educators, and the wider community in keeping each child connected to school and focused on each child's own learning strengths. Through our schools, the contemporary needs of the community will be served by producing educated, work-ready people and college bound students.

We shall promote full employment for all zone residents thorough the creation and linkage of job training and literacy efforts that will be tailored to the needs of the unemployed, underemployed and public assistance recipients. Our vision will be achieved through a process-driven approach in which the community will be key decision makers in the operationalizing of education and training efforts...



### **...Systems for Change**

Our educational continuum will provide a seamless progression from pre-school to the world of work or higher education and will be based upon high expectations for all zone residents. Key to achieving this is community input in the decision making process and raised expectations. The major aims of our continuum will be to ensure that:

#### **0-4**

All children will be academically, intellectually, and socially prepared and ready to enter the formal education system by age four.

#### **Pre-Kindergarten-12**

Educational programs will be developed and implemented to insure an improved quality of education for all children pre-K through grade 12.

#### **School-to-Work Transition**

Educational programs will be implemented to ensure that schools are relevant, address the economic future of our zone residents, raise the expectations of students, and prepare them for 21st Century jobs. The introduction of the SCANS principles in the classroom at all grade levels is key to this effort.

#### **Literacy & Training**

Zone residents will be provided with the necessary skills, attitudes, and work ethics through training, retraining, and literacy programs to establish a connection to the labor market or advancement in their careers.

#### **Baltimore Empowerment**

Guiding Principles for our Education, Training & Literacy Continuum

1. Increase community involvement in the education process, including policy making.
2. Strengthen the effectiveness of education personnel in areas of instruction and management.
3. Create a network of education, training, and literacy resources and provide easy access to it for zone residents.



4. Provide job preparation services to all zone residents including school students, dropouts, and adults.
5. Provide for site-based management of schools, with decision-making involving representatives from the school, the community, business and industry, and other significant players in each community.
6. Broaden the concept of school to address the varying needs and interests of zone residents and students through alternative programming. Schools will become a center of community activities, especially for youth, through expanded use of school facilities.
7. Implement education and training programs that target preparedness for jobs of the future.
8. Establish education and training systems that address the interests and needs, and elevate the expectations and aspirations of all residents in each zone community.

### Key Components

#### READY TO LEARN: SCHOOL PREPAREDNESS PROGRAM...

##### 1. Child Development Resource Centers: A Child Development Program

A child care Resource Center will be established to increase access to and the availability of affordable quality day care and pre-school programs in the zone communities to insure that all zone children are prepared to enter school by age 4.

This will be done to provide an enriched experience for all zone children of pre-school age. The Center will provide on-going training to child care providers in best practices and model programs in order to improve and expand existing services, establish new ones, and insure the continuity of high quality care. The Center will focus community efforts in improving the chances of its youngest children to succeed.

A partnership of community residents, the Mayor's Office of Children and Youth, Headstart representatives, Maryland Advocacy for Children, the Baltimore Child Care Resource Center, other local and state child care advocates, and school personnel will decide how the resource centers will be structured. The Centers will be staffed by child care professionals and community residents. It is our intent to build on the very successful citywide Child Care Resource Center and not waste precious resources duplicating efforts but rather ensuring that the resources are available at the community level.

The Centers will provide:

- Training of child care professionals, both new and existing personnel
- Technical assistance and encouragement in developing new child care facilities
- Instruction in pre-school enrichment activities
- Instruction in age-appropriate learning strategies for young children
- Coordination of existing child care programs
- Advocacy for zone communities to create child care resources that can accommodate all children in need of services
- Family parenting classes in child development
- Data collection and evaluation activities for child care facilities
- Assist the development of local child care businesses...

### ...Effective Schools

#### Empowerment Zone "Enterprise Schools"

- 26 Elementary
- 6 Middle
- 2 High Schools

*All elementary schools in zone are Chapter I schools*

#### 3 Tesseract schools

- Harlem Park Elementary School
- Harlem Park Middle School
- Rayner Brown Elementary School

A range of initiatives will be undertaken to improve the performance of our schools in the zone and to retain zone children in education at least through high school. The initiatives include processes that will be put in place to provide impetus for change. These initiatives aim to:

- Raise expectations regarding the educational potential of youth in the Empowerment Zone
- Improve education practices, curriculum and facilities
- Close the cultural gap between the residents and educators
- Improve the links of the education curriculum to changing economic opportunities

#### 1. Enterprise Schools Program

Each of the 34 public Schools (Elementary through high school) in the Empowerment Zone



will become an Enterprise School, that is a school designated by the city to be self-governing and to manage financial resources and educational programs to meet the school's particular needs. Enterprise Schools manage their own finances, personnel, curriculum, educational policy and facilities. The objective of decentralized school management is to better adapt a school to particular community needs and conditions, to involve the community directly in the day-to-day life of the school, and to provide for ongoing evaluation and revision of all aspects of a given school.

Enterprise Schools will use School Improvement Teams (SITs) to provide policy and management oversight, program assessment, and to mobilize communities' participation. These teams will be composed of representatives of the school staff, parents, community groups, students, business, and non-profit organizations. The SITs will receive management and education training from local colleges and universities and from the business community...

### ...2. Empowerment Teachers Academy

An Academy will be established to improve teaching standards and achieve a continuity of quality at all school levels in the Enterprise Schools through the on-going training of all personnel who deliver services to children. The Academy will address obstacles to effective inner city education and raise the expectations of teachers, students, and parents. It will recharge teaching professionals and provide them with a new vitality as well as the skills and attitudes needed in working with children who live in the zone.

The Academy will provide training and development through:

- Master Teacher Corps of excellent Empowerment Zone teachers providing mentoring and technical assistance to other teachers
- Urban Teacher Corps to address the gap between many teachers and the community culture of the children they are teaching
- Efficacy instruction
- Instruction in:
  - Conflict mediation
  - Curriculum development, instructional practices and applied learning
  - Development of a system of teacher evaluation

- Informal and formal assessment techniques
- Maximizing use and application of advanced technology in the classroom...

### ...3. Management Support Project

This project will provide leadership and management training to school officials and SITs, in order that they can effectively assume the functions traditionally assumed by central administrative staff. The training will be delivered by management professionals at higher education institutions and business associations. These programs will be sponsored by a partnership including school administrators, business management partnerships, and leadership training organizations.

The Greater Baltimore Committee and the Baltimore City Public Schools are instituting a series of leadership training symposia which will be mandatory for principals of all schools in the zone. The workshops will include topics such as developing effective SITs, problem solving, conflict management, stress management, marketing and building business partnerships.

### 4. Personal Education Plan

All Enterprise Schools will prepare annual Personal Education Plans (PEPs) for each student (kindergarten-12) which set out educational goals and at later stages, establish action plans for achieving employment and higher education goals. Individuals learn better when they have a clear sense of where they are heading. Through the establishment of Personal Education Plans, students, parents and teachers will have both a clear vision to follow and a goal to achieve. PEPs will assist educators in tailoring education to the particular interests, needs and capabilities of each student. Through a process of ongoing informal assessment of the PEPs accuracy and relevancy for each student, it will be developed by teachers in consultation with student, parents, and non-teaching school personnel.

Staff support will be provided through internships established between schools and local colleges and universities.

### 5. Before and After, and Weekend Programs

In each Village Center a school in the zone will offer affordable before and after school and weekend programs that will provide a rich mix of educational, recreational, artistic, and multi-cultural



activities as well as community service projects to students and other zone residents. Schools will become a more integral part of community life after school hours and provide a place for young people to gather to develop their interests, skills and abilities. The extended school hours will offer an alternative to the streets as a center for leisure activities. Programs will be sponsored by the Baltimore Public School System, local colleges and universities, city cultural institutions, community services agencies, and government agencies.

Each school will have a program coordinator hired and trained through the Village Centers to plan, coordinate, and monitor the programs. The coordinators will establish Youth Advisory Boards at each school to help plan, operate and evaluate the activities offered. Youth involvement in the operation of the programs insures that the needs of young people are being met. It also provides important leadership development activities for the young people involved...

#### ...EDUCATION AND ECONOMIC OPPORTUNITY...

...1. *School-to-Work Program.* Establish a School-to-Work program in each middle and high school serving zone residents that follows that concepts of the School-to-Work Opportunities Act and SCANS, implements the Maryland State Department of Education's Career Connections school-to-work opportunities initiative, and strengthens career technology offerings in the schools. This will involve intensive and active support and participation from the business community. Work-based learning, integrating workplace skills in classroom curricula, and connecting activities between school and work are key concepts that will be followed in our school-to-work efforts.

2. *Schools-Within-Schools.* Create schools-within-schools in partnership with the business community and the School Improvement Teams that address the interests, career path, or higher education aspirations of youth and which allows them to concentrate their courses of study around particular fields. Schools-within-schools provide flexibility in scheduling, curriculum, and expected outcomes, and permit school personnel to create a small school atmosphere where individualized attention and self-paced learning can occur. Schools-within-schools will be established in the zone's 6 middle and 2 high schools to address the employment

goals of students and to develop school-to-work transition programs...

...3. *In-School Profit Centers.* Create in-school profit centers in middle and high schools in partnership with the business community to provide entrepreneurial training for youth and to connect classroom lessons to business activity. Young people get excited when they can create enterprises that generate profits. Building entrepreneurial skills through the development of businesses provides both a learning experience and an alternative to illegal ventures. Youth involved in the profit centers will increase self-esteem, see wider opportunities, and allow them to earn a wage. Profits generated from the activities in the centers will be directed back into programming for youth...

#### ...ALTERNATIVE LEARNING EXPERIENCES...

##### ...1. *Zero Based Drop-Out Prevention Project*

A Zero Based Drop-Out Prevention Project will be established and operated out of each Village Center. The Project will bring together information on all alternative youth programs operating in the city to achieve two goals - reconnect youth who have dropped out of the education system, and prevent youth who are at-risk for dropping out by ameliorating the problems and dissatisfactions that cause youth to separate from the system....

##### ...2. *Job Corps Satellite Center*

The City of Baltimore is in the process of establishing a Job Corps Center in the city to provide a residential center for troubled youth. The city is working with the State Juvenile Services Administration and the Department of Labor to provide this facility. The Department of Labor has pledged operational funds and the state has committed start up funds for the Job Corps center. Empowerment Zone youth who are at risk of involvement in the criminal justice system will be given priority for slots to the Job Corps program...

##### ...Workforce Development

The official unemployment rate for the Empowerment Zone is 17.3 percent, or 8,400 persons. Establishing meaningful and satisfying connections between adults and the labor market is a crucial goal of our Empowerment Zone program. Through three major initiatives, efforts will be made to assist all adults who want to work to make the link to the workforce through job and literacy

training, placement services and employability skill development, and welfare reform.

## ADULT LITERACY AND JOB SKILLS

### 1. Literacy Connections

Each Village Center will establish a program to connect residents to training and literacy programs that will enable them to develop the skills and competencies necessary to fulfill their potential and successfully enter the labor market.

Each Center will have computer access to a data base containing information on available jobs, job training programs, and other education and literacy services as well as a full time literacy/GED instructor. The Centers will network with existing literacy and job training programs provided through JTPA, JOBS, community-based groups and community colleges and with the State's Department of Economic and Employment Development's Visions and ALEX job-match programs.

### 2. Workplace Literacy Program

A team of professionals in literacy and job training will be brought together to integrate and market workplace literacy training programs to the business community. Workplace literacy training is training in the basic skills that are used on the job, such as reading, writing, math, critical thinking, problem solving, communication, computer and teamwork skills.

This team will include representatives from the AFL-CIO's and the Maryland State Department of

Education's workplace literacy program, called Project LEAP, Baltimore Reads, Baltimore City Community College, the Private Industry Council, representatives from the business community. The team will market the program to businesses and assist the businesses in setting up workplace training programs. Additionally, the team will actively pursue funding through private organizations as well as through the U.S. Department of Education's grant programs for workplace literacy. **Welfare Reform Highlights**

Welfare Reform will be instituted in all zone neighborhoods through a program that will target new applicants to Aid to Families with Dependent Children (AFDC) who are between the ages of 18 and 25, as well as provide intensive training for long-term recipients.

The Village Center will have an on-staff case advocate who will develop a training and employment plan with the applicant or recipient. Applicants will pursue full-time, unsubsidized employment through a structured set of services that include part-time, subsidized employment and part-time participation in training and/or education funded through Project Independence (the state's JOBS program), JTPA, and Pell grants.

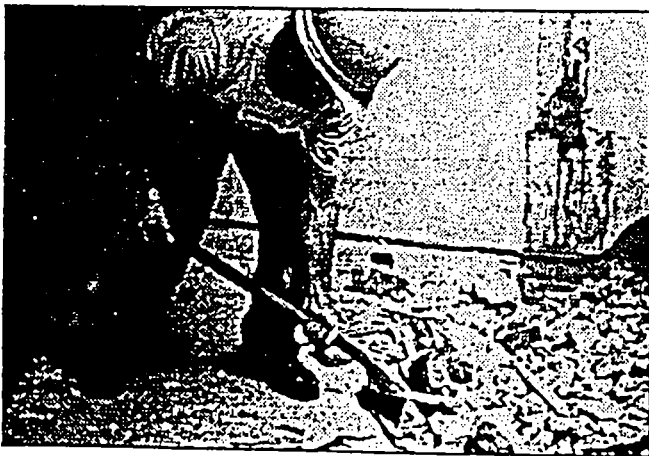
### Welfare Reform Strategy

The ultimate goal in our Empowerment Zone to afford all residents desiring to work to have the opportunity to fully participate in our mainstream economy.

To accomplish this, it will be critical to strategically address the issue of welfare dependency in our Empowerment Zone. We must create a new environment where education, work, and productivity are viewed as the route to self-sufficiency and economic well-being. Persons with debilitating physical or mental limitations who require our compassion and sustained public assistance will continue to be supported.

### Baltimore Empowerment Zone Welfare Reform Strategies

1. Divert young families from forming new public assistance units,
2. Immediate job search and employment assistance to new applicants who have work experience and marketable skills, and
3. Intensive education and employment assistance for those long term recipients who are currently on the caseload.





*Strategic Plan: Chapter VII - Section 7*

## Economic Mainstream Partnerships and Ecological Industrial Strategy

### Strategic Vision for Change

Residents of our Empowerment Zone will be connected directly to the Baltimore area's economic mainstream and its prosperity. We will create and expand resources in the community to enable our workforce to be job ready for today's competitive labor market. We will improve access to job information networks and training at the neighborhood level. We will enhance opportunities for self-sufficiency and upward economic mobility so that families can choose to live in their neighborhoods. Through a series of partnerships, we will carry out an aggressive job and business development strategy. Our schools will be active partners with the community and employers in launching youth on their career paths and in creating linkages to higher education for the jobs of tomorrow. We will leave no one behind who possesses a willingness to work and improve their life...

### ...Strengths to Build On...

...Our Economic Mainstream Partnerships strategy builds on the resources of all its partners to generate significant numbers of jobs and to promote entrepreneurial opportunities. Our strategy focuses on our strongest engines for economic growth:

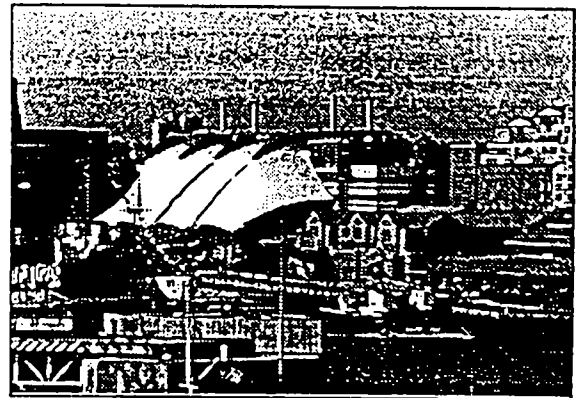
#### 1. Baltimore's Urban Centers Where "Science Comes to Life."

Our Empowerment Zone is the home of giants in the nation's research and development industry, the Johns Hopkins University and University of Maryland. These institutions are part of the 167 research and development facilities throughout the region, with the Johns Hopkins Bayview Research Center, University of Maryland Biotechnology Center and 11 others located in Baltimore city alone.

Under construction and scheduled to open in early 1995, is the \$125 million Columbus Center for Marine Biotechnology Research, a joint partnership of the federal, state, and city government, located less than five miles from any point in our zone.

The concentration of these and other life sciences institutions in and adjacent to our zone offer significant opportunities to connect zone residents to quality jobs. A Greater Baltimore Committee study estimates an increase of 3,000-4,000 laboratory jobs over five years, with many openings for entry-level laboratory assistants who have a high school diploma.

Our Empowerment Zone and our biomedical employment base also can derive economic strength from its proximity to the nation's highest concentration of scientific talent. More than 3,6000 high-tech facilities are located along the 37-mile Baltimore-Washington corridor.



#### 2. Baltimore's Growing Links to Global Markets

Our Empowerment Zone is linked to Baltimore's growing future as a leader in international trade. The city's World Trade Center connects Baltimore to a global network of overseas markets, contracts, products, and services. As a thriving seaport for nearly three centuries, Baltimore possesses the financial and legal services crucial to support international trade, including expertise in banking, insurance, investment, venture capital, and legal specialties in the areas of trade, taxes, and maritime law. Alex Brown and Company, T. Rowe Price, Legg Mason, and the insurance company of USF&G are part of our financial infrastructure contributing to a growing economy.



Baltimore's Foreign Trade Zone (FTZ) is available to import/export firms involved in warehousing, distribution, light assembly, and manufacturing. A request is pending with the U.S. Commerce Department to extend the FTZ designation to include our Empowerment Zone.

### 3. "Homegrown" Zone-Based Companies Poised for Expansion.

Our Empowerment Zone contains more than 650 businesses, including 180 manufacturers, the majority of which are in sectors offering export growth. Through expansion and new business development, our Empowerment Zone can support significant job creation for zone residents in:

- Biotechnology
- Printing and Publishing
- Environmental Reclamation
- Health Care and Related Industries
- Business Services
- Distribution and Logistics\*
- Chemicals and Allied Products\*
- Food Processing and Products\*
- Metal Fabrication\*

\* Sectors within the top 5 industries that accounted for 72 percent of 1988 exports from the region (transportation equipment, non-electrical machinery, precision instruments, electric and electronic equipment, and chemicals.)

### 4. Ties to the Baltimore/Washington Regional Economy.

Our Empowerment Zone is located in the fourth largest market in the United States, the Baltimore/Washington CMSA, with 6.7 million people. The region will generate 100,000 jobs in the next decade.

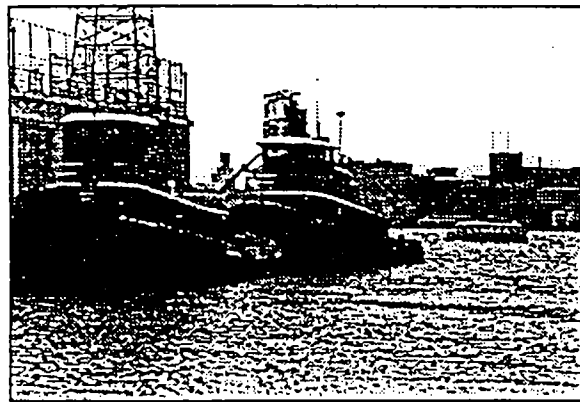
Our Empowerment Zone is within commuting distance of regionally-based employers, such as manufacturer Black and Decker, aerospace industries such as Westinghouse and Martin Marietta, and federal facilities, such as the Social Security Administration in Baltimore County and the expansion of the National Archives near the University of Maryland-College Park. As industry and government continue to adjust to U.S. economic conditions, such as defense-to-commercial conversion, we can ready our workforce to respond to these changes.

### 5 Major Cultural Attraction & Tourist Destination

Our Empowerment Zone has potential to build on Baltimore's rich cultural, architectural, and maritime heritage.

Waterfront activities are strong aspects of the tourism and culturally-related aspects of our local economy.

Ethnic festivals and ethnic food provide a special focus for community fairs and events that are part of our community culture. Oriole Park at Camden Yards, adjacent to our zone, and the nearby Inner Harbor, draw visitors from around the world. Our ethnic fairs celebrating Greek, Lithuanian, African, Polish and other cultural heritages are touted to attract visitors who spend money throughout our economy. Tourism in Baltimore city alone generates 12,600 jobs and a total annual economic impact of \$1 billion (1988)...



### ...Systems for Change

*Our Empowerment Zone strategy capitalizes on the strengths of the Baltimore area economy in a wholly new way by:*

- Direct involvement of the Empowerment Zone communities in their own economic revival through the development of strong partnerships and the establishment of a comprehensive community driven economic development system.



- Development of a comprehensive network of economic resources and employment opportunities with community based access and community participation in the preparation of their residents for the emerging opportunities.

- Advancing innovative education-employment linkages to an expanded level through the creation of industry focused pipeline that will engage major employers from growth industries in the establishment of skill enhancement programs that will prepare residents for employment opportunities their industry.

- Redefining the welfare delivery system to connect young applicants immediately to subsidized employment and long term recipients to education and training focused on transitioning them from the system.

- Leveraging more than \$38 million in public and private investment targeted to Empowerment Zone economic development...

...The implementation of the economic opportunities components of our strategic plan will be coordinated through the Economic Opportunities Council (EOC), comprised of existing partnerships. The EOC will operate under the umbrella of the Empowerment Zone Management Corporation, through which it will be provided professional staff and contract out initiatives for implementation...

#### ...Key Components

Through our economic opportunities strategy, the end points on various continuums, such as school-to-work, become united. Job ready zone residents get linked to jobs in the mainstream economy.

The EOC will have primary responsibility for overseeing the refinement and implementation of these key components:

#### 1. Financing & Technical Assistance

- One Stop Capital Shop
- High Risk Capital Fund
- Empowerment Zone Tax Exempt Bond Loan Fund

- Economic Development Business Information Center
- Targeted Manufacturing Extension Service
- Business Management Service Initiative
- Business Skills Advisory Board
- Business Skills Training Adviser
- Customized Training Fund
- Entrepreneurial Training Institute

#### 2. "Zone Grown" Business & Industrial Development

- Life Sciences Growth District: Harbor Research District
- Key Manufacturing Sector Networks
- Entrepreneurship & Self-Employment
- Zone Business Products & Marketing Strategy
- Zone Spin-Off Businesses

#### 3. Industrial Parks Comprehensive Strategy

- Ecological-Industrial Park
- Carroll Park/Fairfield Industrial Areas
- Infrastructure Improvements
- EZ Industrial Development Council
- State Enterprise Zone Designation
- Expanded Foreign Trade Zone Designation
- Baltimore Industrial & Commercial Trust

#### 4. Regional & Local Employment Opportunities

- On-the-Job Training Fund
- Life Sciences Training & Skills Development
- Employee Assistance Program
- Transportation Linkages
  - Improved Mass Transit to Fairfield Industrial Park
  - Reverse Commuting Van Service
- Customizing for "Zone Grown" Business & Industry
- Creating Industry Pipelines
- Physical Development-Generating Community Jobs
- Creating a Resource Network
- Subsidized Employment

Financing & Technical Assistance





### Strategic Plan: Chapter IV

## Financial Strategy: Commitments and Partnerships

### Overview

Strategic Vision for Change as developed by the Baltimore work groups and outlined in Chapter III contemplates a comprehensive approach to the transformation not only of the individual lives of the residents in the zone but also the community. This chapter provides you with a better understanding of how the Empowerment Zone Social Services Block Grant (SSBG) funds will be used, the level of commitments we have received from the partners, and the impact on the individual's ability to secure employment.

The goal of our Empowerment Zone application budgeting is to create a series of activities that builds on existing resources, expands services that have proven successful, and to use the Title XX funds as gap financing for our programs.

We have proposed a five-year action plan and budget. This is conceptual in nature as it is Baltimore's intent to continue the planning process to be prepared for an early start up immediately following award of the Empowerment Zone.

The proposed expenditure of funds mirrors our program activities.

ECONOMIC OPPORTUNITIES  
\$21,300,000

EDUCATION-JOB PREPARATION  
\$32,375,000

HOUSING  
\$4,200,000

COMMUNITY DEVELOPMENT  
\$990,000

COMMUNITY MOBILIZATION  
\$6,875,000

PUBLIC SAFETY  
\$3,490,000

HEALTH AND FAMILY DEVELOPMENT  
\$25,770,000

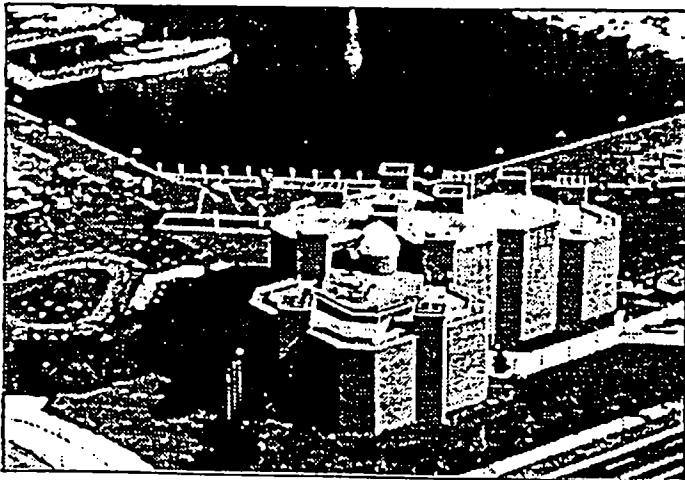
ADMINISTRATION  
\$1,000,000

EVALUATION AND MONITORING  
\$4,000,000\*

TOTAL \$100,000,000...

### ...ECONOMIC SELF-SUPPORT

The goal of economic self-support for zone residents is a critical theme underlying many of the proposed initiatives in our Empowerment Zone application. Through preschool enrichment, individualized instructional programming for all students, raised expectations for teachers and students, relevant and employment connected academic programs for adolescents, and extensive adult job training and literacy programs based on employers needs for the future, our education strategy will provide a continuum of life-long learning resulting in the capacity of each zone resident to become productive members of the community...



**...SELF-SUFFICIENCY...**

Self-sufficiency is a goal underlying many of the initiatives tailored to the youth and young adult population in our zone. Alternative educational programs such as schools-within-schools and in-school profit centers combine academic instruction with entrepreneurial training. An Entrepreneurial Training Institute will allow these and other individuals to continue to receive instruction and support for their entrepreneurial endeavors. Each Village Center will also have a computer network of information on available jobs and job training programs that residents can access to find out what employment opportunities exist, and what preparation and training programs are available to prepare them for the opportunities that interest them...

**...Highlights of Funding Strategies and Partnerships****LEADERSHIP TRAINING**

One of the most important aspects of our ability to create sustainable communities is to ensure that the leadership within the Village Center is prepared.

To this end we have an impressive array of institutions and organizations who have agreed to donate services to create a unified training curriculum which will run for the five years of the initial planning period.

The nationally recognized Development Training Institute, Baltimore's Citizen Planning and Housing Association, and Associated Black Charities have agreed to spearhead this effort. Three universities and a college have agreed to provide teaching support and the State Department of Housing and Community Development has agreed to provide scholarships for community residents to their very successful housing development and management courses...

**...EDUCATION...**

Enterprise Schools/School-Based Management- Area colleges and universities have committed to providing support in the form of staff development, internships, and consulting on an as needed basis to assist zone schools in developing effective school improvement teams. Additionally, the Greater

| Program                   | City               | State            | Non EZ Fed         | Private          | Foundations     | In-Kind         | EZ               | Total               |
|---------------------------|--------------------|------------------|--------------------|------------------|-----------------|-----------------|------------------|---------------------|
| Comm. Mob.                |                    |                  |                    |                  |                 | \$1,495         | \$6,875          | \$8,370             |
| Public Safety             |                    |                  | \$3,400            |                  |                 | \$675           | \$3,490          | \$7,565             |
| Comm. Dev.                | \$141,935.5        |                  | \$9,119.22         | \$23,100         |                 | \$740           | \$990            | \$175,884.22        |
| Housing                   | \$13,100           | \$67,000         |                    | \$135,100        |                 | \$2,200         | \$4,200          | \$221,600           |
| Family                    | \$12,955           | \$17,370         | \$20,855           | \$1,300          |                 | \$7,675         | \$25,770         | \$85,925            |
| Education                 | \$60               | \$17,170         | \$6,200            | \$500            |                 | \$4,030         | \$32,375         | \$60,335            |
| Ec. Opp.                  | \$41,450           | \$28,800         | \$6,109            | \$224,200        |                 | \$3,091         | \$21,300         | \$324,950           |
| Admin/Eval/<br>Monitoring |                    |                  |                    |                  |                 |                 | \$5,000          | \$5,000             |
| <b>TOTAL</b>              | <b>\$209,500.5</b> | <b>\$130,340</b> | <b>\$45,683.22</b> | <b>\$384,200</b> | <b>\$10,000</b> | <b>\$20,406</b> | <b>\$100,000</b> | <b>\$900,129.22</b> |

\* These funds are available but not budgeted for any particular category



Baltimore Committee will facilitate the formation of school/business partnerships and ensure the each School Improvement Team has a representative from the business community to assist it in implementing effective administrative/managerial strategies for the operation of the school.

**Empowerment Teachers Academy** -The Johns Hopkins University, Morgan State University, Coppin State College, and the University of Maryland will all participate in the program design, implementation, and ongoing staff development of a comprehensive program to elevate the quality of teaching in the zone through continual staff training in delivery of instructional programs, principles of efficacy and conflict resolution, and effective formal and informal assessment techniques...

#### ...ECONOMIC OPPORTUNITY...

##### Ecological Industrial Park

First is the combined commitment of the city, state, Cornell University and the private sector to move forward on the development of a prototype ecological industrial park.

This concept, developed through the work of our issue committee, in conjunction with the Environmental Work group at Cornell, calls for establishing an industrial park for waste recovery, recycling and shared use of resources.

We have developed a relationship with a waste recovery operator and a financing corporation that has committed to locate in Fairfield and fully participate in the development of the Ecological Industrial Park. The commitment includes access to a \$50 million line of credit and the employment of up to 80 zone residents at a "living wage" or better.

The City has already retained a consulting firm to begin the work of siting the park and discussions have started with the state concerning their contribution through the Maryland Industrial Land Act funding. The city will request assistance from the federal Economic Development Administration.

The Industrial Land Trust will be used to work with the private property owners to create a partnership for the reuse of the land in conjunction with the city.

The community leaders from the residential area surrounding Fairfield have been to Nova Scotia to see a waste recovery operation as the beginning of an anticipated 8 month community planning process...

#### ...One-Stop Capital Shop

The One-Stop Capital Shop is fully explained in Volume II Appendix. However, the Empowerment Zone planning process has successfully pulled together the major banks and alternative capital funders. They have agreed to combine their financial resources and their talents to better assist the existing and aspiring small business community in the Zone.

Additionally, the City's Office of Employment Development has agreed to participate in the Shop to ensure that as businesses receive assistance, that Zone residents will automatically be linked to new employment opportunities.

The combined financial resources of the Shop will bring over 20,000,000 revolving dollars to the Empowerment Zone immediately. Our partnership is prepared to open the doors on November 1, 1994.

#### Zone Spin-Off Business

The University of Maryland Medical System and the Council for Equal Business Opportunity, Inc. have begun the process for creating the first community-based business which will employ residents to provide a service to the Hospital which traditionally has been farmed out to private business not located in the community.

This commitment on the part of the hospital means employment opportunities for Zone residents as well as the revolution of capital in the community to support other businesses. This type of partnership, which is important in our strategic vision, is a lost cost way to build options for residents as well as economically sound communities...

#### ...State...

The State will designate the entire Empowerment Zone in Baltimore a State Enterprise Zone to provide an additional, and significant, incentive for businesses to stay in or expand into the Zone...

#### ...Commitments

The overall budget of approximately \$1 Billion for the Empowerment Zone proposal is the result of the commitment of future resources, the reallocation and redirection of existing resources, and the significant contribution of in-kind services from a diverse group of agencies, organizations, institutions, and businesses. Each and every commitment strengthens Baltimore's Empowerment

Zone strategy and brings the goal of community empowerment and self-sufficiency that much closer to reality.

There are several organizations, however, that due to the significant role that organization plays in the economic health of the City and/or to the level of necessary expertise that player brings to certain initiatives, should be highlighted. The eagerness and willingness of these organizations to commit their resources for many of the programs included in the strategy are representative of the significant investment by these organizations in Baltimore's future. They include:

**The Johns Hopkins Medical Institutions**

**The Johns Hopkins University**

**The University of Maryland Medical System (UMMS)**

**UMMS, in partnership with CEBO**

**University of Maryland at Baltimore**

**NationsBank**

**Harbor Hospital**

**the World Alliance Merchant Finance Company**

**The Abell Foundation**

**The Morris Goldseker Foundation of Maryland**

**The Baltimore Community Foundation**

**Strauss, Macht, and Lockhart Vaughan Foundation...**



## ...EMPLOYMENT PLANNING...

### ...Land

We have land available in Fairfield for traditional industrial jobs as well as a proposed state-of-the-art ecological park. The Harbor Research Campus along Baltimore's waterfront will support the work of Baltimore's scientists and researchers working in the life sciences. This area has infrastructure in place and companies moving in. The Carroll Industrial area and the Central Avenue area provide centers for business expansion and relocation.

### Financial

With our One Stop Capital Shop, (OSCS) Zone businesses will be well served. This commitment of capital and technical assistance will permit businesses to expand, creating new employment opportunities for residents. One feature of our OSCS will be the placement of a human development specialist to work with all businesses availing themselves of the services. One requirement of receiving services from the OSCS will be agreeing to give Zone residents first option on new jobs created. Since the OSCS will be able to project job creations months ahead of start-up, the Village Centers will be able to prepare residents for new opportunities.

The Entrepreneurial Training Institute will be for residents interested in developing their own businesses. This is critical since, traditionally, employers hire new employees from the informal network that exists with the workers. One way to break into the informal network is to ensure that business start ups can happen in the Zone.

### Human

For Zone residents to avail themselves of the employment opportunities created in the zone, they must be prepared.

First, each Village Center will be supplied with the technology to make employment information available to the residents. The Village Centers will be linked to both the State and City job lists.

Second, each Village Center will have a job preparation program modeled after the very successful Genesis Jobs program that works with individuals on presentation skills, job searches, and follows the worker and employer for one year to ensure a good match and to intercede early when problems manifest themselves. We will develop



contracts with employers to use the program as a first source for new hires.

Johns Hopkins Medical Institutions and the University of Maryland Medical System have made commitments to participate in the first source hire when appropriate, as has the Columbus Center for Marine Technology.

Third, the EZMC will create a series of public service employment opportunities through the various initiatives that will be filled by Zone residents. This includes the Neighborhood Stewards, the Health Advocates, support positions, public infrastructure construction and housing rehabilitation jobs, and other positions required to implement the strategic vision. All of these positions will give Zone residents ready for full time employment the opportunity to enter the work world.

Fourth, through the Council for Economic and Business Opportunity we will create a series of business starts that will provide services to institutions in the region employing Zone residents. The first proposal being designed would create a medical transcribing service for the hospitals in the area. Other concepts to be pursued involve a van

service to connect workers with suburban employment opportunities, a temporary employment service, and security services for the industrial parks and commercial centers.

Fifth, since many of the adult residents have no formal job experience, it is the intent of the EZMC to aggressively use programs like VISTA, AMERICORPS, and Maryland Volunteer Corps to provide employment slots for zone residents who can provide needed support for the community and obtain employment skills simultaneously. Additionally, it is our proposal to introduce certain AFDC applicants to a jobs option instead of simply an entitlement.

Sixth, there will be several on-the-job training programs for new employees as well as existing workers looking to increase their earning capacity and mobility. These programs will be custom designed to fit the specific work place requirements.

Finally, we recognize that it is imperative that the education programs be relevant to the work world and have proposed a series of in-school, after school, and alternative educational programs that are school-to-work in nature.



## Strategic Plan: Chapter V

# Baltimore: Reinventing our Future

### Overview

The City of Baltimore has had a history of creativity and success in delivering services to its citizens. During the Empowerment Zone planning process, it became clear that if city government was going to be a successful partner in this process, it would have to be even more assertive in its manner of interacting with the citizen, its customer.

The city and state leadership involved heard the community concerns (outlined in Chapter III) and committed to responding. Specifically the initiatives and the commitments call for a government partner that:

- views itself as empowering rather than serving the citizen,
- relates to responsibilities to a vision of the future not rules,
- establishes outcomes to measure success not inputs,
- integrates the needs of the citizen as a reason for existing, and
- acts pro-actively rather than reactively.

Reviewing Baltimore's history, the city has established a variety of initiatives that demonstrate our commitment to innovation and creativity.



### Highlights of "Reinventing Initiatives"...

#### ...MANAGEMENT

The Empowerment Zone policy, implementation, monitoring, and evaluation will be undertaken by a partnership entity, the Empowerment Zone Management Corporation (EZMC) that is developed by the Advisory Council of the Empowerment Zone. The implementation could easily have been managed within a city agency. However the Mayor agreed with the concerns of the community. If this process were truly going to take the first steps and empower residents, the management must reflect the partnership...

#### ...HOUSING

##### 1. Community Management

Currently, scattered-site public housing is managed in the same manner as public housing complexes. Yet there is not the synergy or unity available to the tenants or the community to positively impact on tenant selection, eviction or physical management of the property.

The city's Commissioner of Housing is committed to decentralizing and privatizing the management of this housing. Commissioner Henson is particularly interested in furthering the model created by the Neighborhood Rental Services on the east side of the zone. Their model involves the larger community in tenant selection, welcoming the family to the community, conducting periodic site visits, and pursuing eviction against those families who choose to be bad tenants. This model connected the family directly to the community infrastructure and support systems as well as letting the family know the community norms for behavior...

##### ...2. Community Housing Review Board

It takes eighteen months or longer for a complaint against a landlord or a tenant to move through the system for resolution. The Empowerment Zone Management Council will set up a Housing Review Board to hear complaints on housing code issues. This will be a process that involves mediation and arbitration. Because it is community-based resolution, it will be able to



happen speedily. Most importantly, the justice agreed upon will have relevancy to the community.

#### **PUBLIC SAFETY**

There is a serious disconnect between communities and the justice system. Two elements of our strategy for change involves government reorganizing itself to help empower the community.

##### **1. Neighborhood Mediation Center**

We discovered in the planning process that it is often the nuisance crime that drive residents out of their community. They complained loudly that juveniles often had to wait a year or more before cases were heard by a judge. By this time, there was no longer any connection between the crime and the punishment. We are looking for a different process that requires swift hearing, involves the victim, and makes a direct connection between the crime and the punishment. Instead of this process happening in the adversarial world of our court system, the community envisions this taking place in a mediation center.

The Center would be manned by volunteers trained in the art of mediation and arbitration. Police, prosecutors, and the law centers have endorsed the concept of mediation centers to intervene in a system that has raised confrontation as the means to an end rather than reconciliation and responsibility...

#### **...EDUCATION**

Changing how the government as a collective entity must change to be more effective is one aspect of re-invention. The other is that the individual in government must change. No where is this more important than in our schools. For a variety of reasons, the community leadership believes that our teachers and administrators in the schools no longer have any expectation that the children in these neighborhoods can succeed. This lowered expectation of the student is only reinforced many times at home and in the community. But the school no longer is looked upon as a refuge of home. Through our planning process, the following initiatives were identified as crucial to simultaneously raising expectations and standards:

##### **1. Teacher's Empowerment Academy**

In our Empowerment Zone, we need to assist those responsible for the formal education of our young ones to recommit themselves to the notion

that every child does learn and can succeed. To this end we are going to create a Teachers' Empowerment Academy which will provide mentoring, seminars, support systems, tracking of new techniques curriculum, and support tools to build a stronger cadre of teachers in the community. The Academy will also work to reaffirm the self worth and importance of the teacher in the continuum of education. Finally, the Academy will work with other service providers and families in the community to ensure that children are prepared to learn when they enter kindergarten and to ensure that the school system produces graduates connected to a career path and life-long learning.



##### **2. Schools must belong to the community.**

Each school in the zone will be declared an Enterprise School and move to a system of site-based management over the next year. To help the community and staff, School Improvement Teams will be organized for those schools not having one and technical assistance from the universities and the business community will be made available to ensure success. Baltimore will remove the intermediary layer in the business of education and return the schools to the domain of the staff in the schools-and not to some bureaucrat miles away.

#### **FAMILY DEVELOPMENT**

The family is the base of the community. If the infrastructure is not present to support families in times of troubles, as well as provide a framework of values and expectations, it is difficult to build sustainable communities. We are strongly committed to reorganizing our approach to supporting families, including:



Each Village Center will have a Family Support Center. This center will be the "hub" where families with needs can go for assistance. However, their needs can go for assistance. However, their needs will no longer be treated categorically but rather through a complete needs assessment with the appropriate resources brought to bear without the family having to access three, four or more different structures.

The Family Advocate model calls for collaboration among agencies, both government and private, a lead support staff representing the family, and an assessment that affirms the positive elements of the family rather than highlighting the negative. Again the purpose of decentralizing the service and creating a team to respond, brings the providers out from behind their desks and regulations into an environment that reinforces positive action and resolution.

#### ECONOMIC OPPORTUNITY

Our strategy depends on the EZMC's ability to create job opportunities for the residents. The element of our strategy which could be defined as

reinventing government, besides the One Stop Capital Shop, is our Industrial Development Trust.

In the past, either the city intervened and directly purchased property that no longer was considered attractive in the market and publicly subsidized the redevelopment or the property sat unattended on the market until it collapsed or was torn down. We are proposing a mid-point intervention: an Industrial Trust Fund that actively works with property owners in targeted areas to prepare their properties for resale or occupancy. The Trust would share in the up side of the redevelopment, replenish its funds and then move on to the next project.

We believe this approach will shortcut the length involved in government intervention and provide incentives for private investment leveraged by the Trust dollars.

Linked to the "One-Stop Shop" (Housing Consortium) and the initiatives that the Trust could undertake, it has the potential to become the lead organization preparing the real estate piece of the equation that adds up to related jobs for the residents...



## Strategic Plan: Chapter VI Measuring Progress

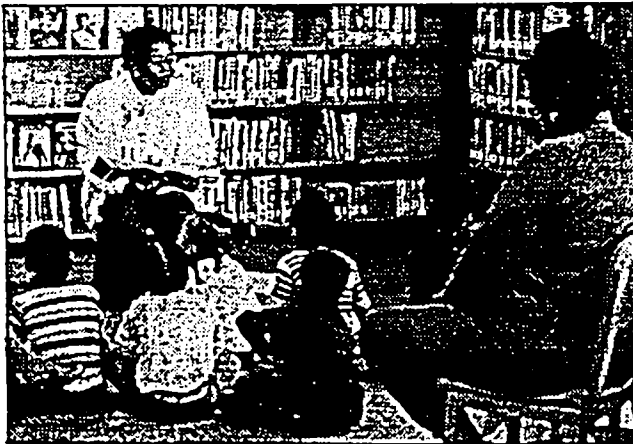
### Introduction

Our Empowerment Zone strategic plan is a comprehensive, long-term community revitalization strategy involving a series of integrated strategies. It involves substantial, structured community participation, numerous partnerships, and the "reinvention" of governmental practices and inter-governmental practices.

As such, our strategy requires strong, innovative procedural and institutional arrangements in its management and implementation arrangements in its management and implementation if it is to be deliverable and sustainable. Moreover, we believe that the management of Baltimore's Empowerment Zone initiative should be structured to have lasting, positive effect on the overall practice of community development throughout the city.

We focused considerable attention on how we would measure our progress. The basic design of our system includes:

- Management and Implementation
- Monitoring and Evaluation...



### ...Key Principles

We have established a number of principles for this design, including:

- **Deliverability**  
Defining specific program products and outcomes and ensuring that they are produced.
  - **Community Participation**  
Substantial, structured involvements in program development, management, implementation, and monitoring and evaluation.
  - **Capacity Building**  
Strengthened partnerships, organizations, and leadership of overall community development in our zone.
  - **Effective Management**  
Dynamic, cost-effective management and administration through a decentralized implementation that builds on the innovative work of existing organizations and their anchoring initiatives, such as Sandtown-Winchester, Historic E. Monument, and SECO (see plans in Volume II Appendix).
  - **Fiscal Accountability**  
Effective system for the management of the strategy's budget, including resources invested by the federal, state and local government, foundations, and the private sector.
  - **Communications**  
Access by all participants to all necessary information including strategy, detailed plan of action, performance targets, data bases, program data, and good practice standards.
- An interactive posting of communications concerning milestones, policies, events and access to a unique configuration of sophisticated data bases through the joint efforts of academic institutions and our public library system (an "information highway" that will operate at the neighborhood "street level."



## Organization and Procedures...

...1) **Action Plans.** Detailed action plans will be prepared for each program in the Empowerment Zone strategy...

...2) **An Empowerment Zone Management Corporation (EZMC)** will be established as the central management body of the entire Baltimore Empowerment Zone program...

...A Policy Board composed of 50 percent community representatives and 50 percent representatives from business, institutions and government, it will consist of approximately 70 to 80 members and will meet quarterly...

...3) **Village Centers.** At the community level, eight Village Centers will be established to oversee the development and implementation of the Empowerment zone strategy and mobilize strong community participation. The Village Centers will select and tailor Empowerment Zone programs to particular community conditions. They will be delegated responsibilities through a contract with the EZMC...

...4) **Contracts for Service Delivery.** Staffing the management of the Empowerment zone programs will be kept to a minimum by contracting out the delivery of particular programs and initiatives to existing (e.g. state and local government departments, community organizations service providers and specially created organizations, such as Economic Opportunity Council, Force for Change Training Institute, Community-Based Justice

Coordinating Council, Empowerment Teacher's Academy)...

...5) **Fiscal Accountability.** The fiscal component of the Empowerment Zone management is designed to maintain strong fiscal integrity and controls while allowing for program adjustments and mid-course changes by the Empowerment Zone governing body.

The Empowerment Zone organizational structure is summarized below, together with an indication of how the various fiscal activities of the Empowerment Zone project conform to it.

The Maryland State Department of Human Resources (DHR) will enter into an inter-agency agreement with the Empowerment Zone management organization to enable the Federal funds to pass directly from that agency to the Empowerment Zone. DHR will also provide technical assistance in establishing the accounting system for the Empowerment Zone governing body.

## ...Monitoring and Evaluation

A monitoring and evaluation team established by EZMC will be responsible for reviewing strategic plans, solving problems and arranging for technical assistance, working on an ongoing basis with the organizations and people charged with carrying out the initiative, bringing concerns or problems to the EZMC, preparing regular reports on the progress of the programs and, when appropriate, making mid-course corrections to the strategic plan. There will be three "core" types of monitoring and evaluation activities carried out by EZMC...



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## *The Newsletter for Baltimore's Empowerment Zone*

February-March 1996

Number 2

### Diane Bell Named President/CEO

In December the **Board of Directors of Empower Baltimore Management Corporation (EBMC)** unanimously selected **Diane Bell** as president and chief executive officer of the corporation. The announcement came six months after Mrs. Bell was named interim president/CEO and a national search was begun to fill the position.

Under Mrs. Bell's leadership Baltimore was the first Empowerment Zone city to fulfill federal requirements to begin using Title XX Block Grant funds. Also Mrs. Bell has developed and implemented an Advisory Council to provide advice regarding the development, implementation and management of the Empowerment Zone Strategic Plan



Diane Bell,  
EBMC President

Continued on page 5, column 1



Mayor Kurt L. Schmoke addresses Zone residents in December of 1994 after Baltimore was designated an Empowerment Zone City. Secretary of HUD Henry G. Cisneros and Senator Barbara Mikulski joined the Mayor for the announcement. Here's what has happened since then.

### EBMC Approves 6 Village Centers

#### Fairfield, Wagner's Point Residents Join Together

On February 1, the Executive Committee of the Empower Baltimore Management Corporation (EBMC) Board approved **Poppleton's** and **Harlem Park/Lafayette Square's** applications to become Village Centers. Now all six Village Centers are approved.

Since the last newsletter, **East Harbor's** application to become a Village Center was also approved. The East Harbor Village Center, which encompasses the neighborhoods of Little Italy and Fells Point and part of Washington Hill, is located South of **Historic East Baltimore Community Action Coalition** in East Baltimore.

Poppleton and Harlem Park/Lafayette Square are situated between **Self-Motivated Community People** and **Washington Village/Pigtown** in West Baltimore as Village Centers in the Empowerment Zone.

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Community . . . Education . . . Jobs . . . Change **EMPOWER BALTIMORE!**



# EMPOWER BALTIMORE MANAGEMENT CORPORATION

111 S. Calvert Street, Suite 1550 ■ Baltimore, MD 21202 ■ 410/783-4400 ■ Fax 410/783-0526

## EMPOWER BALTIMORE MANAGEMENT CORPORATION'S

### *KEY PRINCIPLES OF POLICIES AND OPERATIONS*

- ◆ **Sustainability:** of any program or strategy developed for the implementation of the Strategic Plan.
- ◆ **Deliverability:** defining specific program products and results and ensuring that they are produced.
- ◆ **Community Participation:** broad-based, sustainable, structured community involvement in community-based planning and zone-wide planning, program development, management, implementation, monitoring, and evaluation.
- ◆ **Capacity Building:** strengthened partnerships, organizations and leadership of overall community within the Zone.
- ◆ **Effective Management:** dynamic, cost-effective management and administration through decentralized implementation that builds on the innovative work with existing organizations and other local state, federal and Zone-wide anchoring initiatives.
- ◆ **Performance Monitoring:** continuous tracking and assessment of processes, programs, institutions, contractors and results of the implementation strategy and feedback of data into management of Empowerment Zone strategies, programs and reporting to the federal government and/or other supporting bodies.



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- ◆ **Performance Monitoring:** continuous tracking and assessment of processes, programs, institutions, contractors and results of the implementation strategy and feedback of data into management of Empowerment Zone strategies, programs and reporting to the federal government and/or other supporting bodies.

## **STRATEGIC PLAN**

The Strategic Plan of Empower Baltimore Management Corporation pursues the vision for change developed by the partnership of community residents, businesses, institutions, and government that presented Baltimore's application for the award of an Empowerment Zone. This vision includes:

- ◆ The mobilization of Zone residents and communities to achieve a profound and lasting change in the Empowerment Zone neighborhoods.
- ◆ Transformation of Zone areas into inviting neighborhoods of choice.
- ◆ Creation of a safe, drug-free environment in which all residents, and particularly youth, are free to lead normal, productive lives.
- ◆ Majority home-ownership and decent affordable housing for all.
- ◆ An integrated community service and resource system which is immediately and easily accessed.
- ◆ Employment opportunities for all Zone residents.
- ◆ Education and training which fully qualifies area youth for job opportunities.
- ◆ Enhanced opportunities for Zone residents to become self-sufficient and upwardly mobile.

This Plan outlines the strategies for achieving this vision in Baltimore's Empowerment Zone -- three non-contiguous areas of the City: East side, West side, and Fairfield (as shown in the attached maps). The fundamental and underlying purpose of the strategy is to provide enhanced opportunities for employment and employment readiness for residents in the Zone.

Baltimore's Strategic Plan for implementing our vision has seven strategies: community mobilization; community development; public safety; housing; health and family development; education, training and literacy; and economic opportunities. Together they address the human, economic, physical, and community development aspects of the problems in the Zone, and form a framework for the actions of our empowerment initiative.

In the context of this strategic vision for change, the Plan seeks to achieve sustainable community development, community-based partnerships and access to economic opportunity. It is founded on the principles of neighborhood and neighbor-based activity, balanced and connected resources for meeting human needs, and a human scale of development and service delivery. It emphasizes restoration and renovation over demolition and new construction.

The Plan's central mechanism for broad-based community participation and decision-making will be Village Centers located throughout the Empowerment Zone. The Empowerment Zone's strategies will be carried out by a series of Action Plans which the Village Centers and Empower Baltimore Management Corporation will plan and implement.

The Plan requires that each Action Plan satisfy, where relevant, each of the following criteria:

- ▶ Action Plans will be linked to job creation, job access, or job readiness.
- ▶ Action Plan funds will not replace existing fund sources.
- ▶ Projects will be completed or self-sufficient or adopted by agencies as alternatives or additions to current operations in five years.
- ▶ Village Centers will be the vehicle through which Enterprise Zone Programs are made accessible in the Zone.
- ▶ Jobs will not be relocated from outside.

Village Centers will provide a democratic process for Action Plan implementation. Key functions of each Village Center include:

- ▶ Mobilizing broad-based participation by community residents and groups; promote the implementation of selected Action Plans; and develop, where requested, community-based plans.
- ▶ Helping to enrich the collective life of the community.
- ▶ Resolving conflicts and differences within the Village Center.
- ▶ Serving as a gathering place.
- ▶ Connecting residents to opportunities, particularly the opportunity to participate in the development and operation of the Village Center.

- ▶ In conjunction with the EBMC Board, developing a neighborhood information network.
- ▶ Serving as a site for coordinated volunteer efforts.
- ▶ Serving as Neighborhood Empowerment Welcome Stations (NEWS).

Up to eight Centers will be created. Each Village Center will be a coalition of adjoining neighborhoods, local businesses, religious organizations, institutions, and government.

In each Village Center, Empowerment Zone funds will support an Executive Director, a Neighborhood Steward who will function as lead community organizer, and related administrative overhead. Village Centers will access the full range of neighborhood programs and services provided through the Plan's seven strategies and their individual Action Plans.

#### 1. **Community Mobilization**

The first cornerstone of Baltimore's Empowerment Strategy is to organize and mobilize Zone communities to effectively address local problems. Our goal is to establish community ownership of Zone initiatives. Community mobilization will include systems for ongoing citizen participation and management of Zone actions, access to resources and information, leadership development and necessary training.

Village Centers are, of course, the first step in community mobilization. Technology which would directly link the Centers with the Information Highway is a potentially invaluable tool for this strategy. Job banks, service networks, and training opportunities could be assessed in each Center for example.

Partners providing support and training and community leadership include Johns Hopkins University, Morgan State University, the University of Maryland, Coppin State College, Citizens Planning and Housing Association (CPHA), the Neighborhood Reinvestment Corporation, and the Development Training Institute. City resources include planners and community service staff in the Department of Planning and Housing and Community Development.

## 2. **Community Development**

The second component of our strategy is revitalization of Zone neighborhoods to create physical environments which become locations of choice. Our goal is to produce community directed revitalization plans which enhance open space, offer neighborhood shopping, employment, and cultural opportunities, and assure safe, healthy neighborhood buildings. Furthermore, there must be systems and creative mechanisms for implementing these plans, and maintaining clean, attractive communities on a permanent basis.

An initial Community Development Action Item may be the local preparation of a Village Land Use Plan. Such a Plan would identify desired locations for housing, stores, industry, public services, parks, and streets. It would then guide new development and decisions about capital improvement investment.

Partners in the community development strategy include local banks and colleges and universities, as well as city and state planning and development agencies.

## 3. **Public Safety**

The next plan component envisions the assurance of safe, secure neighborhoods in which people choose to live, work, and invest. Our approach includes increased area police presence, promoting community involvement in making neighborhoods safe, testing creative methods of improving the criminal justice system, and building defensible space at every opportunity. There will also be an emphasis on enhancing the sense of security in commercial and industrial areas of the Zone with the aim of making businesses more comfortable with remaining, expanding or locating in the Zone. Partners in these endeavors include state and local public safety agencies and courts, and the University of Maryland Law School.

One possible public safety Action Item is the formation of a Community Justice Coordinating Council. The Council would be composed of representatives

from all agencies who make up the Criminal Justice System. It would meet regularly with Zone representatives to directly link and share information with Zone residents.

#### 4. **Housing**

The vision of the housing strategy is that home ownership in the Empowerment Zone increases, decent housing for all neighborhood residents is guaranteed, and community management of much of each neighborhood's rental housing is established. Financial and organizational mechanisms to carry out this strategy will be tested and put into operation.

An example of a potential housing Action Item is the organization of a Housing Consortium composed of housing development organizations which would work with Village Centers and coordinate resources to speed implementation of Village Master Plans. Partners in this strategy are local community development corporations, the Greater Baltimore Committee, University of Baltimore, Johns Hopkins University and hospital, the University of Maryland at Baltimore, University Hospital, the Neighborhood Reinvestment Corporation, the Community Development Finance Corporation, and banks, along with city and state housing agencies.

#### 5. **Health and Family Development**

This component of our strategy addresses the needs of the whole family in the Zone, building the capacity for each Zone child and family to become self-sufficient, safe, and healthy within the content of supporting work force development (jobs, job readiness, and job access). The strategy is to offer coordinated, integrated, and decentralized service delivery in areas of child development, day care, family strengthening, health, and substance abuse treatment. The goal is to keep Zone families healthy and intact.

A possible action item here is the location of family advocates in Village Centers. The advocates could connect parents in the Zone with appropriate family support services throughout the City and region.

Partners in the Health and Family Development Strategy include the Maryland Committee for Children, Friends of the Family, local community based non-purified services such as Family Place in East Baltimore, area colleges, universities and medical centers, and local and state agencies.

## 6. **Education, Training and Literacy**

The sixth plan vision is to establish increased community participation in the management of schools and the design and delivery of job training programs. School expectations and standards will be raised. Alternative programs for youth and literacy training will be offered. To the extent possible, the delivery of job training programs will be connected with job commitments. The aim is for all residents to be prepared for gainful, meaningful employment. Partners in these initiatives include Kennedy Krieger, and area colleges and universities.

Job preparation and basic skills training might, for example, be located in each Village Center offering neighborhood residents special training in work ethics, employability and overcoming employment barriers. More job specific programs would likely be provided by existing sources, with Village Centers assisting residents with access and cost. A trial welfare reform program may also be established.

## 7. **Economic Opportunities**

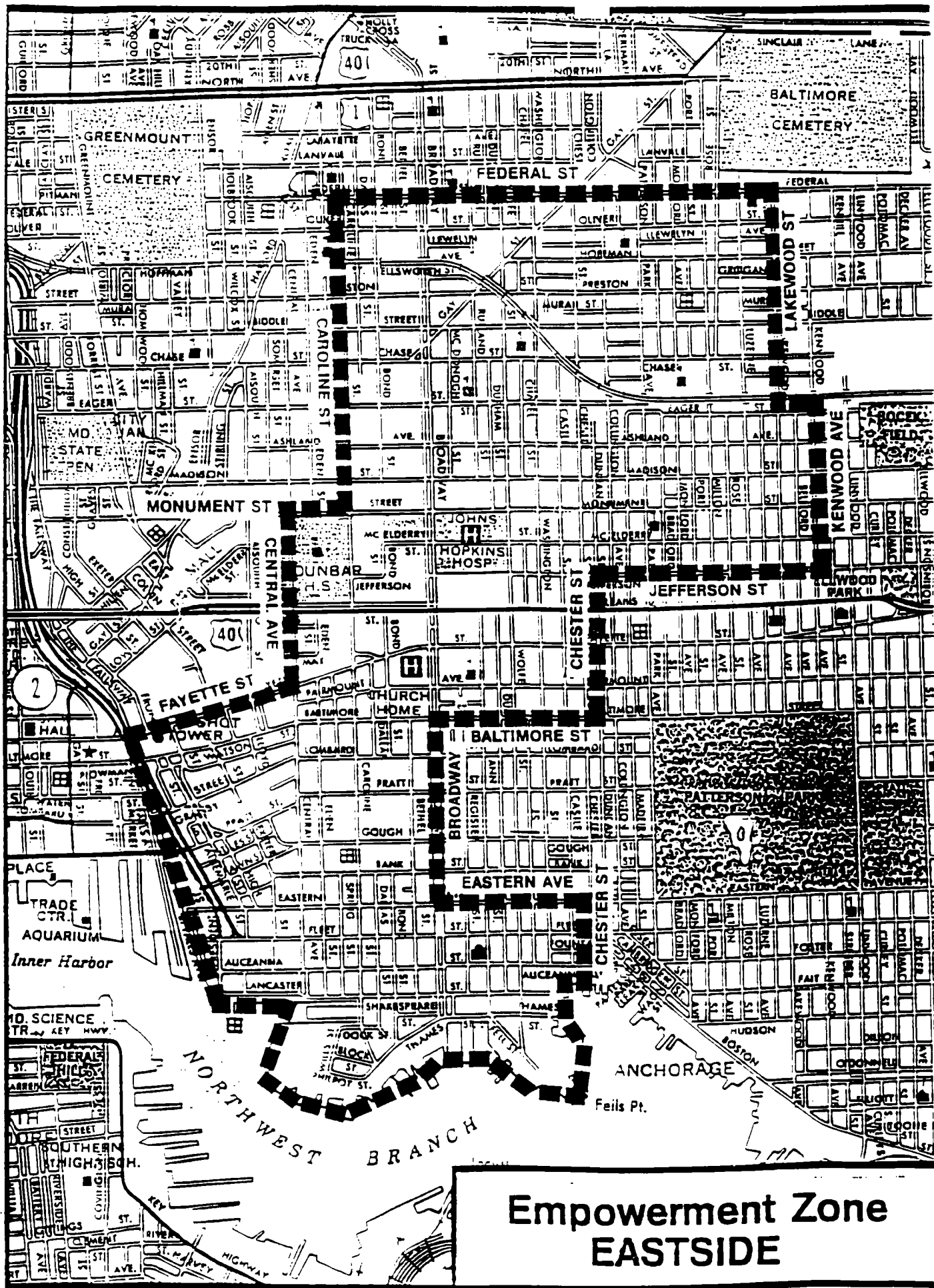
The final, and primary, plan component ties Zone residents to economic opportunities both in the Zone and throughout the region. The strategy is to develop local businesses within the Zone, and provide Zone residents access to mainstream jobs in the region. The goal is more and better jobs, increased Zone ownership of economic activity, and stronger linkages to existing jobs. Partners in this strategy include area colleges and universities, Johns Hopkins, University of Maryland Medical Center, and the Council for Economic and Business Opportunities (CEBO).

One promising economic opportunity initiative is the creation of an Ecological Industrial Park in Fairfield. The Park would attempt to attract industries which retrieve and recycle usable components of waste from other

Fairfield companies. Even contaminated soil from Fairfield might be the raw material for a soil reclamation enterprise.

Another example of a possible economic initiative is a business service center which would offer small businesses a full range of needed services and advice including business planning, accounting, legal services, and access to capital.

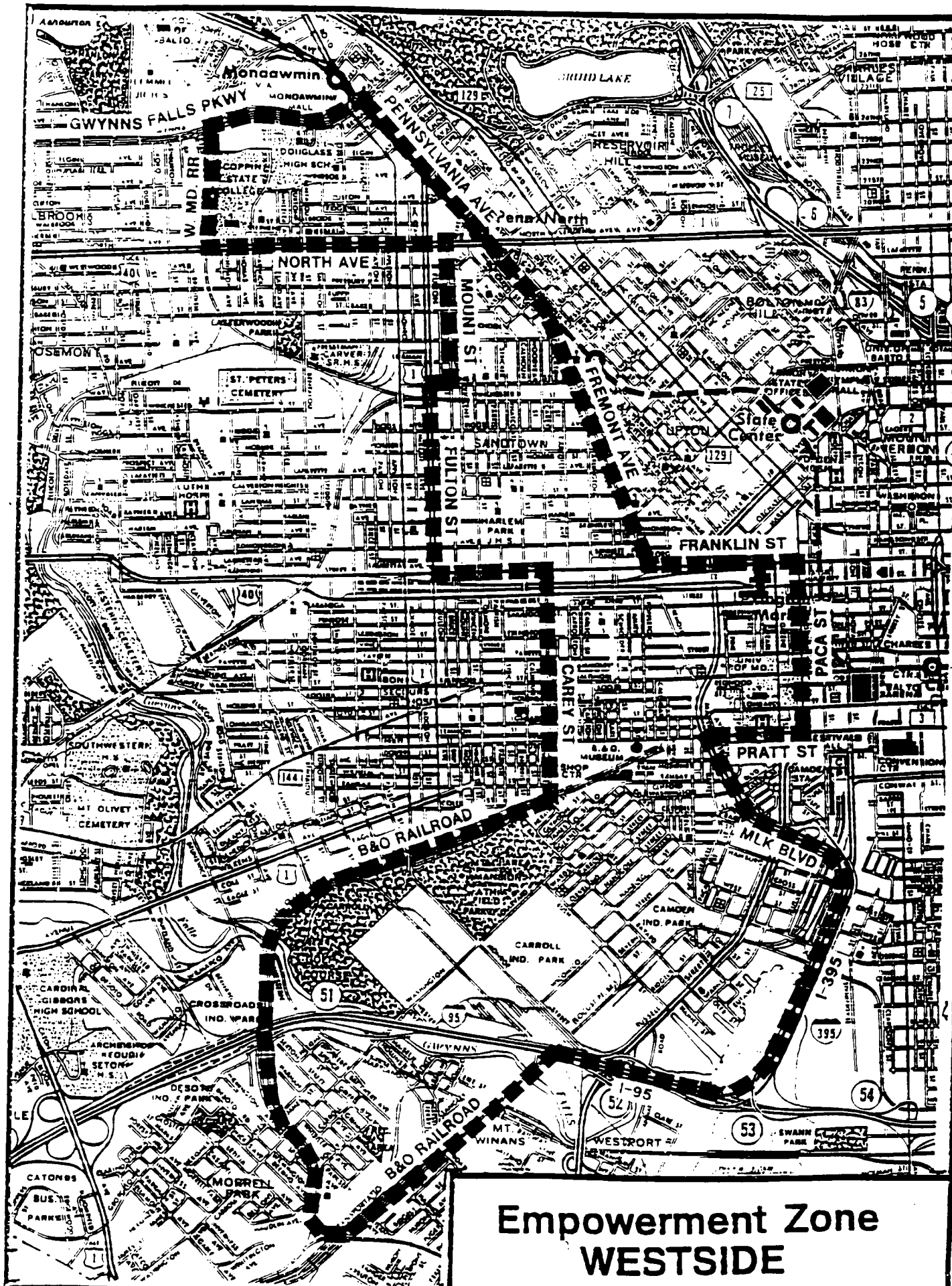
Together these strategies comprise Baltimore's approach for achieving its vision for change in its Empowerment Zone. Over the next five years, we expect that the implementation of Action Plans directed by these strategies and developed through our Village Centers will achieve dramatic revitalization of our Empowerment Zone.



## Empowerment Zone EASTSIDE

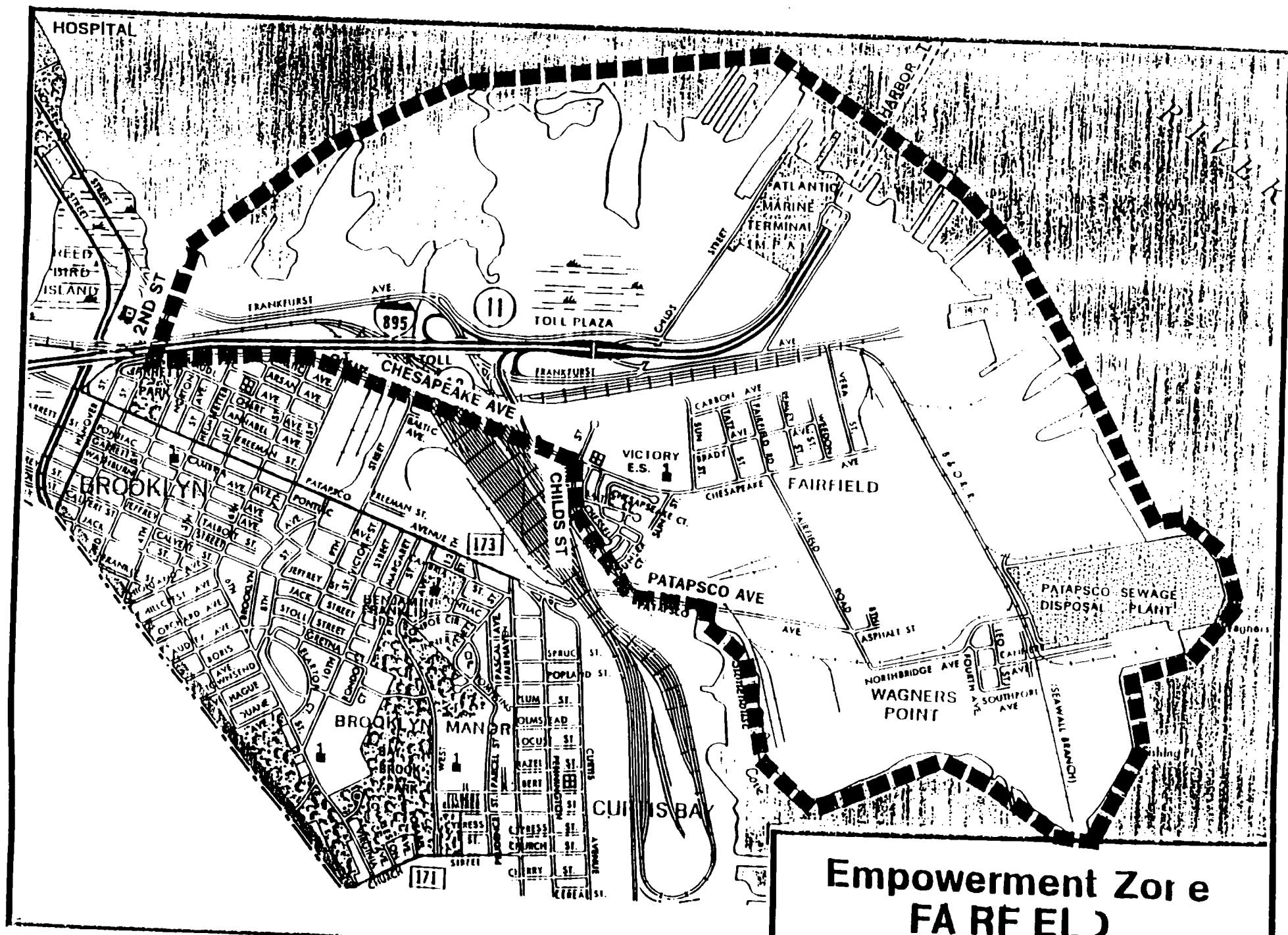
Baltimore City Department of Planning





## Empowerment Zone WESTSIDE







# EMPOWER BALTIMORE MANAGEMENT CORPORATION

111 S. Calvert Street, Suite 1550 ■ Baltimore, MD 21202 ■ 410/783-4400 ■ Fax 410/783-0526

## **PROCUREMENT POLICY MODIFICATION**

Use of guidelines for community based action items was approved in concept by the Executive committee on December 21, 1995; the committee requested additional details on the proposed format.

The following is the proposed content for community-based EZ application items:

### **Purpose**

The guidelines are not intended to be prescriptive on how to achieve the outcomes; rather it will define the parameters and expected outcomes of the action item(s) based on Board policy, on EBMC's strategic plan, and the HUD approved benchmarks.

### **General Expectations**

- Response will include approval by the Village Center Board of Directors and where appropriate input from community and institutional partners based on Village Center boundaries.
- Response will be linked to the Village Center's broader strategic plan/vision including definition of their expected outcomes, how this action will eradicate the specific problem(s) and/or how the action item will be sustained at the conclusion of Title XX funds.
- Will include specifications on linkage to other Village Center partners and how they will leverage the Title XX to obtain other resources, where appropriate.
- Response will include a method to ensure on going performance monitoring by Village Centers.
- Will include the description of the proposed method of delivery, related infrastructure and identification of potential subcontractors, (if appropriate).
- EBMC will identify reporting requirements and expected interaction with EBMC's evaluation contractors.
- EBMC will identify general MBE/WBE guidelines.

### **Parameters**

- This area will be determined by the specific Board policy governing action item(s) as defined in the strategic plan, HUD approved benchmarks, and HUD guidelines for Empowerment Zones.

### **Budget**

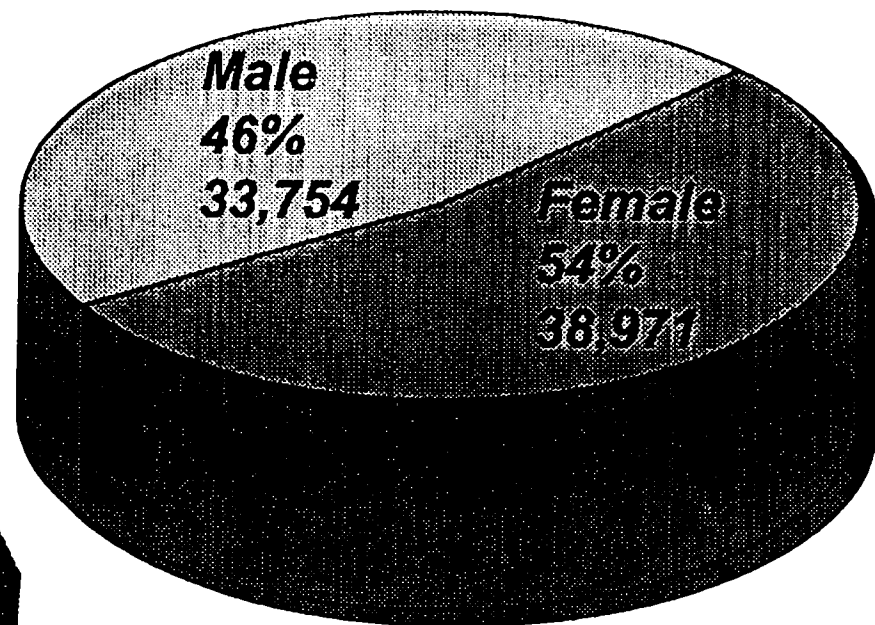
- Itemized Budget
- If other resources are required beyond the Title XX funding, those other sources or potential source(s) of funding will be identified. (This can include in-kind resources from Village Center Board members, community partners, City government, foundations, etc.)

### **Title XX Funding**

- The yearly funding amount of Title XX funding allocated for the action item(s) including the formula allocation per Village Center (based on Board Policy).

# *Empower Baltimore*

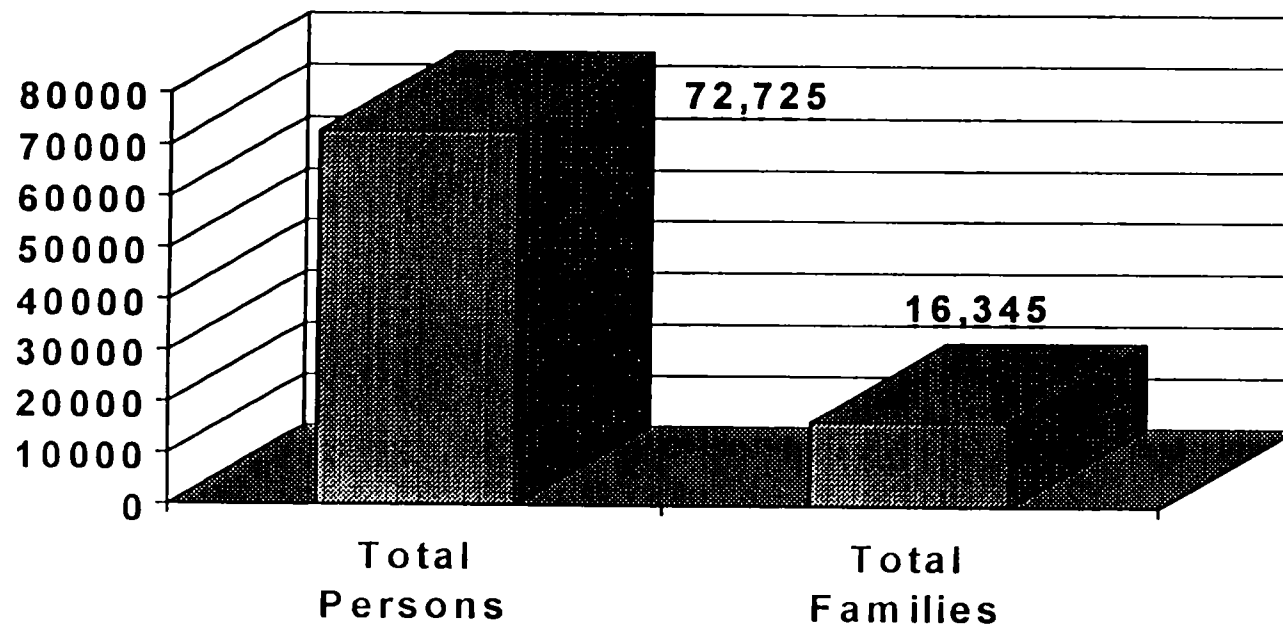
## Gender



Source: 1990 Census

# *Empower Baltimore*

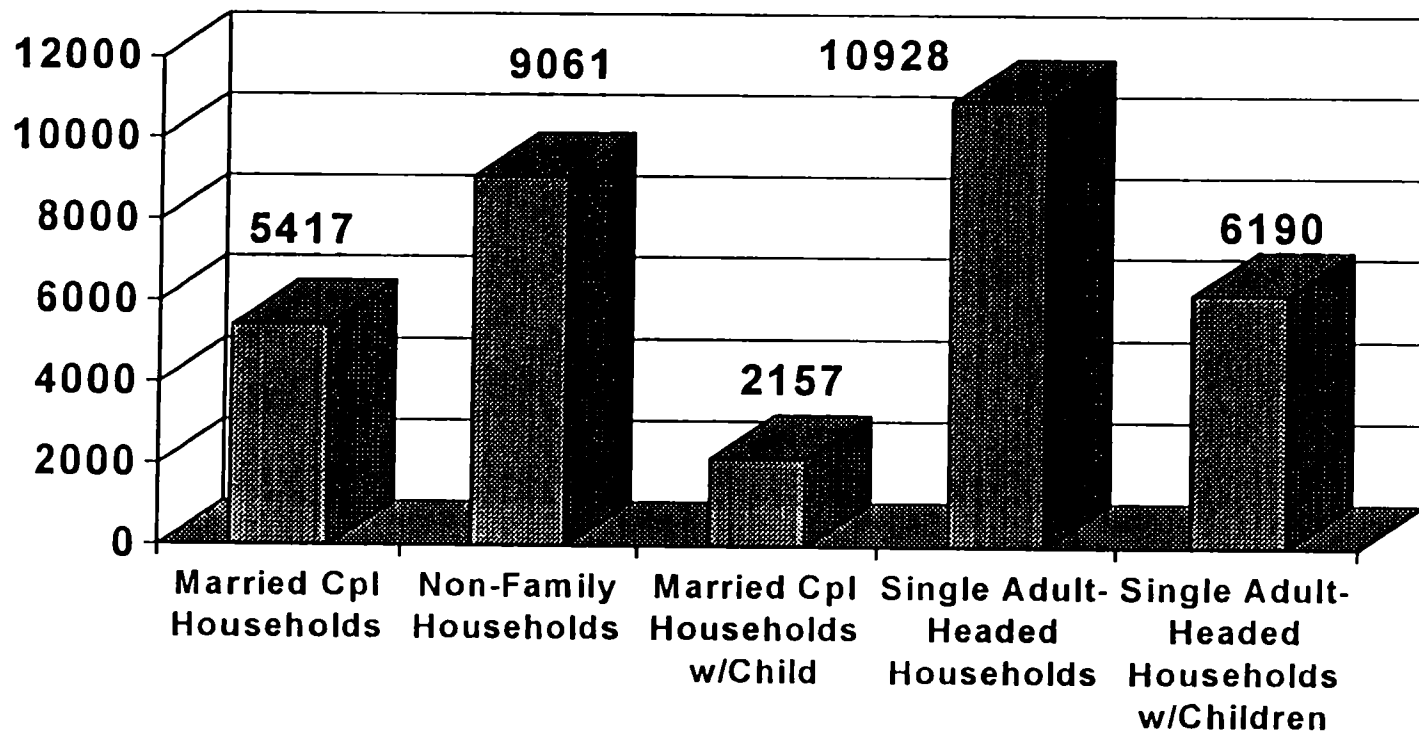
## Families and Total Persons in the Zone



Source: 1990 Census

# *Empower Baltimore*

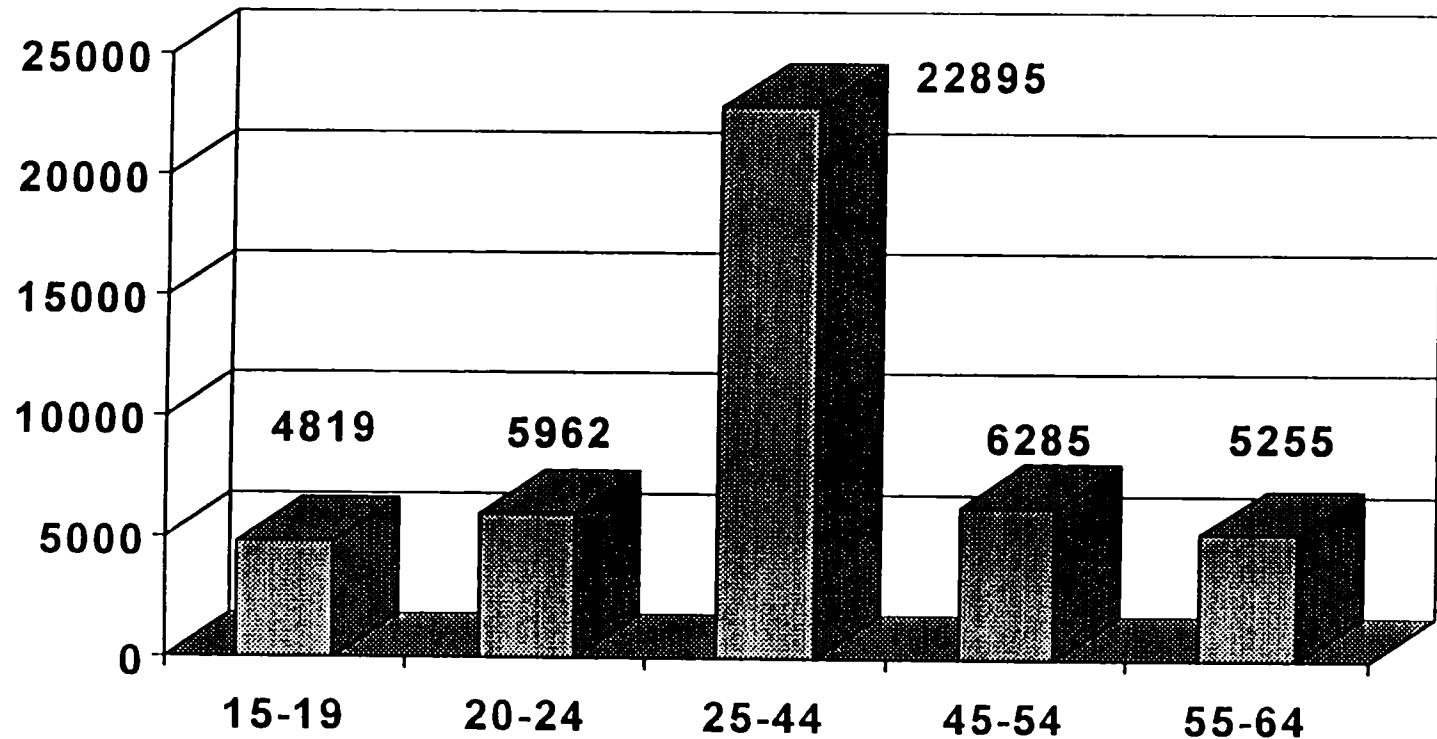
## Household Types



Source: 1990 Census

# *Empower Baltimore*

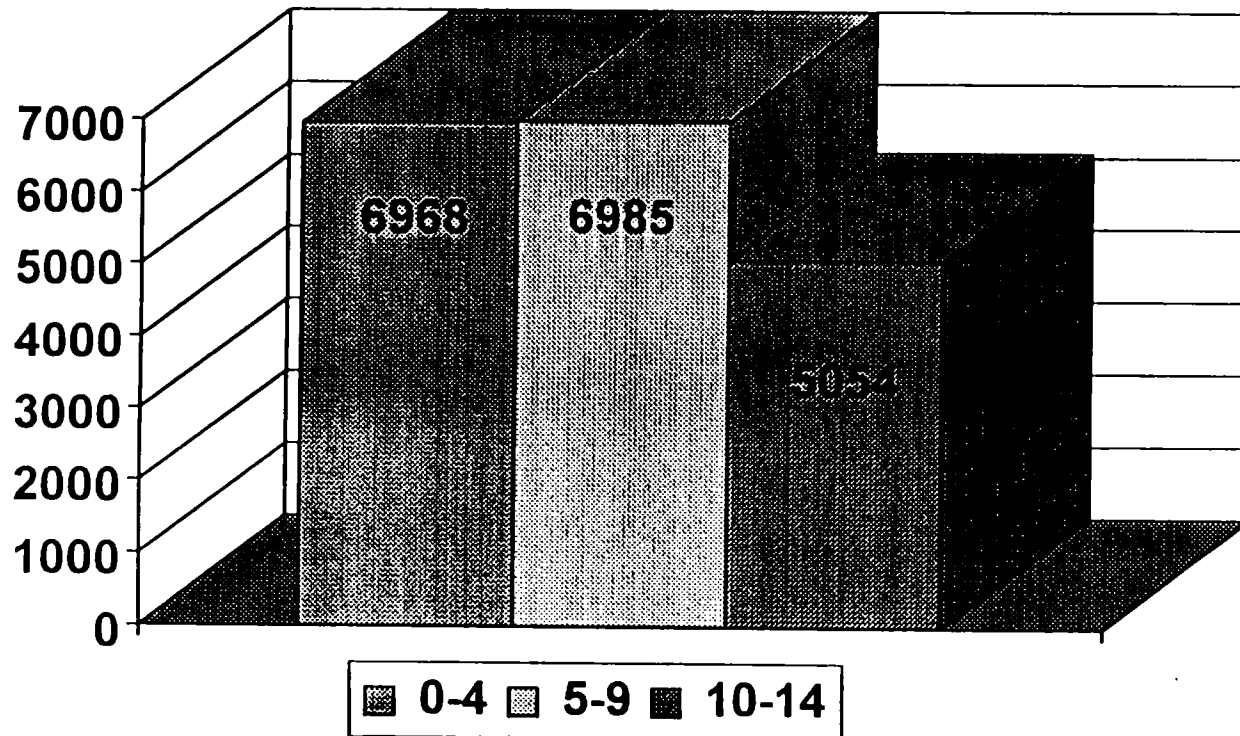
## *Zone Population by Age Group*



*Source 1990 Census*

# *Empower Baltimore*

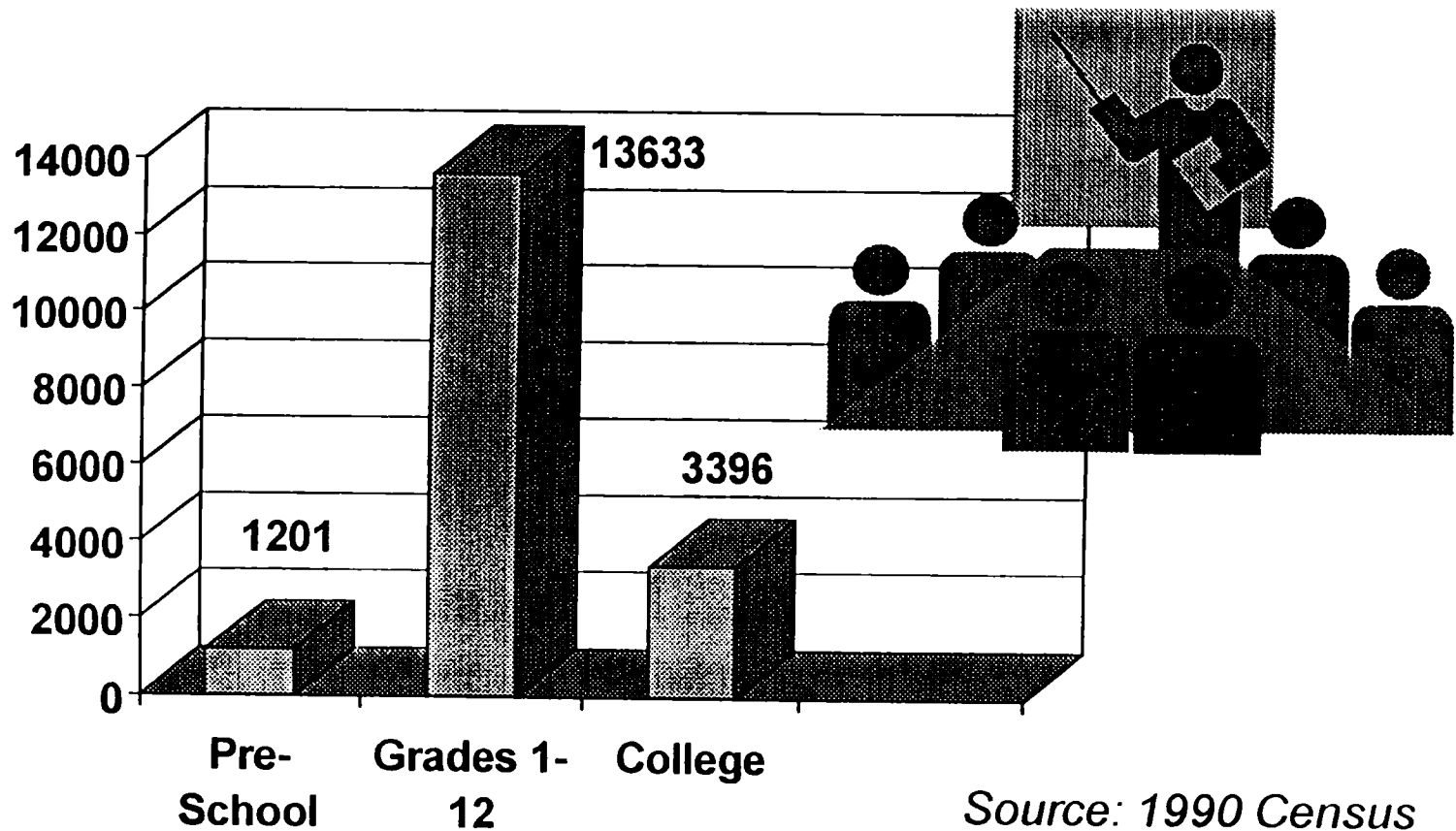
## Children in the Zone



Source: 1990 Census

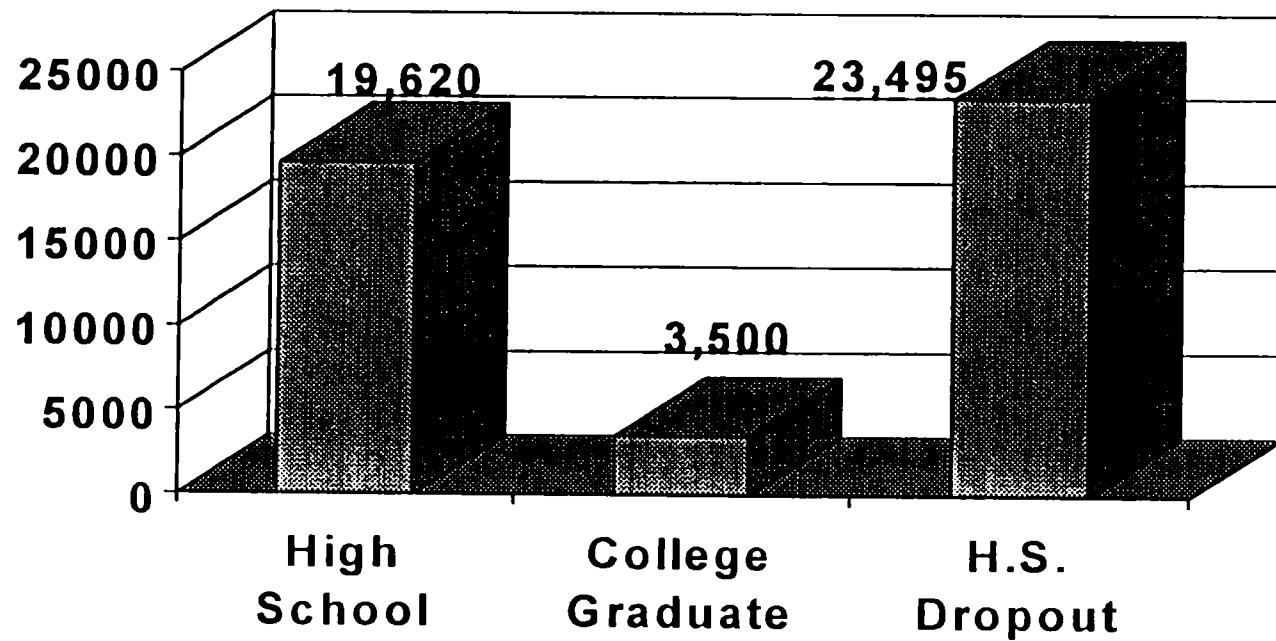
# *Empower Baltimore*

## Children in School



# *Empower Baltimore*

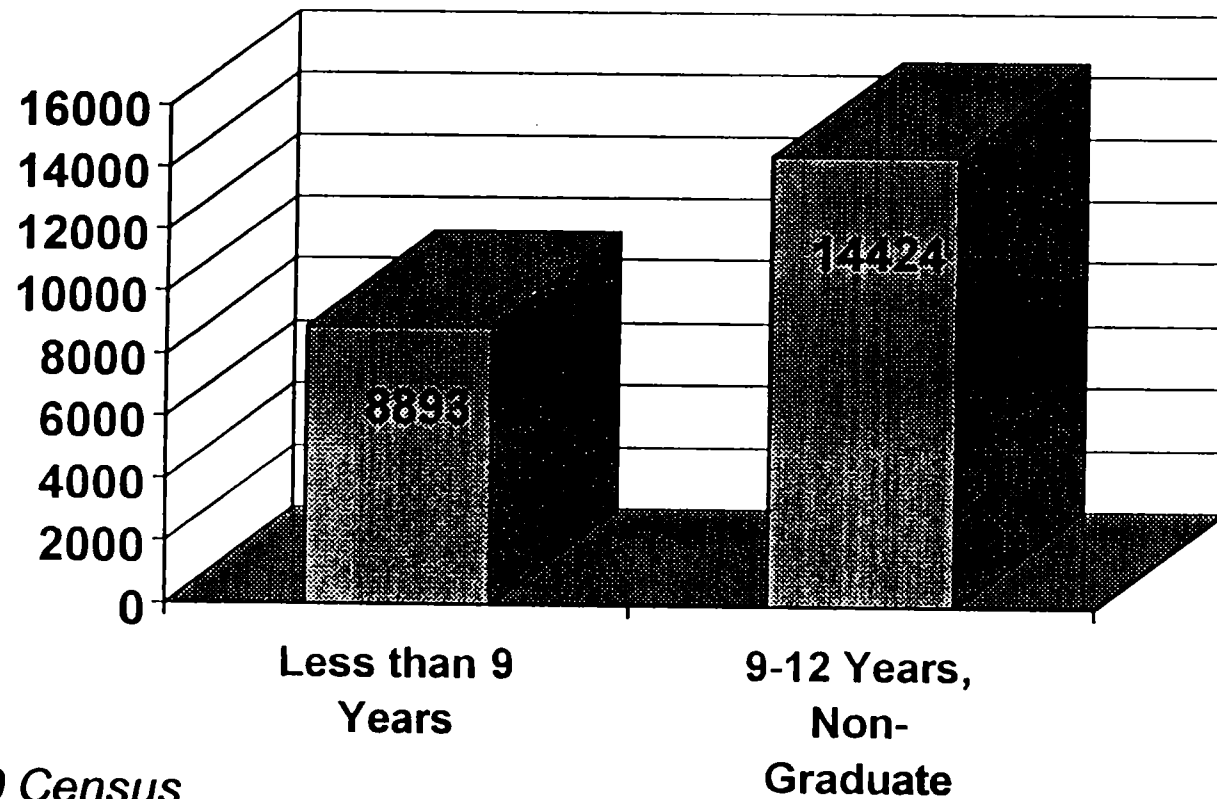
## Educational Attainment



Source: 1990 Census

# Empower Baltimore

## Persons 25+ of Age without High School Completion



Source: 1990 Census

## Demographic Change

|                                          |                   |                   |                   |
|------------------------------------------|-------------------|-------------------|-------------------|
| State population under age 18            | 1990<br>1,162,000 | 1993<br>1,241,000 | 2000<br>1,405,000 |
| Percent of state population under age 18 | 1990<br>24.3%     | 1993<br>25.0%     | 2000<br>26.4%     |

## Social Characteristics

|                                                                           |                |                   |
|---------------------------------------------------------------------------|----------------|-------------------|
| Percent of women giving birth in 1990 who received adequate prenatal care | STATE<br>76.8% | NATIONAL<br>68.3% |
|---------------------------------------------------------------------------|----------------|-------------------|

|                                                      |                |                   |
|------------------------------------------------------|----------------|-------------------|
| Percent of children without health insurance in 1992 | STATE<br>11.1% | NATIONAL<br>13.0% |
|------------------------------------------------------|----------------|-------------------|

|                                                                      |               |                  |
|----------------------------------------------------------------------|---------------|------------------|
| Percent of children living in households without a telephone in 1990 | STATE<br>4.5% | NATIONAL<br>7.8% |
|----------------------------------------------------------------------|---------------|------------------|

|                                                                |                |                   |
|----------------------------------------------------------------|----------------|-------------------|
| Percent of adults (age 25+) with a high school diploma in 1993 | STATE<br>82.6% | NATIONAL<br>80.2% |
|----------------------------------------------------------------|----------------|-------------------|

|                                                                         |              |                 |
|-------------------------------------------------------------------------|--------------|-----------------|
| Percent of 4th grade students scoring below basic reading level in 1992 | STATE<br>17% | NATIONAL<br>13% |
|-------------------------------------------------------------------------|--------------|-----------------|

|                                                                             |              |                 |
|-----------------------------------------------------------------------------|--------------|-----------------|
| Percent of 4th grade students scoring below basic mathematics level in 1992 | STATE<br>13% | NATIONAL<br>11% |
|-----------------------------------------------------------------------------|--------------|-----------------|

## Income and Poverty

|                                                 |                   |                      |
|-------------------------------------------------|-------------------|----------------------|
| Median income of families with children in 1992 | STATE<br>\$42,400 | NATIONAL<br>\$35,100 |
|-------------------------------------------------|-------------------|----------------------|

|                           |                   |                      |
|---------------------------|-------------------|----------------------|
| Per capita income in 1993 | STATE<br>\$23,900 | NATIONAL<br>\$20,800 |
|---------------------------|-------------------|----------------------|

|                                                                                    |               |                  |
|------------------------------------------------------------------------------------|---------------|------------------|
| Percent of children in extreme poverty (income below 50% of poverty level) in 1992 | STATE<br>6.5% | NATIONAL<br>8.9% |
|------------------------------------------------------------------------------------|---------------|------------------|

|                                                                                                 |                |                   |
|-------------------------------------------------------------------------------------------------|----------------|-------------------|
| Percent of children in poor and near-poor families (income below 150% of poverty level) in 1992 | STATE<br>24.0% | NATIONAL<br>31.5% |
|-------------------------------------------------------------------------------------------------|----------------|-------------------|

|                                                                              |                |                   |
|------------------------------------------------------------------------------|----------------|-------------------|
| Percent of mother-headed families receiving child support or alimony in 1992 | STATE<br>28.7% | NATIONAL<br>31.8% |
|------------------------------------------------------------------------------|----------------|-------------------|

|                                                                         |                |                   |
|-------------------------------------------------------------------------|----------------|-------------------|
| State AFDC and Food Stamp benefits as a percent of poverty line in 1994 | STATE<br>65.4% | NATIONAL<br>65.4% |
|-------------------------------------------------------------------------|----------------|-------------------|

## Fathers and Families

Percent of children living in households with no adult male (age 21+) present

|               |       |
|---------------|-------|
| Maryland      | 15.7% |
| United States | 15.8% |

Percent of children living in neighborhoods where more than half of all families with children are female headed

|               |       |
|---------------|-------|
| Maryland      | 13.4% |
| United States | 7.2%  |

Percent of children living in neighborhoods where the majority of males (age 16+) worked less than six months of the year

|               |      |
|---------------|------|
| Maryland      | 4.7% |
| United States | 7.7% |

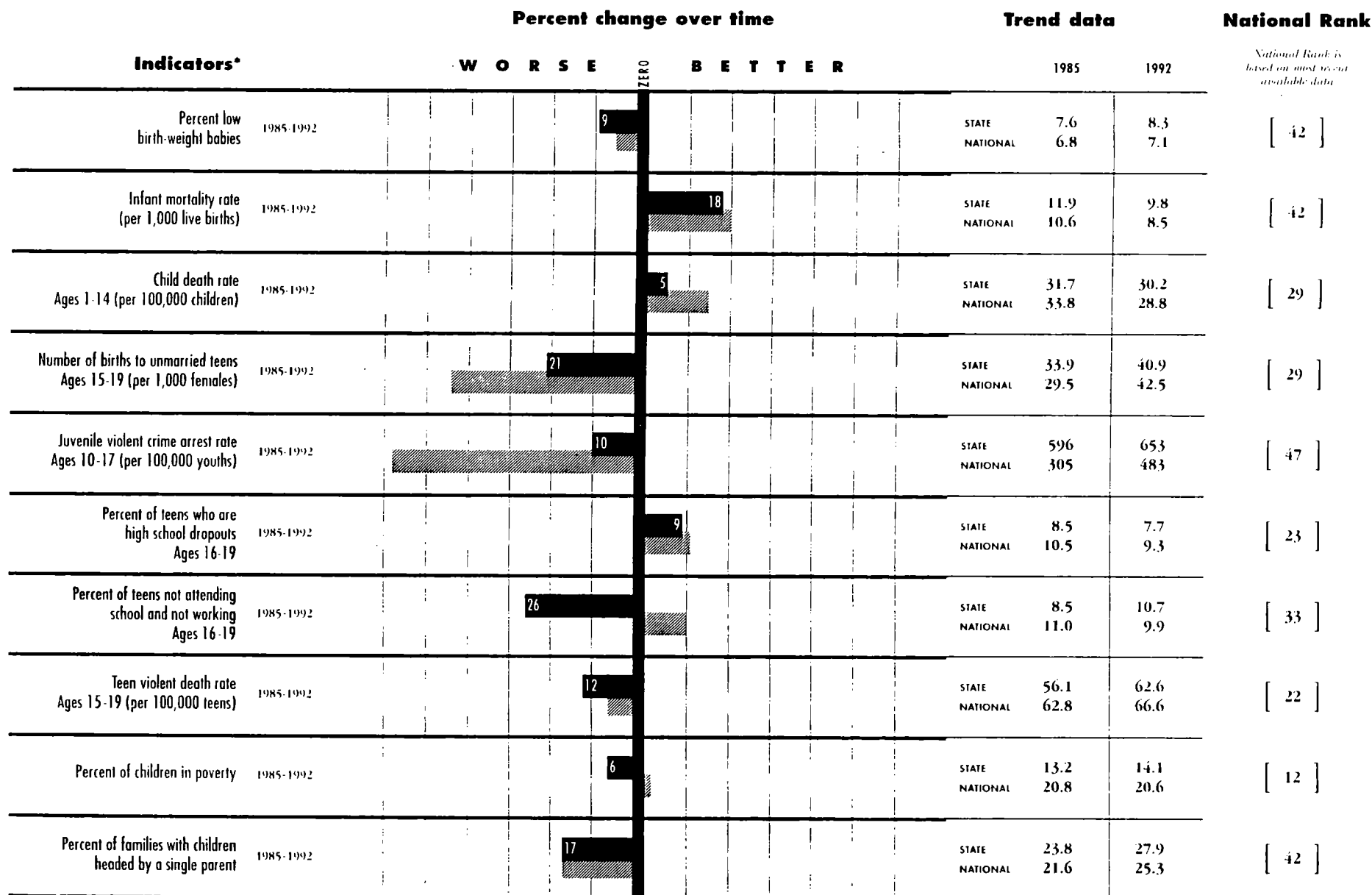
Percent of all men (ages 25-34) earning less than the poverty level for a family of four

|               |       |
|---------------|-------|
| Maryland      | 22.4% |
| United States | 30.0% |

## Maryland

MD

National Composite Rank [ 30 ]



\*See Definitions and Data Sources, page 155

Patterned bars indicate national change. Solid bars indicate state change.



|     |                               |                                                                             |                                                                                    |                                                                                  |                                                                                     |                                                                    |
|-----|-------------------------------|-----------------------------------------------------------------------------|------------------------------------------------------------------------------------|----------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|--------------------------------------------------------------------|
| IL  | Rate<br>Rank<br>1992 raw data | 7.2 7.4 7.4 7.5 7.7 7.6 7.8 7.7<br>38 37 37 37 38 37 37 40<br>14,772 births | 11.7 12.1 11.6 11.3 11.7 10.7 10.7 10.1<br>41 45 42 42 46 44 44 44<br>1,927 deaths | 31.8 32.1 32.7 31.8 34.1 28.7 33.6 28.8<br>25 24 23 25 30 20 36 25<br>685 deaths | 35.5 36.8 39.1 42.6 48.1 50.6 52.2 51.9<br>42 44 44 44 44 45 44 44<br>19,552 births | 195 229 316 433 413 364 334 376<br>25 28 42 44 43 37 25 32<br>N.A. |
| IN  | Rate<br>Rank<br>1992 raw data | 6.4 6.4 6.5 6.6 6.6 6.6 6.7 6.7<br>21 20 21 23 22 21 22 21<br>5,635 births  | 10.9 11.3 10.1 11.0 10.2 9.6 9.1 9.4<br>32 38 30 39 34 32 30 37<br>792 deaths      | 33.0 34.1 32.2 34.2 33.4 29.8 31.8 29.0<br>28 32 19 31 29 26 27 26<br>331 deaths | 28.6 29.3 30.2 32.6 34.6 39.4 43.0 43.2<br>29 29 29 29 27 29 32 32<br>8,601 births  | 219 240 268 278 319 352 421 446<br>29 31 32 33 34 35 37 3<br>N.A.  |
| IA  | Rate<br>Rank<br>1992 raw data | 5.1 5.2 5.1 5.4 5.4 5.4 5.7 5.7<br>5 6 5 11 7 10 11 13<br>2,200 births      | 9.5 8.5 9.1 8.7 8.3 8.1 8.0 8.0<br>13 2 15 14 10 12 16 21<br>309 deaths            | 27.6 31.9 26.9 28.8 30.9 25.7 26.6 21.1<br>8 20 6 8 17 10 13 5<br>122 deaths     | 18.7 19.7 21.1 23.4 27.6 28.6 31.6 31.7<br>4 6 7 6 7 6 9 11<br>3,016 births         | 110 120 130 136 142 150 157 186<br>12 13 13 13 12 10 10 10<br>N.A. |
| KS  | Rate<br>Rank<br>1992 raw data | 6.1 6.2 6.4 6.1 6.1 6.2 6.2 6.4<br>18 18 19 19 17 17 19 19<br>2,451 births  | 9.3 8.9 9.5 8.0 8.8 8.4 8.9 8.7<br>10 7 20 6 16 18 26 28<br>332 deaths             | 39.4 38.3 33.0 33.6 31.2 29.4 33.5 27.7<br>40 39 26 30 19 24 35 21<br>149 deaths | 24.6 27.3 28.2 29.4 31.6 35.5 37.1 38.7<br>17 24 21 19 16 22 20 26<br>3,214 births  | 213 236 235 220 229 264 322 346<br>27 30 30 24 22 21 24 25<br>N.A. |
| KY  | Rate<br>Rank<br>1992 raw data | 7.0 7.1 6.8 6.7 6.9 7.1 7.2 6.8<br>33 34 26 24 24 26 29 23<br>3,681 births  | 11.2 9.8 9.7 10.7 9.2 8.5 8.9 8.3<br>35 21 24 35 20 20 26 22<br>447 deaths         | 28.9 32.0 33.9 34.3 32.5 29.4 37.0 31.5<br>13 22 31 32 26 24 47 35<br>235 deaths | 25.1 26.3 26.8 29.5 32.2 34.4 36.3 35.8<br>20 19 16 20 17 19 19 18<br>4,833 births  | 123 112 111 85 130 168 258 341<br>13 12 12 7 10 11 18 23<br>N.A.   |
| LA  | Rate<br>Rank<br>1992 raw data | 8.7 8.6 8.7 8.8 9.1 9.2 9.4 9.4<br>49 48 49 49 48 49 49 49<br>6,620 births  | 11.9 11.9 11.8 11.0 11.4 11.1 10.5 9.4<br>43 44 45 39 44 47 43 37<br>668 deaths    | 42.8 41.3 38.8 36.1 39.0 37.5 35.3 39.9<br>47 44 42 37 45 44 41 49<br>387 deaths | 44.7 43.8 45.2 48.0 50.7 53.8 56.7 59.8<br>49 49 48 48 48 47 47 47<br>9,683 births  | 272 284 307 350 385 432 483 552<br>36 38 41 42 42 38 40 43<br>N.A. |
| MA  | Rate<br>Rank<br>1992 raw data | 5.1 5.1 5.4 4.9 4.9 5.1 5.4 5.0<br>5 3 9 4 1 4 7 2<br>808 births            | 9.1 8.8 8.3 7.9 7.4 6.2 6.7 5.6<br>7 6 4 4 3 1 5 1<br>90 deaths                    | 28.7 23.7 27.5 31.0 32.3 27.4 21.5 22.9<br>11 2 7 20 24 15 4 7<br>55 deaths      | 24.5 25.4 25.6 26.4 29.5 31.6 32.3 30.1<br>15 16 14 11 13 13 12 9<br>1,234 births   | 81 91 100 101 93 94 107 108<br>7 8 10 9 7 7 7 7<br>N.A.            |
| MD  | Rate<br>Rank<br>1992 raw data | 7.6 7.7 7.8 8.1 8.0 7.8 8.1 8.3<br>41 42 42 45 42 41 41 42<br>6,432 births  | 11.9 11.7 11.5 11.3 10.3 9.5 9.2 9.8<br>43 43 41 42 38 31 32 42<br>761 deaths      | 31.7 30.6 33.4 30.9 31.5 27.2 32.0 30.2<br>23 14 29 18 22 13 29 29<br>293 deaths | 33.9 35.2 37.4 40.5 41.2 41.9 42.5 40.9<br>39 40 41 42 37 32 31 29<br>5,924 births  | 596 549 531 509 541 569 620 653<br>48 48 47 46 46 46 46 47<br>N.A. |
| USA | Rate<br>Rank<br>1992 raw data | 6.8 6.8 6.9 6.9 7.0 7.0 7.1 7.1<br>287,493 births                           | 10.6 10.4 10.1 10.0 9.8 9.2 8.9 8.5<br>34,628 deaths                               | 33.8 33.7 33.3 33.2 32.4 30.5 30.7 28.8<br>14,957 deaths                         | 29.5 30.5 32.1 34.6 38.2 40.2 42.7 42.5<br>353,878 births                           | 305 310 319 347 385 429 457 483<br>N.A.                            |

## Multi-Year Trend Data for KIDS COUNT Indicators

Percent of teens who are  
high school dropouts  
Ages 16-19

Percent of teens not attending  
school and not working  
Ages 16-19

Teen violent death rate  
Ages 15-19 (per 100,000 teens)

Percent of children in poverty

Percent of families with children  
headed by a single parent

1985 1986 1987 1988 1989 1990 1991 1992

9.2 8.7 8.6 8.9 10.2 10.7 10.1 9.6  
22 19 17 20 25 33 33 32  
N.A.

11.0 12.6 12.6 12.8 11.0 10.0 10.1 10.7  
31 37 38 41 30 27 33 39  
N.A.

6.2 5.4 5.2 5.7 6.1 5.6 4.6 4.6  
5 5 3 5 6 5 3 2  
N.A.

7.7 6.7 5.7 5.8 5.9 5.5 5.0 5.6  
12 9 9 7 4 3 4 6  
N.A.

12.6 13.8 13.2 13.2 13.3 12.4 11.6 10.5  
38 45 44 44 45 41 40 36  
N.A.

14.8 14.3 14.1 13.9 13.2 13.3 14.0 13.7  
47 48 47 48 44 45 49 51  
N.A.

10.4 10.3 9.2 8.9 8.4 7.1 5.5 4.7  
28 28 20 20 18 10 6 3  
N.A.

8.5 9.7 9.8 9.7 10.2 10.2 9.8 7.7  
16 26 26 24 25 29 32 23  
N.A.

10.5 10.4 10.3 10.4 10.5 10.3 9.9 9.3  
N.A.

1985 1986 1987 1988 1989 1990 1991 1992

10.8 10.1 9.7 9.8 10.3 11.2 11.1 10.8  
29 27 26 30 34 39 38 35  
N.A.

12.4 12.8 11.0 9.9 8.4 9.7 10.4 10.6  
37 42 37 31 20 25 31 30  
N.A.

8.4 6.3 6.2 6.5 7.7 6.7 5.8 5.1  
10 5 6 10 12 8 5 1  
N.A.

7.9 7.5 6.5 6.2 6.5 6.6 6.0 6.0  
7 9 9 8 7 7 7 7  
N.A.

15.4 15.9 14.8 14.6 14.3 14.2 13.7 12.9  
48 48 48 48 50 50 48 48  
N.A.

17.4 18.3 17.5 16.4 14.1 13.4 13.5 13.9  
50 51 51 50 49 48 47 50  
N.A.

10.2 8.7 6.9 6.0 6.6 8.0 8.7 7.2  
22 15 11 7 9 14 18 10  
N.A.

8.5 8.9 8.9 8.5 8.6 9.7 11.0 10.7  
11 17 20 20 22 25 36 33  
N.A.

11.0 10.5 10.1 9.8 9.7 10.0 10.1 9.9  
N.A.

1985 1986 1987 1988 1989 1990 1991 1992

52.0 59.9 56.5 67.1 65.6 73.2 73.9 69.9  
12 13 10 16 20 27 32 28  
547 deaths

62.8 63.1 61.7 68.9 57.3 62.4 75.9 63.3  
21 17 14 18 11 15 33 23  
257 deaths

65.0 76.3 63.3 65.4 72.5 58.2 64.8 49.0  
22 31 16 13 27 11 19 10  
95 deaths

66.7 72.3 71.2 75.0 66.7 72.6 73.8 78.9  
26 24 27 32 21 24 31 40  
135 deaths

66.8 70.4 70.7 77.1 73.2 74.7 70.0 73.4  
27 20 26 34 28 30 24 31  
204 deaths

74.9 79.6 78.4 82.0 86.4 115.0 94.8 97.2  
42 33 37 39 42 49 46 47  
317 deaths

50.5 44.7 49.5 64.5 50.5 60.3 71.8 53.6  
9 5 7 12 8 12 27 14  
45 deaths

56.1 59.0 66.3 68.6 69.8 76.9 66.7 62.6  
16 11 20 17 25 36 21 22  
186 deaths

62.8 68.5 66.5 69.7 69.3 70.9 71.1 66.6  
11,383 deaths

1985 1986 1987 1988 1989 1990 1991 1992

22.1 22.6 22.0 21.4 21.0 20.9 20.9 21.1  
37 38 38 37 37 34 34 33  
N.A.

19.0 17.8 15.4 16.4 17.1 18.6 18.9 19.7  
25 23 18 22 23 31 30 31  
N.A.

20.1 20.8 18.3 16.9 14.9 13.7 12.3 12.6  
30 33 26 23 18 14 5 4  
N.A.

15.1 14.4 12.5 13.2 12.9 13.3 13.9 15.5  
9 7 5 10 7 9 11 18  
N.A.

23.7 23.6 22.7 21.8 21.2 22.0 23.2 24.9  
41 42 40 39 38 38 40 44  
N.A.

28.4 30.2 31.0 31.8 34.6 33.8 32.8 34.5  
46 48 49 50 51 50 50 51  
N.A.

15.3 15.3 15.2 14.8 16.1 18.5 18.7 19.3  
10 12 17 14 22 29 29 28  
N.A.

13.2 12.3 12.6 12.7 13.4 13.5 14.5 14.1  
4 3 6 8 11 12 18 12  
N.A.

20.8 20.5 20.0 19.6 19.5 19.8 20.0 20.6  
N.A.

1985 1986 1987 1988 1989 1990 1991 1992

23.2 23.7 23.6 24.2 25.0 25.8 26.0 26.2  
41 39 36 37 37 40 38 39  
N.A.

21.5 22.6 23.2 22.8 23.4 25.5 28.2 29.0  
29 32 34 29 29 36 48 47  
N.A.

18.9 18.9 18.9 19.4 20.3 20.3 20.0 19.6  
16 14 14 12 12 7 7 5  
N.A.

16.1 15.8 15.7 16.9 18.4 20.5 20.6 21.0  
6 4 3 6 5 9 8 8  
N.A.

19.1 20.4 21.4 22.3 22.8 23.0 23.5 24.0  
17 19 21 25 28 25 26 25  
N.A.

23.1 24.9 25.8 26.2 26.6 27.4 28.7 30.8  
39 43 44 45 47 47 49 50  
N.A.

17.6 18.2 18.8 19.3 20.2 20.2 21.2 22.1  
12 11 13 11 10 6 11 13  
N.A.

23.8 25.2 26.3 26.7 26.9 27.6 27.7 27.9  
43 45 47 48 48 48 44 42  
N.A.

21.6 22.0 22.3 22.8 23.4 24.2 24.7 25.3  
N.A.

Rate  
Rank  
1992 raw data  
IL

Rate  
Rank  
1992 raw data  
IN

Rate  
Rank  
1992 raw data  
IA

Rate  
Rank  
1992 raw data  
KS

Rate  
Rank  
1992 raw data  
KY

Rate  
Rank  
1992 raw data  
LA

Rate  
Rank  
1992 raw data  
MA

Rate  
Rank  
1992 raw data  
MD

Rate  
Rank  
1992 raw data  
USA