

MONUMENT-M^CELDERRY-FAYETTE AREA PLAN



September 2006

***The Monument-McElderry-Fayette
Community | Baltimore, Maryland***

*with technical assistance from
Goody Clancy in association with
Archplan
Kittelson & Associates
Lipman, Frizzell & Mitchell LLC*

ACKNOWLEDGEMENTS

SPECIAL THANKS

- To the France-Merrick Foundation for funding the Monument-McElderry-Fayette Area Plan
- To all the residents and other stakeholders who have contributed their time and resources to make the planning process a success.

TECHNICAL ASSISTANCE PLANNING TEAM

Goody Clancy in association with

- Archplan
- Kittelson & Associates
- Lipman, Frizzell & Mitchell LLC

On the cover: This tree-shaded view of the south side of McElderry Street at the corner of North Bradford shows newer houses created in an earlier period of resident activism, as well as the traditional rowhouses of the MMF neighborhood.

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To:

Mayor Martin O'Malley
Baltimore City Council President Sheila Dixon
Councilwoman Paula Johnson Branch
Housing Commissioner Paul T. Graziano
Department of Planning Director Otis Rolley, III

We are pleased to submit the Monument-McElderry-Fayette Area Development Plan for the revitalization of the C.A.R.E. and McElderry Park communities. The plan is the result of a twelve-month planning process and it is more than a document—rather it represents the coming together of residents and other stakeholders to begin to take charge of molding the future of this area. As is described in greater detail in the report itself, there has been extensive community involvement not only in visioning and generating the ideas for the plan, but in developing the citizen-led mechanisms and the initial partnerships to begin working on implementing the plan recommendations.

The Monument-McElderry-Fayette area is ripe for a revival, however, it is critical that the current residents help determine the direction of new development impacting their neighborhoods. We believe this plan lays out the steps to revitalize the area for both existing and future residents. We urge you to support the adoption of this plan by the Baltimore City Planning Commission and to partner with the residents and stakeholders of C.A.R.E. and McElderry Park in renewing our communities.

THE MONUMENT-MCELDERRY-FAYETTE PLAN STEERING COMMITTEE:

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EXECUTIVE SUMMARY

The Monument-McElderry-Fayette (MMF) Plan is a community development planning project for the 40-block area bordered by Washington, Monument, Linwood, and Fayette. In late 2005 the France-Merrick Foundation convened a steering committee of community leaders, representatives from Baltimore City, philanthropic institutions, and redevelopment entities to guide the development of a plan to serve as a blueprint for future development and investment in the area. As a precondition to underwriting the costs of the planning process, the France-Merrick Foundation charged the Steering Committee with several prerequisites to ensure that the MMF Plan would be successful:

- The plan must be **community-based**. There should be broad-based input from community stakeholders.
- The plan should be as **comprehensive** as possible. It should not be just a real estate plan, but it should include recommendations for education, recreation, health, transportation, etc.
- The plan should be **realistic**. It must focus on an area large enough to have significant impact, but not so large as to be unmanageable.
- The plan should provide **specific, concrete actions** and recommendations that would improve the overall development of the community.
- There must be a clear understanding that there is **no commitment for funding** for any or all of the recommendations that are developed.
- There must be a commitment from all involved parties to **prevent the process from bogging down** in a “political” quagmire that could hurt the community.

The Steering Committee chose a nationally known planning firm, Goody Clancy, to serve as the lead planner to help develop, coordinate and lead a community planning process in the selected area. The Historic East Baltimore Community Action Coalition (HEBCAC) was selected to act as the fiscal agent and to provide logistical support to the Goody Clancy team. In addition HEBCAC facilitated an assessment of quality-of-life issues for community residents (including safety, education, health and recreation resources) and compiled specific recommendations for improvement.

The Monument-McElderry-Fayette Plan was conducted over the course of eleven months. Goody Clancy outlined a detailed schedule for preparing recommendations and drafting the plan that involved analysis of existing conditions, community visioning, and then developing a strategic framework and action plan. Each step of the process has required the active participation of residents and stakeholders through public workshops and meeting, focus groups, and individual interviews. Special attention has also been given to providing opportunities for children and youth to play a meaningful part in gathering neighborhood information and preparing the vision and course of action for their community.

In setting the planning agenda, residents charted a set of principles to guide the planning process. These Guiding Principles were generally agreed upon at the Monument-McElderry-Fayette Community Meeting on April 19, 2006, at Tench Tilghman Elementary School. (These principles were later amended at a meeting on May 24, 2006). It was recognized that these principles might be modified by the community over time.

Guiding Principles For The Monument-McElderry-Fayette Area Plan

- 1 We see a need for ongoing community dialogue and flow of information from the MMF Planning Group to continue as we implement the plan.
- 2 For the plan to work it must have the support and the consensus of the whole community. Once the plan is complete the community needs to speak in unison in support of the plan.
- 3 Let us finish the plan by the end of July. That is enough time to do a good job, but does not delay our need to respond to a neighborhood that is rapidly changing.
- 4 We do not want people to be forced to relocate through the use of eminent domain.
- 5 We want to have a plan that is realistic so that the city will formally endorse it, but we will be clear about where we will not compromise.
- 6 If more people move into the neighborhood, we do not want this population increase to be at the expense of open space.
- 7 We want a neighborhood that does not concentrate housing, either by type, income level, or ownership status.
- 8 Our vision is to create a mixed-income neighborhood, one that has a healthy mix of ownership and rental housing, and one that has enough affordable housing to accommodate current residents who wish to remain in the neighborhood over time.

OTHER NEEDS

- 1 We want a program that helps renters to become homeowners.
- 2 We want a plan to provide ways to help current homeowners repair/upgrade their property and be able to pay property taxes so that they can stay in the neighborhood.
- 3 We want educational programs and better information to help residents avoid predatory lending.
- 4 We want home-owner counseling and financial literacy programs to begin well in advance of any new housing development so residents (renters and homeowners) will be better prepared and financially capable of purchasing (or renting) these new homes.
- 5 We want to maintain goals for a housing price mix that recognizes that in the MMF area of Baltimore City income levels are different than in the metropolitan area as reflected in the Area Median Income (AMI).

THE PLANNING PROCESS

The MMF planning process engaged a high level of resident participation, with over 380 residents attending nine community meetings held at Tench Tilghman Elementary School. In addition, the McElderry Park Community Association and C.A.R.E. held numerous additional meetings to discuss resident concerns and helped craft a set of recommendations that form the core of the MMF Plan. A summary of concerns and recommendations for action follows.

Housing

What Residents Want

- > A housing development plan that:
 - focuses on **rehabbing vacant rowhouses** to preserve the existing character of the neighborhood
 - **creates new, affordable housing** opportunities for current residents
 - **preserves** and improves existing **green/open space**
 - **guarantees good management** of any and all rental units to ensure good neighbor standards
- > **No project-like buildings** that warehouse low-income residents
- > **No forced relocation of any resident**

What The Plan Suggests We Do

1. Develop and pursue a strategy of rehabilitation of vacant properties, starting with disposition of city-owned properties to developers and current residents who will create an initial batch of affordable housing.
2. Create or designate a Housing Resource Center to help existing residents and homeowners with housing rehab loans or grants, tax relief programs, and other services. The center would also help first-time homebuyers with financial and housing counseling.
3. Explore the redevelopment of a multifamily site for mixed-income housing with ground-floor retail at a site on Monument Street and Milton Avenue.
4. Identify more ways to develop and deepen partnerships with various housing organizations in order to advocate for and garner funding to create affordable housing for this community.
5. Begin discussions with the City of Baltimore Finance Department on designation of the MMF area as a TIF district.
6. Open discussions on creation of an affordable housing trust with the City of Baltimore and Johns Hopkins University, who may become potential funders.
7. Establish a Housing Subcommittee to further strategize on options to bring housing resources to the community for future development of affordable homeownership and rental opportunities for current residents. Such future development plans must reflect a commitment to providing affordable housing and must include mechanisms to maintain affordability over the long term.
8. Review Middle East Urban Renewal Ordinance Plans with the appropriate elected officials to ensure that the ordinance aligns with the MMF plan and the concerns of the community.

Education

What Residents Want

- > Excellent schools for the neighborhood.
- > Community schools programming for all the schools in the area.

What The Plan Suggests We Do

1. Establish an Education Subcommittee to advocate for speeding up the Baltimore City Public School System facility recommendations for rebuilding Tench Tilghman Elementary School and for making substantial renovations at William Paca and Commodore Rogers Elementary Schools.
2. Strengthen community school programs at Tench Tilghman, William Paca, and Commodore Rogers Elementary Schools to more firmly establish them as “community centers” and resource points for the neighborhood.

Youth activity

What Residents Want

- > More organized recreational activities in the neighborhood
- > Meaningful youth engagement in implementing the plan.

What The Plan Suggests We Do

1. Create a Youth Engagement Committee and develop, *with real youth involvement*, a plan to continue to identify and promote youth involvement in activities to revitalize the community.
2. Work with current providers of recreational and educational youth programs (such as Banner Neighborhoods, the Door, the Men’s Center and others) to improve and develop more after-school/recreation programs for pre-teens and teens.
3. Work to develop a functional recreational facility and community center that meets the needs of youth in the neighborhood.

Employment

What Residents Want

- > Access to job-training opportunities so that residents can get better jobs and improve their earning capacity so their families can become more financially stable.
- > Effective programs to help grow neighborhood businesses and assure that residents financially benefit from the housing development in the area (such as getting construction jobs).

What The Plan Suggests We Do

1. Ensure that the Family Support Program at Tench Tilghman Elementary School is continued, and strengthen its ability to help families with employment issues.
2. Create an Employment Subcommittee that would work to better connect residents with jobs and training. This effort would include providers of important supportive services such as the Men’s Center, the Door, Healthy Start and others to improve cooperation and collaboration to ensure better access to services and removal of barriers to employment.
3. Open discussions with Johns Hopkins Medical Institutions on ways to promote better employment opportunities for neighborhood residents and to actively recruit residents for job openings.

Parks and open space

What Residents Want

- > Open space and small parks in the neighborhood that are well-maintained.
- > Support for the several open space projects already underway by neighborhood groups.

What The Plan Suggests We Do

1. Create a Neighborhood Greening Subcommittee of the MMF planning group.
2. Create a detailed Neighborhood Greening Plan for street-tree planting priorities, schoolyard greening, and community garden opportunities, and assisting new and ongoing projects (such as the Amazing Port Street Gardens, Amazing Rose Street Gardens, the Tench Tilghman playground area, Library Square, the Madeira Street Gardens, and others).
3. Seek technical assistance from nonprofit organizations and funding from organizations such as the Parks & People Foundation to support initial greening projects

Monument Street retail district

What Residents Want

- > A safe, clean retail district that offers a wide selection of quality goods and services for current and future residents with community engagement.

What The Plan Suggests We Do

1. Approach the city and city markets management about expanding and improving the Northeast Market, with particular attention to improving the quality and cost of its food offerings. Any physical improvements at the market should maintain the current architectural character of the building.
2. Recruit a large, full-service pharmacy to Monument Street.
3. Work with the police and with Johns Hopkins to increase the reality and perception of security.
4. Work with retailers to broaden the retail mix.
5. Work with the Monument Street business community and Baltimore City Public Markets Corp. to increase opportunities for resident entrepreneurs and minorities to establish businesses in the Monument Street retail district or in the Northeast Market.
6. Work with property owners to encourage them to improve their properties in ways that will make Monument Street more inviting for shoppers.

Transportation and parking

What Residents Want

- > Changes to certain streets and intersections that make those areas more “friendly” to the residential neighborhood that they serve.
- > More parking for both the retail area and the neighborhoods close to the JHU campus.

What The Plan Suggests We Do

1. Create a Transportation Subcommittee to advocate and develop plans for improvements.
2. Explore ways to create additional parking spaces near Monument Street to serve current and future merchants and area residents.
3. Work with the city to install signals at the following intersections: Washington and Jefferson; Washington and McElderry
4. Work with the city to lower traffic speeds and reduce truck traffic on Orleans and Fayette.
5. Make the Monument Street parking lots serving the Northeast Market more secure and attractive by upgrading lighting and improving the pedestrian routes from the parking lots to Monument Street and the market.
6. Work with the city to make sure that all residential streets within the Permit 17 area are marked with appropriate signage, and increase enforcement, with special provisions for resident seniors and hardship cases.
7. Explore the creation of appropriate bicycle routes and provide bicycle parking on Monument Street and at other community destinations such as parks, community centers and churches and have the routes included in the city’s Bicycle Master Plan.

Quality of life

What Residents Want

- > A neighborhood that is free from crime and violence.
- > Safe, clean streets and alleys, and a sense that this neighborhood is adequately served by the city.
- > Vibrant neighborhood associations that invite people to be involved and offer real opportunities for residents to make a positive difference in their neighborhood.

What The Plan Suggests We Do

Create a Quality of Life Subcommittee to work with residents and local organizations to address community concerns in the following areas:

1. **COMMUNITY LIFE:** Work to increase the capacity of neighborhood associations and seek to raise their funding levels, enabling them to become more stable and less dependent upon a small group of leaders so these organizations can succeed over time.
2. **PUBLIC SAFETY:** Develop a multi-year, multi-prong anti-crime initiative for the MMF planning area.
3. **PUBLIC SANITATION:** Organize a citizen campaign to monitor sanitation conditions and work with Baltimore City Sanitation Department to address neighborhood concerns.

Health

What Residents Want

- > Programs that address some of the critical health issues that are especially prevalent in the neighborhood.
- > Help for neighborhood residents who are battling drug addiction.

What The Plan Suggests We Do

1. Create a Health Subcommittee to develop strategies that relate to neighborhood health issues, with special attention to substance abuse and mental health.
2. Explore ways of creating and fostering community-based partnerships with the Johns Hopkins School of Nursing, the Bloomberg School of Public Health, the public health-related programs of the University of Maryland, and other health-related organizations for outreach and programming targeted to the MMF community.

Leading with the plan: A guide for the Monument-McElderry-Fayette Area Plan implementation

Creating the MMF plan is just the beginning of the community's efforts to shape the change that is coming to this part of East Baltimore. This revitalization plan is merely the tool, resident engagement is the action that is necessary to create change. In order for the plan to be a success, everyone who has participated in the planning process must continue to be involved, with new outreach to enhance participation. Organizational steps must also be taken to make sure that the MMF plan recommendations and action items are acted upon as soon as possible. These initial organizational steps include:

- > Establish a Board of Governors to be the "stewards" of the plan. This Board of Governors will have the responsibility of ensuring that the MMF plan recommendations and action items are implemented.
 - The Board of Governors will consist of 15 members and a MMF plan coordinator.
 - The core Board of Governors will consist of ten residents from the planning area and elected by each of the two primary community organizations in the MMF planning area (five members by C.A.R.E. and five members by the McElderry Park Community Association).
 - The remaining five members should be institutional or other stakeholders who should be selected based on their ability to contribute to the revitalization of the community. These five non-core members will be selected by the ten resident members of the Board of Governors with the assistance of the MMF plan coordinator.
 - The ten core Board of Governors will be elected for terms specified by their community organizations. The remaining five non-core members will serve for a one-year term.

- The Board of Governors will elect two of its members to serve as chair and vice chair. Both offices will have a term of one year. All meetings will be administered using *Roberts Rules of Order* and in the event of a voting tie, it is suggested that the MMF plan coordinator vote. All meetings will be held monthly or as needed, per the Board of Governors. A quorum will be based on a simple majority. Minutes for all meetings will be recorded and provided to the two community associations (C.A.R.E. and McElderry Park Community Association) and available to residents upon request.
 - The Board of Governors will be responsible for the recruitment and oversight of MMF area subcommittees. These subcommittees will review potential revitalization activities and make recommendations to the Board of Governors. The Board of Governors will have sole authority to approve subcommittee recommendations. It is advisable for subcommittee chairs to be members of the Board of Governors.
 - Subcommittees will consist of at least two resident members from each of the two community organizations. The additional members can be institutional partners who can provide professional expertise to the subcommittee matters. At no time will a subcommittee have a minority of resident members. All subcommittees will record minutes and provide these minutes to the Board of Governors. Subcommittees should meet monthly or as directed by the Board of Governors.
 - The Board of Governors will have the authority to create *ad hoc* committees when needed.
 - A communitywide MMF Revitalization Plan meeting will be held annually (September), and two other communitywide MMF plan progress meetings (January and May) will be held to provide residents with progress reports on revitalization activities and initiatives. Additional community meetings may be called at the Board of Governors' discretion in order to pursue further discussions about revitalization strategies or any other related activities.
- > Hire a MMF plan coordinator to perform tasks as stated in the plan. The Board of Governors must review and approve the hiring of the MMF plan coordinator. Other tasks will include providing staff support to the Board of Governors and the subcommittees.



Over the past ten months the residents and members of the Community Active Restoring Efforts (C.A.R.E.) and the McElderry Park Community Association (MPCA) have participated in the Monument-McElderry-Fayette Area Planning process. We have helped draft this Plan Summary and approve the adoption of these recommendations as the blueprint for actions *led by residents* to begin work to revitalize our community. We also understand that when the full MMF Plan is completed, the recommendations in this Plan Summary will be exactly the same as the MMF Area Plan Recommendations. We encourage the City of Baltimore to support this plan as the means to focus the residents' efforts to improve our community.

Ernest Smith
Resident and President, McElderry Park Community Assn.

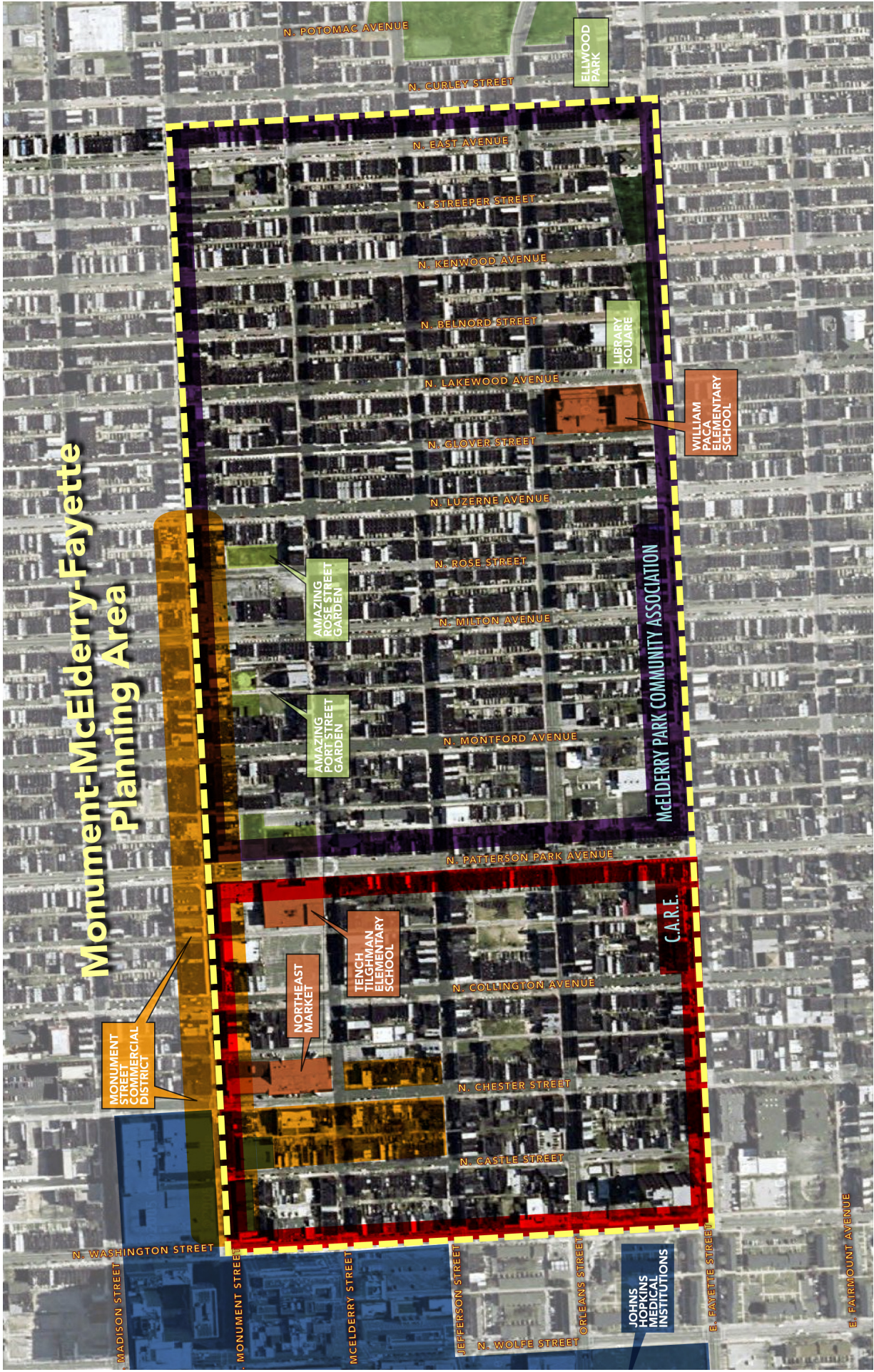
Jessie Scott
Resident and President, Community Active Restoring Efforts (C.A.R.E.)

Glenn Ross
Resident and Community Consultant/Activist

Marsha McDaniels
Resident and Representative Community Active Restoring Efforts (C.A.R.E.)

Cynthia Gross
Resident

Monument-McElderry-Fayette Planning Area



N. POTOMAC AVENUE

ELLWOOD PARK

N. CURLEY STREET

N. EAST AVENUE

N. STREEPER STREET

N. KENWOOD AVENUE

N. BELNORD STREET

LIBRARY SQUARE

N. LAKEWOOD AVENUE

WILLIAM FACA ELEMENTARY SCHOOL

N. GLOVER STREET

N. LUZERNE AVENUE

AMAZING ROSE STREET GARDEN

N. ROSE STREET

N. MILTON AVENUE

AMAZING OAK STREET GARDEN

N. MONTFORD AVENUE

McELDERRY PARK COMMUNITY ASSOCIATION

N. PATTERSON PARK AVENUE

MONUMENT STREET COMMERCIAL DISTRICT

NORTHEAST MARKET

TENCH TILGHMAN ELEMENTARY SCHOOL

N. COLLINGTON AVENUE

C.A.R.E.

N. CHESTER STREET

N. CASTLE STREET

N. WASHINGTON STREET

MADISON STREET

MONUMENT STREET

McELDERRY STREET

JEFFERSON STREET

N. WOLPE STREET

JOHNS HOPKINS MEDICAL INSTITUTIONS

ORLEANS STREET

E. FAYETTE STREET

E. FAIRMOUNT AVENUE

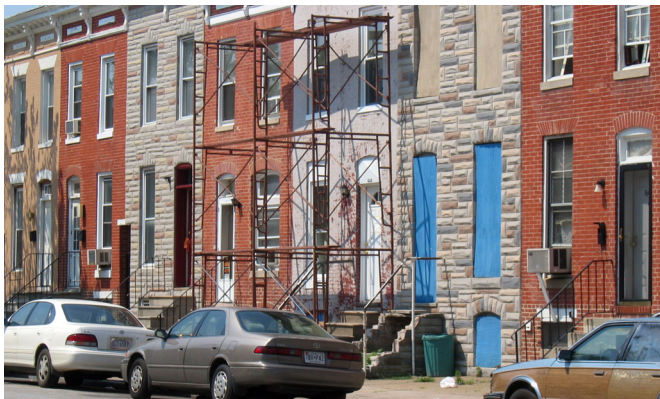
1 THE PLAN FOR THE MONUMENT-MCELDERRY-FAYETTE AREA

1.1 Overview

The Monument-McElderry-Fayette (MMF) area of East Baltimore faces old challenges and new opportunities as Baltimore joins other cities around the country in an urban renaissance. In 2005, the Historic East Baltimore Community Action Coalition (HEBCAC), with funding support from the France-Merrick Foundation, convened a community-based planning process to ensure that changes coming to the MMF area would benefit current residents while they welcome improvements and new residents. A Request for Proposals was developed with a Steering Committee made up of resident, business, government, institutional and nonprofit advisors. A consultant team led by Goody Clancy & Associates was chosen to develop a community-based planning process, and the planning process began in the fall of 2005. The consultant team included Archplan, Inc., Kittelson and Associates, Inc., and Lipman, Frizzell & Mitchell, LLC, all from Baltimore. HEBCAC was responsible for preparing the section on community facilities and services and overall quality of life. The purpose of the plan is to create a vision to guide future change and a practical strategy for implementing the vision that is based on community knowledge, assets and goals while building on previous planning efforts.



Renovation of row-houses is already underway in the MMF area.



BOUNDARIES OF THE PLANNING AREA

The MMF area is bounded on the west by North Washington Street, on the south by East Fayette Street, on the east by North Linwood Street, and on the north by East Monument Street. This area touches and includes parts of three traditional, named neighborhoods in East and Southeast Baltimore—McElderry Park, Middle East, and Patterson Park—but west of Patterson Park Avenue the area has tended to lack a strong neighborhood identity. These neighborhoods were created around the turn of the 20th century for workers in Baltimore’s factories. Now, the area’s most powerful economic force is the medical-services economy represented by the complex of Johns Hopkins medical institutions to the west of the MMF area. This once-thriving working-class neighborhood has struggled over the last generation with disinvestment in a landscape of vacant lots and boarded-up buildings, limited job opportunities, poverty and crime. At the same time, well-kept owner-occupied homes, community gardens, resident associations and church groups, along with a commercial main street of occupied stores and a historic market, testify to numerous underlying community assets.

THE MMF CONTEXT

The MMF Plan is being created within the context of ambitious institutional and mixed-use projects under way nearby. The Johns Hopkins Medical Center is in the midst of a building boom, renovating old facilities and building new ones that will expand space for office and administrative functions over the next five years. A new parking garage and main entrance are under construction south of Orleans Street. The East Baltimore Development Incorporated (EBDI) initiative is creating a Life Sciences and Technology Park affiliated with Johns Hopkins through acquisition and redevelopment of 80 acres of property northwest of the MMF area. EBDI will cost \$1.2 billion and will create up to 2,000,000 square feet of research facilities, 150,000 square feet of retail and office space, and 1,200 units of new and rehabilitated mixed-income housing. About \$10 million in infrastructure improvements will be part of the project. EBDI is in its first phase, with the first research building slated to open in 2008. As of June 2006, some 395 households had been relocated and demolition of 31 acres had begun. When all the new and rehabilitated units are completed, the EBDI plan calls for one third to be available for low-income households, one third for moderate-income households as “workforce” housing, and one third as market-rate housing.

Other activity near the MMF area includes a 73-unit townhouse development west of Wolfe Street between Orleans and Fayette streets on the site of previous subsidized housing; acquisition and rehabilitation of vacant housing by the Patterson Park Community Development Corporation on the northern edge of Patterson Park and Butcher’s Hill, directly south of the MMF planning area; and acquisition and planning for commercial development at Library Square by the Patterson Park CDC. Within the MMF area, façade and streetscape improvements were recently completed on the Monument Street commercial corridor. Private developers have acquired and rehabilitated rowhouses near Hopkins, targeting housing demand from the medical center, and anecdotal evidence indicates that small speculators have entered the MMF market.

The significant increase in development and real estate investor interest in the MMF area has also sparked a faith-based organizing campaign on the behalf of low-income families in the community to ensure that they are not forced out of the MMF area and that they are provided an opportunity for decent, affordable housing in a mixed-income community. The Holy Ground Campaign—an active coalition of Amazing Grace Lutheran Church, The Julie Community Center, residents of the McElderry

Park Community Association area, residents of C.A.R.E. area, The Family Support Project of Tench Tilghman, Pilgrim Christian Baptist Church, BRIDGE (Baltimore Regional Initiative Developing Genuine Equality) and Friends—has organized large-scale meetings of community residents, institutions, and funders to gather resources for housing redevelopment targeted to the needs of the current residents of the planning area. Using faith-based organizing, the Holy Ground Campaign has helped gain commitments from the city to work toward adopting a community-driven housing plan, and the campaign is continuing to advocate for a stronger community voice, deeper political power, and additional financial resources to implement balanced housing redevelopment for the community.

PREVIOUS PLANS

Parts of the MMF planning area have been incorporated into several community revitalization and economic development plans for the larger East Baltimore area.

- ***Historic East Baltimore Revitalization Plan (2001)***. Created for HEBCAC, the Historic East Baltimore Revitalization Plan included McElderry Park and six other East Baltimore neighborhoods. The plan focused on creating a series of interconnected neighborhood and town centers to promote mixed-use and mixed-income development.
- ***Monument Street Renaissance Resource Report (2001)***. The National Trust for Historic Preservation's National Main Street Center conducted a study of the area that provided the impetus for the East Monument Street corridor to become a Main Street program participant. The resulting recommendations focus on applying the four Main Street program elements of economic restructuring, promotion, design, and organization.
- ***Monument Street Revitalization Plan (2001)***. This plan for the Monument Street corridor for HEBCAC focuses on physical improvements and redevelopment opportunities along the East Monument Street retail corridor.
- ***Orleans Street Corridor Community Planning Process (2002–2003)***. The Patterson Park Community Development Corporation sponsored a planning committee to explore ways to improve the Orleans Street corridor, focusing on transportation issues. The Neighborhood Design Center provided assistance and options for transportation improvements.
- ***"East of Hopkins" Planning Analysis (2003)***. Housing analysis and development options prepared by the Patterson Park CDC for the western part of the MMF area.
- ***McElderry Park Community Assessment (2004)***. Social work students from the University of Maryland prepared a community assessment in the fall of 2004, including a survey and data analysis, for the McElderry Park Community Association.
- ***Creating a Vision for the Northeast Market (2005)***. Recommendations for improvements to the Northeast Market by the Project for Public Spaces, a national expert on public markets.
- ***Retail Market Assessment and Strategic Implementation Program for East Baltimore/East Monument Street (2005)***. The Baltimore Development Corporation and HEBCAC commissioned this study in order to promote retail growth in the East Monument Street and the East Baltimore area over the next 15 years. The plan anticipates completion of redevelopment at and near the Johns Hopkins Medical Center and contains an implementation program for actions that will enhance existing business activity and promote the creation of new retail within the area. The Chesapeake Group, a market research firm, estimates that the construction of the technology park could bring additional annual retail sales of \$1.6 million to the East Monument Street area by 2010. In addition, the project is predicted to have a significant impact on

the residential and commercial markets within the Monument-McElderry-Fayette planning area.

- **Library Square Revitalization Strategy (2005)** prepared for the Patterson Park CDC by The Reinvestment Fund with Baumann, Basie & Prost Associates, Inc. PPCDC requested an assessment of housing strategies that could support retail in Library Square, as well as a retail market analysis based on adaptive reuse strategies.

1.2 The Planning Process: Community Goals for Neighborhood Revitalization

The MMF plan was created with extensive outreach to the community and numerous opportunities for community involvement. A Steering Committee representing diverse interests and potential partners guided the process, a Housing Subcommittee was created to work on difficult housing issues, a Quality of Life subcommittee identified human services issues, the consultant team interviewed over 50 knowledgeable persons, six community meetings were held with the consultants and three occurred without consultant participation. Students from the University of Maryland School of Social Work assisted in publicizing the meetings and other aspects of the process. The McElderry Park Community Association (MPCA), Community Active Restoring Efforts (C.A.R.E.), the Family support Program of Tench Tilghman School, and the Amazing Grace Evangelical Lutheran Church/Holy Ground Campaign, and others worked hard to encourage resident participation. The Annie B. Casey Foundation organized and funded trips for community representatives to see new mixed-income housing in Washington, DC, and in Birmingham, Alabama.



MMF residents view mixed-income housing in Birmingham, Alabama.

STEERING COMMITTEE MEMBERSHIP

The Steering Committee was brought together initially to advise on preparation of the consultant RFP. Some of the members were not able to participate fully in the subsequent planning process, but the majority actively participated, particularly the representatives from the neighborhood, the local nonprofits, foundations and city government.

Residents and business owners

- Rev. Karen Brau, resident, pastor of Amazing Grace Evangelical Lutheran Church/Holy Ground Campaign
- Del. Hattie Harrison, resident, Maryland House of Delegates
- Efrem Potts, Monument Street Merchants Association
- Glenn Ross, resident and community consultant/activist
- Jessie Scott, resident, Community Active Restoring Efforts (C.A.R.E.)
- Ernest Smith, resident, McElderry Park Community Association (MPCA)

Local nonprofits

- Ed Sabatino, HEBCAC
- Jeff Thompson, HEBCAC
- Jim Shetler, Patterson Park Community Development Corporation

Institutions and foundations

- Deidra Bishop, Johns Hopkins Institutions
- Jack Bovaird, France-Merrick Foundation
- Beth McClimens, intern, University of Maryland School of Social Work
- Scot Spencer/Melvin Freeman, Annie E. Casey Foundation

City government

- Laurie Feinberg, Baltimore City Department of Planning
- Kevin Quinn, City of Baltimore Department of Planning
- Sylvia Payler, Baltimore City Department of Housing and Community Development
- Bijan Yarjani, Baltimore City Department of Housing and Community Development
- Jacqueline Washington, Office of Councilwoman Paula Johnson Branch



COMMUNITY PLANNING MEETINGS

The community meetings provided a forum for residents, business owners and people who work in the area to discuss the needs of the neighborhood. The first four community meetings were structured by the consultant team to elicit issues and to present options. Three community meetings in the spring were held without the consultant team in order for the community to discuss the plan options thoroughly, particularly in terms of housing. Consultants presented the draft plan at the June 28 community meeting. MPCA, C.A.R.E., and HEBAC compiled resident input for revisions. The final plan was completed by the end of September, 2006.

MMF residents discussed community issues in numerous meetings throughout the planning process (photos above and below).

Community Meetings:

- October 11, 2005
- November 8, 2005
- December 6, 2005
- January 26, 2006
- February 22, 2006
- March 15, 2006 (community only)
- April 19, 2006 (community only)
- May 24, 2006 (community only)
- June 28, 2006 (presentation of draft plan)
- July–September 2006 (resident review process; individual community meetings of MPCA and C.A.R.E.)



At the November 8 meeting, consultants and steering committee members acted as facilitators of theme-based small group discussions on housing; commercial areas; parks; transportation; education, jobs and youth development; and public safety. Participants moved from group to group during the course of the event. At the December 6 meeting, the consultants presented a revitalization framework for community review. The framework included concepts for residential and commercial revitalization, green spaces and streetscapes, and transportation. After presentation of the concepts, participants discussed them in break-out groups and then reported their results to the group at large.

The overarching goals that emerged from these workshop meetings were:

- Create more opportunities for home ownership
- Create more opportunities for people who live in MMF to stay there
- Retain the feel, character and detail of the neighborhood, while creating housing, shops and jobs
- Improve recreation and plant trees to make a better neighborhood
- Enhance commercial areas to serve the neighborhood better
- Calm traffic, increase parking and create attractive bicycle and pedestrian routes through the neighborhood
- Connect recreation programs and education
- Provide more activities for teenagers
- Provide more job readiness programs to supplement GED programs
- Provide more apprenticeship programs for school to work transitions
- Reduce the number of vacant houses that harbor crime
- Increase coordination between the police and the community
- Install more cameras in crime hot spots

After the presentation of potential housing redevelopment concepts at the December 6 meeting, the community's focus turned especially to the difficult issue of how and where to bring new housing into the neighborhood with the minimum of relocation. A Housing Subcommittee was created to work on this issue. Members of this subcommittee are:

- Rev. Karen Brau, resident, Amazing Grace Evangelical Lutheran Church/Holy Ground Campaign
- Ernest Smith, resident, McElderry Park Community Association
- Jessie Scott, resident, C.A.R.E.
- Kevin Quinn, Baltimore City Department of Planning
- Sylvia Paylor, Baltimore City Department of Housing
- Ed Rutkowski, Patterson Park CDC
- Ed Sabatino, HEBCAC
- Felix Torres, Neighborhood Housing Services/Neighborhood Residential Services
- Will Backstrom, Bradford Bank
- Jack Bovaird, France-Merrick Foundation

A small subcommittee was created to advise on preparation of the Human Services and Quality of Life section of the plan. Its members included Steering Committee members Ernest Smith, Glen Ross, and Jessie Scott; Cynthia Gross (resident and C.A.R.E. member); Sister Bobbie English of the Julie Center; Barry King and Sister Mary Margaret Pignone of the Tench Tilghman Family Support Program, who work on human-services issues in the MMF area; and Ed Sabatino and Jeff Thompson from HEBCAC.

1.3 The Vision for MMF

LONG-TERM VISION

A vision for the MMF area's future emerged from the community meetings that all could adopt: *A strong, mixed-income residential community of both renters and homeowners living on safe, tree-lined streets, enjoying nearby parks, easily fulfilling many of their shopping needs locally on Monument Street or Library Square, and with access to good jobs and services.*

At the same time, residents were concerned that people who live in the area now might not be able to benefit from future improvements and they wanted to make sure that they would continue to shape the plan and its implementation. At the spring community meetings held as part of this planning process and in other contexts, such as the Holy Ground housing meetings sponsored by Amazing Grace Church, residents developed a set of principles to guide the plan and its implementation.

Monument-McElderry-Fayette Plan Community Guiding Principles

The following principles were generally agreed upon at the Monument-McElderry-Fayette Community Meeting on April 19, 2006, at Tench Tilghman Elementary School. (These principles were later amended at a meeting on May 24, 2006.) It is recognized that these principles may be modified by the community over time.

1. We see a need for ongoing community dialogue and flow of information from the MMF Planning Group to continue as we implement the plan.
2. For the plan to work it must have the support and the consensus of the whole community. Once the plan is complete, the community needs to speak in unison in support of the plan.
3. Let us finish the plan by the end of July. That is enough time to do a good job, but does not delay our need to respond to a neighborhood that is rapidly changing.
4. We do not want people to be forced to relocate through the use of eminent domain.
5. We want to have a plan that is realistic, so that the city will formally endorse it, but we will be clear about where we will not compromise.
6. If more people move into the neighborhood, we do not want this population increase to be at the expense of open space.
7. We want a neighborhood that does not concentrate housing, either by type, income level, or ownership status.
8. Our vision is to create a mixed-income neighborhood, one that has a healthy mix of ownership and rental housing, and one that has enough affordable housing to accommodate current residents who wish to remain in the neighborhood over time.

OTHER NEEDS

- 1 We want a program that helps renters to become homeowners.
- 2 We want a plan to provide ways to help current homeowners repair/upgrade their property and be able to pay property taxes so that they can stay in the neighborhood.

- 3 We want educational programs and better information to help residents avoid predatory lending.
- 4 We want home-owner counseling and financial literacy programs to begin well in advance of any new housing development so residents (renters and homeowners) will be better prepared and financially capable of purchasing (or renting) these new homes.
- 5 We want to maintain goals for a housing price mix that recognizes that in the MMF area of Baltimore City income levels are different than in the metropolitan area as reflected in the Area Median Income (AMI).

The adoption of the guiding principles assisted the planners and the Steering Committee in crafting the initial plan, a summary of plan recommendations, and the initial steps for implementing the plan—all of which were then reviewed by residents and stakeholders during the summer of 2006 at a series of community meetings and discussions held under the auspices of MPCA, C.A.R.E. and HEBCAC. Revisions from resident and stakeholder input were then incorporated to create the final MMF Plan.

2 THE MONUMENT-MCELDERRY-FAYETTE COMMUNITY

2.1 History

In 1884, the Northeast Market was built at Baltimore’s urban edge. Farms and clay pits lay to the east, and the farmers came to sell their produce in the market. As Baltimore attracted Polish, Irish, German and Czech immigrants to work in shipyards and other industries, rowhouse neighborhoods developed outward from the central city. The rowhouses had passed Milton Street by 1895 and a building boom created McElderry Park by the end of World War I. Rowhouses provided good, affordable housing for working-class families, many of whom were able to buy their homes, and a strong neighborhood of homes, churches and small businesses flourished. In the early years, however, segregationist zoning prevented African-Americans from buying rowhouses on the wide streets, so they lived in alley houses. At one time, Monument Street had a furniture store, a movie theater and a bingo hall, as well as seven grocery stores and, of course, the Northeast Market. With the loss of industrial jobs, the neighborhood declined over the last 50 years and has struggled with substance abuse, crime and disinvestment. With the growing market for urban living, the MMF area has been attracting new interest for the first time in many years. While current residents recognize and welcome the potential for neighborhood improvements, they are also concerned about the potential for displacement.



The MMF area is a classic Baltimore rowhouse neighborhood.

2.2 The Monument-McElderry-Fayette Area Today: Existing Conditions

Successful plans for the future are grounded in a realistic understanding of the present. This section of the plan provides an overview of conditions in the MMF area today:

- Who lives in the neighborhood and the characteristics of the resident population
- Resident incomes, education and jobs
- Land uses
- Housing characteristics and trends
- Transportation systems
- Businesses and shopping
- Quality-of-life issues
- Community organizations

A NOTE ON SOURCES

Information on the characteristics of Monument-McElderry-Fayette residents was gathered primarily from the 2000 Census and documents produced by the City of Baltimore and nonprofit organizations. Although some changes have undoubtedly occurred, there is no reason to believe that the general characteristics of the population have become significantly different since the 2000 census. Block-level data that coincided with the MMF planning area boundaries was used when available. In some cases, however, it was necessary to use a slightly smaller area of block groups because of the way the data is presented by the Census Bureau.

Other sources of information include Vital Signs 3, a report by the Baltimore Neighborhood Indicators Alliance, which divides the MMF planning area between two separate, larger neighborhoods: Patterson Park North & East and Madison/East End. The Patterson Park area contains three of the census tracts in the MMF area. The Madison/East End neighborhood contains three other census tracts in the planning area. However, this data is at the census-tract level, so it also incorporates blocks that are not in the MMF planning area, some of which have higher resident incomes. Wherever this data is used as a source, it will be referred to as "MMF Plus" for clarity.

POPULATION: WHO LIVES IN THE MMF AREA?

- Between 1990 and 2000, the total population of the area dropped 5.3% (400 people) and became less racially diverse, with an increase in the African-American population and a decrease in the white population.
- The majority of residents in the Monument-McElderry-Fayette area in 2000 were women and girls (55%). Half of the male population was under 23 years old.
- Children and teenagers made up 41% of the area population in 2000.
- Senior citizens 65 and older were 8% of the population.
- Forty-one percent of the 2,305 households include children and youth under 18 years old.
- Three-quarters of the households that include children and youth are headed by single mothers.

RESIDENT INCOMES, EDUCATION AND JOBS

- Area median income in 1999 was \$22,018. 63% of households had incomes below the City of Baltimore median of \$30,078 and 36% had incomes below the poverty line. Of these poverty-level households, three quarters were households headed by single mothers.
- Over 80% of the children at Tench Tilghman Elementary School qualify for free or reduced-price lunch.
- More than half of residents over 25 years old have at least a high school diploma and 45% have not completed high school. 10% hold associate's degrees, bachelor's degrees, or graduate/professional degrees.
- Over 47% of the area population 16 years and older was not in the labor force (working or looking for work) at all in 2000. The unemployment rate for those who were in the labor force in 2000 was 11%.
- Thirty-two percent of residents were employed in the service industry, and another 22% worked in sales or office/administrative support occupations.
- 155 residents owned their own businesses.

LAND USES AND STREETScape

- About 5% (150 lots) of the 2,868 land parcels in the planning area are vacant, and about 20% (581) of all lots have vacant and boarded-up structures.
- Although there are many vacant parcels and surface parking lots in the planning area, there are few large continuous areas of unused land.
- Most of the land in the MMF area is in residential use, predominantly two-story rowhouses.
- Some residential parcels on alley streets are extremely narrow and shallow.
- Almost 200 commercial uses range from auto service stations, banks, offices, restaurants, convenience markets and warehouses to 90 parcels with general retail shops.
- There are no historic districts or City of Baltimore planning initiatives in the MMF area. Most of the C.A.R.E. community, however, falls under the Middle East Urban Renewal Ordinance.
- Park and recreation areas include the Tench Tilghman Playground and Recreation Center, Library Square, Amazing Port Street Garden, Amazing Rose Street Garden, and several other small garden spaces. Patterson Park, the largest city park, lies two blocks south of the planning area.
- Street tree coverage is uneven, and a number of streets have no trees at all.

HOUSING CHARACTERISTICS AND TRENDS

- Most of the area’s approximately 3,100 housing units were built between 1890 and 1920.
- In 2000, 73% of the housing units were occupied and 27% were vacant units. Almost two-thirds of the vacant units were boarded up. Recent renovation activity has resulted in reoccupation of some 100 properties.
- 40% of the housing units are owner-occupied overall, but ownership housing is more prevalent east of Milton Street.
- According to 2004 assessment data, owner-occupied homes average \$24,000 in value while investor-owned homes average \$18,000. Data for brokered sales during 2005 in the McElderry Park area indicate rising market prices. The median sale price was \$60,000 for the period from January 2005 to June 2005.
- Half of renter households in 2000 paid more than 30% of household income for housing costs, and over 31% paid more than 50% of their household incomes in rent. Residents report that affordable rentals are becoming scarcer, particularly for low-income households without Section 8 vouchers.



Almost two-thirds of the vacant units were boarded up.

TRANSPORTATION SYSTEMS

- 35% of residents depend on public transportation to get to work, and 12% walk or ride a bicycle. Almost 64% of area households lack access to a vehicle.

- The five bus routes that serve the planning area provide good access to downtown and other job centers, as well as a subway stop six blocks away.
- Orleans is one of the most heavily traveled roads in the city. Fayette, Monument and Madison are also important east-west transportation routes.
- Most north-south streets have light traffic because they end at Patterson Park.
- Residents are concerned about speeding and dangerous intersections on the heavily traveled road.



Thirty-five percent of residents depend on public transportation to get to work.

QUALITY OF LIFE: SAFETY, CRIME, AND SANITATION

- 95 crimes occurred in the area from July 2005 to October 2005, including one murder.
- Aggravated assaults were the most common crime, followed by larcenies and burglaries.
- In 2003, the Police Department and the Health Department received complaints from residents about illegal dumping and rat infestations at rates of 122 and 119, respectively, per 1,000 people.

BUSINESSES AND SHOPPING

- The East Monument Street retail district has estimated total sales of \$1.3 billion in 2005. Most of this comes from residents in the neighborhoods surrounding the planning area, but Johns Hopkins staff and students spent \$46.5 million there in 2005.
- A majority of local business owners believe that their sales are stagnant or in decline.
- Many local business owners and shoppers cite lack of parking, sanitation problems, and safety issues as reasons why patrons do not shop on East Monument Street more frequently.
- The area lacks a supermarket and pharmacy in its retail mix. It could support a pharmacy, but does not have the capacity to support a full-service supermarket unless it can draw significantly more customers from a larger market area.

POPULATION: WHO LIVES IN THE MMF AREA?

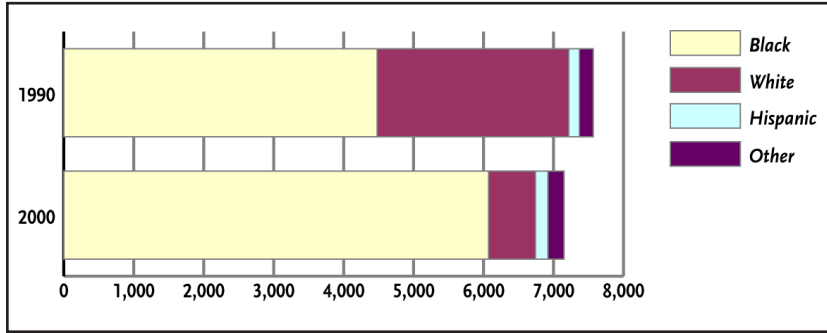
TABLE 1. POPULATION CHANGE: 1990-2000

Race	1990	% of Total Population	2000	% of Total Population
White	2,740	36.2%	673	9.4%
Black	4,478	59.2%	6,086	84.9%
Hispanic	149	2.0%	178	2.5%
Other	201	2.7%	231	3.2%
Total Population	7,568		7,168	

Source: Census 2000

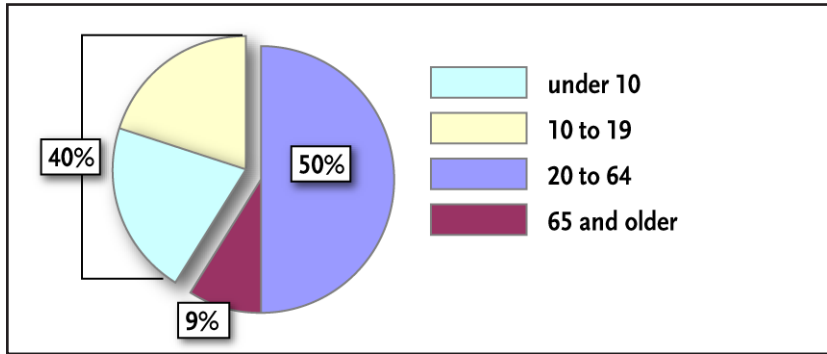
In 2000, the total population of the Monument-McElderry-Fayette planning area was 7,168 residents. Males comprised only 44.6% of the population, with a median age of 23. The median age for females in the planning area was 31. The 2,305 households had an average size of 3 individuals in 2000.

FIGURE 1. POPULATION CHANGE: 1990-2000



Source: Census 1990 and Census 2000

FIGURE 2. AGE COMPOSITION IN 2000



Source: Census 2000

The population changed significantly between 1990 and 2000. During this decade, the area’s population declined by 5.3%. In addition, the racial composition changed as white residents moved out of the area and were replaced by black and Hispanic individuals.

In 2000, 41% percent of the area’s population was under the age of nineteen, and 947 households had children under age eighteen. The teenage-pregnancy rate in the area was high, with an average of 103 girls per 1,000 teens giving birth in 2003.¹ This is 66% higher than the City of Baltimore’s rate of 68 teen mothers per 1,000 teens. The planning area had 728 single-parent households in 2000, of which 647 were headed by a single mother. Thus, single-mother households accounted for 28% of the households in the planning area in 2000.

RESIDENT INCOMES, EDUCATION AND JOBS

INCOMES

In 1999, the median household income in the planning area was \$22,018.² Median family income was \$23,825. Many households had only one wage-earner, but 47% of the area’s married couples had both spouses working. Almost 31% of area households had annual incomes of less than \$10,000, 72% of

¹ Vital Signs 3 (2005). MMF Plus data.

² 2000 Census.

TABLE 2. HOUSEHOLD INCOME IN 1999

Household Income in 1999	Number of Households ³	Percentage of Households
Less than \$10,000	711	30.7%
\$10,000 to \$34,999	956	41.3%
\$35,000 to \$49,999	296	12.8%
\$50,000 to \$74,999	168	7.3%
\$75,000 to \$99,999	120	5.2%

Source: Census 2000 SF-3 Data

TABLE 3. FORMS OF INCOME IN 1999

Income Type	Number of Households*	Percentage of Households
Wage/salary	1,592	69.3%
Rental income, interest, dividends	320	13.9%
Retirement income	261	11.4%
Social Security	576	25.1%
Supplemental Security Income (SSI)	241	10.5%
Public assistance	364	15.8%
No wage/salary income	706	30.7%

*Total exceeds total number of households because households may receive income from multiple sources.

Source: 2000 Census SF-3 Data

TABLE 4. POVERTY STATUS

Income Level and Age	Number of Residents	Percentage of Residents
Income below poverty level	2,465	36.1%
Under 18	1,048	15.3%
18 to 64	1,297	19.0%
65 and older	123	1.8%
Income at or above poverty level	4,365	63.9%

Source: 2000 Census SF-3 Data

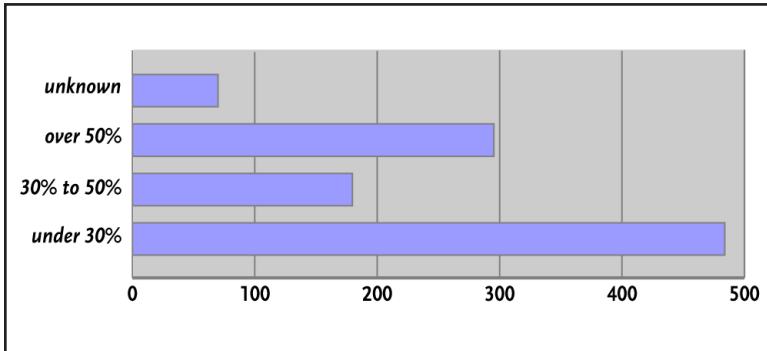
area households had annual incomes of less than \$35,000, and 63% of MMF households had incomes below the Baltimore city median of \$30,078.

Thirty-one percent of area households had no wage or salary income, and only 11% of households received some form of retirement income. A total of 320 households had incomes from rental units, interests, or dividends. Some residents received government payments in the form of Social Security benefits (576 households), Supplemental Security Income (241 households), and forms of public assistance (364 households).

For many area residents, a substantial portion of household income went toward rent payments. The median contract rent in the planning area in 1999 was \$389, and the median gross rent was \$521. Economists and policy makers recommend that households pay no more than 30% of household income for rent, but half of the renters in the MMF area paid more than 30% of income for rent. Out of a sample size of 1,278 households, 29.3% paid less than 20% of income; however, 19% paid between 30 and 49% of income, and 31.4% of households paid over 50% of their monthly income in rent.

Community association leaders report that low-income renters without Section 8 vouchers are finding it hard to obtain affordable rentals. Some people are moving every few months as they get priced out.

FIGURE 3. GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999



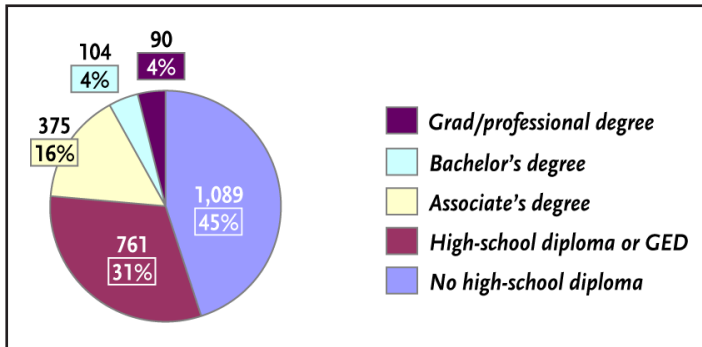
Source: Census 2000

women under the age of 65 who did not have husbands. Over 80% of the children at Tench Tilghman Elementary School qualify for free lunches.

EDUCATION

More than half of the residents of the MMF area have at least a high school diploma. However, only 7% have a bachelor’s degree. Only 12% of the college graduates also have a graduate or professional degree.

FIGURE 4. EDUCATIONAL ATTAINMENT IN 2000



Source: Census 2000 SF-3 Data

In 2000, 36% of the area’s population lived in households with incomes below the poverty level.³ This significantly exceeded the 22.9% poverty level for the City of Baltimore. 1,297 working-age individuals lived in poverty, along with 1,048 children under the age of 18. Almost 52% (1,587) of residents living below the poverty level were in households led by

Tench Tilghman Elementary School reported that in 2003–2004, more than 25% of its students missed at least 20 days of school.⁴ In addition, the school experiences a withdrawal rate of over 22.9% each year. Also, as students age, their test scores decline. *Vital Signs 3* data for the Patterson Park North and East area indicates that proficiency in math and reading drops as students move into middle and high school.

The percentage of students who scored proficient in math decreased from 37.3 percent in the 3rd grade to 7.8% in the 10th grade; similarly, reading proficiency dropped from 39.9% in the 3rd grade to 27.8% in the 10th grade. In 2003–2004, the high school dropout rate in the Patterson Park North and East and Madison/East End neighborhoods exceeded 10%.⁵

The percentage of students who scored

JOBS

The planning area has a low rate of labor-force participation (people with jobs or actively seeking employment) and a high unemployment rate. In 2000, 42% of the population was employed (39% of the males and 44% of the females), and 47% were not in the labor force at all (51% of males and 45%

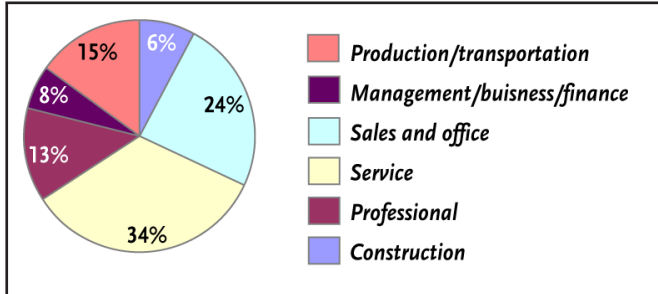
³ The poverty level is determined by thresholds set on a national level for different household sizes. Year 2000 levels were \$8,501 for a single-person household, \$10,869 for a two-person household, \$13,423 for a three-person household with two children, \$16,895 for a four-person household with two children, and \$19,882 for a five-person household with three children.

⁴ Baltimore City Public School System Comprehensive School Profile Report.

⁵ Vital Signs 3 (2005) data for the “MMF Plus” area.

of females).⁶ Of those in the labor force, though, 80% of males and 80% of females were employed. The majority of area workers (63%) are employed by the private sector. However, 8% work for private

FIGURE 5. OCCUPATIONS IN 2000



Source: Census 2000 SF-3 Data

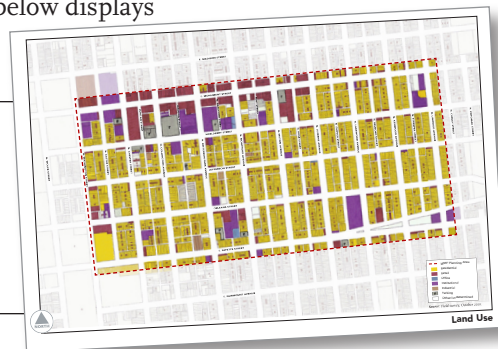
non-profit organizations, 24% work for government, and 8% own their own businesses. Thirty-two percent of residents work in the service industry, and another 22% are employed in sales or office/administrative support occupations. The official unemployment rate given for a portion of the planning area in 2000 was 11.0%.⁷

LAND USES AND ZONING

The predominant land use in the planning area is residential. Most of the area is zoned R-8, a General Residence district that permits a variety of single-family and multi-family units. The majority of units constructed within the planning area are single- and multi-family attached dwellings. The overwhelming majority are modest, two-story buildings, with a few three-story structures. Over half of East Monument Street within the planning area is zoned B 2-2 (Community Business), and many small retail uses line the central and western portions of East Monument Street. B-2 zones are intended primarily for pedestrian-friendly neighborhood retail. Other commercial uses can be found on East Fayette Street, which has pockets of B 2-2 (Community Business) and B 3-3 (Community Commercial District) zoning. B-3 zoning allows a wide variety of commercial uses that are more auto-dependent. Only two buildings are identified in the assessor’s list as containing ground-floor retail with apartments above, 2442 E. Monument and 2540 E. Fayette, although others may exist. One larger construction project for a new Hopkins School of Public Health community service facility is under way at 2213 McElderry Street with 34,000 SF of building area). Most structures in the area are modest in architectural style or size, with the exception of a few commercial buildings on Monument Street (at Chester Street) and several churches and institutional buildings.

Most of the buildings in the MMF area were built at the turn of the 20th century—most of commercial Monument Street, for example, dates from 1900. The chart below displays commercial uses identified in the assessor’s list.

**DIAGRAM:
LAND USE**
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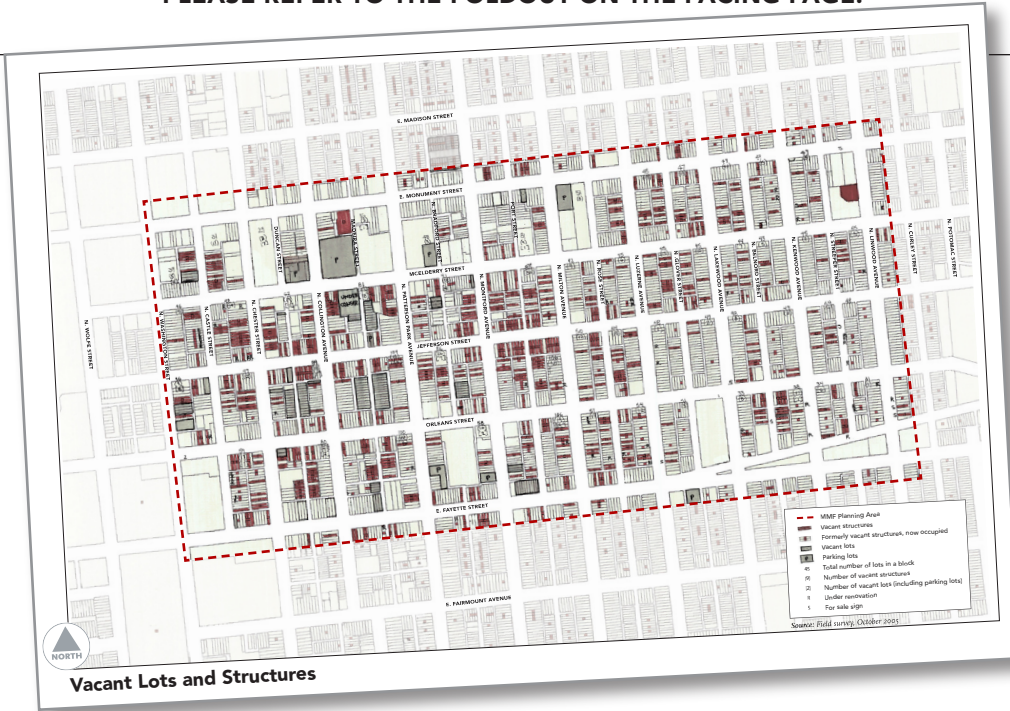


⁶ Census 2000 SF-3 data.

⁷ Data from Vital Signs 3 for the Patterson Park North and East neighborhood. This area includes the majority of the planning area, along with a more affluent area that lies to the south around Patterson Park.

DIAGRAM:
VACANT LOTS AND STRUCTURES

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In addition to residential and commercial uses, several institutional uses exist, such as two neighborhood schools, a branch library, and 12 churches. As of April 2006, the city owned 29 vacant buildings and 47 vacant lots in the planning area, according to city sources. The Housing Authority owned 31 vacant buildings and 28 vacant lots. Nonprofit housing corporations own 177 properties, and Johns Hopkins owned 45 properties in the western part of the planning area, particularly along North Washington and North Castle streets.

LAND USES IN COMMERCIAL ZONED LOTS

Use	Number of Lots
Parking garage	3
Parking lot	10
Auto service station	5
Bank	3
Industry—manufacturing	2
Office	11
Restaurants	33
Fast food restaurant	1
Bars/taverns	2
Retail stores	90
Barber shop/hair salon	2
Convenience market	4
Food store	4
Laundromat	2
Warehouse	24
Retail with apartments	2
Total	198

Source: Baltimore assessment list, MD Dept of Assessment and Taxation, 2004

Although most of the Hopkins-owned properties are zoned commercial, 15 are zoned for residential use. Many vacant parcels and surface parking lots punctuate the planning area, but few large contiguous areas of unused land lie within it.

A field survey of the planning area, undertaken in October 2005, found that about 5% of all building lots are vacant and about 20% of all lots contain vacant and boarded-up structures. Vacant structures are generally more frequent on the west side of the area and significantly less so on the eastern and southern edge. In most cases, vacancies are scattered within blocks and few large, contiguous areas with vacant lots or structures exist. Signs of transformation, however, include a large number of rowhouse renovations under way as well as reoccupation of houses identified as vacant by a city survey within the last five years. Area reinvestment is taking place in neighborhoods south of the Fayette Street border of the MMF planning area.

No National Register or local historic districts are designated within the planning area. There are no current city planning initiatives in the MMF area, such as an urban renewal plan update or designation as a SNAP area, with

the exception of the blocks bounded by Washington Street, Monument Street, Patterson Park Avenue, and Orleans Street, which are included in the Middle East Urban Renewal Ordinance area.

The street grid in the MMF area is characterized by five east-west streets, of which three are through streets that play a significant role in the city transportation system: Monument, Orleans and Fayette. The north-south streets are characterized by alternating wide and narrow streets (alley streets or alleys without lots facing them). Most north-south streets end at Patterson Park and have little traffic as a consequence. Washington, Patterson Park Avenue, and Linwood Avenue, however, are through streets. Alley streets are narrow and often have significant abandonment. Some parcels on alleys—for example, Duncan Street—are so narrow (12’–14’) and so shallow (50’) that it is difficult to imagine viable rehabilitation for residential use. Neither a third floor nor rear additions—to bring the size of the houses up to contemporary requirements—appear feasible in such cases. Several of the wide streets, particularly north-south streets with little traffic, appear too wide and rather barren due to a lack of street trees or amenities. They present opportunities for front setbacks, tree planting, or traffic-calming installations.

PUBLIC PLACES: STREETSCAPES, PARKS AND RECREATION

Several public spaces and parks lie directly within or near the Monument-McElderry-Fayette area. A neighborhood playground and recreation center at Tench Tilghman Elementary School offers basketball and soccer facilities, along with computer access and a variety of special recreation programs for children, such as drama and dance classes and arts-and-crafts opportunities. A pocket park, Library Square, exists behind the Patterson Park Branch Library, at the corner of East Fayette and North Linwood streets. Amazing Grace Evangelical Lutheran Church created a community garden with neighborhood residents, the Amazing Port Street Garden, behind the church in 1999, and this project provides a garden space and meditation circle for residents. Recently, a coalition of community partners—including MPCA, Amazing Grade Evangelical Lutheran Church, CMZ Works, and others—launched development of the



Some blocks have street trees while others are bare.



The Amazing Port Street Community Green provides a garden space and meditation circle for residents.

Amazing Rose Street Garden. An additional greening project in the 400 block of Madeira is also under development, led by the Men's Center and students from the Maryland Institute College of Art. Ellwood Park, which contains a ball field, lies just to the east of the planning area, and Patterson Park, the largest park in southeast Baltimore, is two blocks south of the Fayette Street boundary of the planning area. Patterson Park provides space for both active and passive recreational uses.

Two larger neighborhood areas that include parts of the Monument-McElderry-Fayette area have less tree cover than the city average, which is 20%. The Madison/East End neighborhood has only 1.35% tree cover, and the Patterson Park North and East neighborhood has even less, with 0.95% tree cover.⁸ The MMF planning area does have some streets that are lined with trees, but the planting pattern is uneven, and many streets do not have any trees at all. In general, the area lacks streetscape amenities, such as benches, pedestrian-scale streetlights, and trash receptacles. The exception to the rule is Monument Street, which is currently undergoing façade improvements and installation of new lighting and sidewalks.

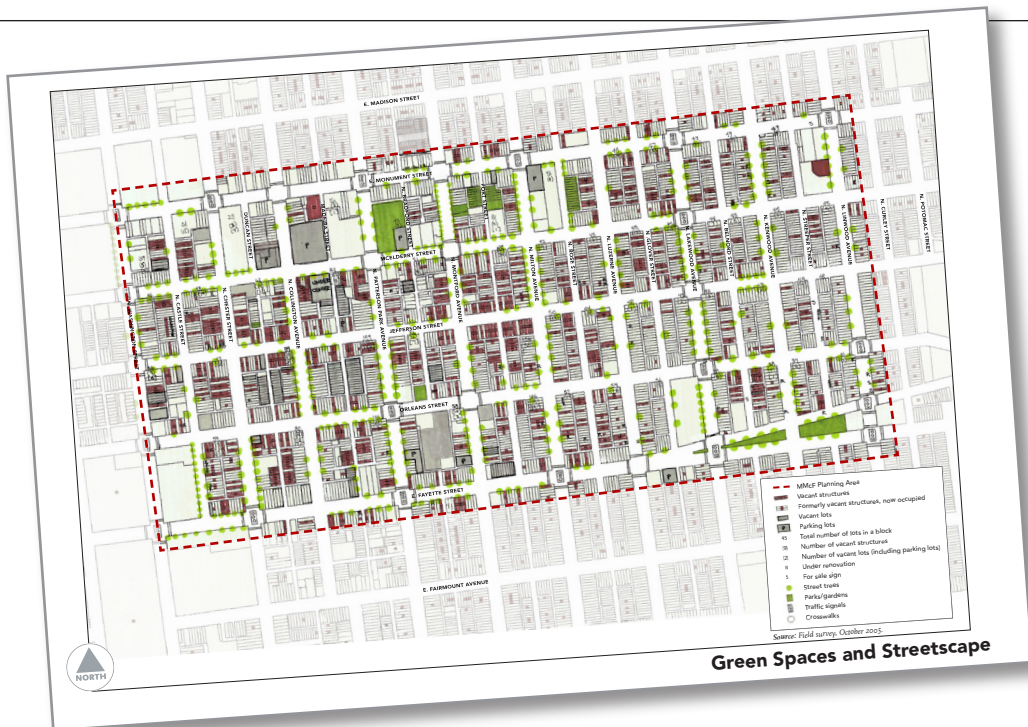
HOUSING CHARACTERISTICS AND TRENDS

Almost 47 % of the 3,164 residential units counted in the 2000 census were built before 1939. At that time, over a quarter of the housing units were vacant and over two-thirds of the vacant units were neither for sale nor rent. An inventory of buildings conducted for this planning project in October 2005 found that

⁸ Vital Signs 3 (2005). Data covers the "MMF Plus" area.

DIAGRAM:
GREEN SPACES AND STREETSCAPE

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22% of the parcels in the MMF planning area have vacant buildings on them, with a greater frequency of vacant buildings west of Milton Street. The inventory was conducted using the City of Baltimore’s most recent map of vacant buildings. A positive sign is that more than 100 properties shown as vacant on that map have been reoccupied.

Most residents of the Monument-McElderry-Fayette area are renters. Owner-occupancy rates vary somewhat, depending on the data source. They range from 30% to over 40%, and homeownership is more prevalent from Milton Street east. Although the number of owners moving into the area has remained fairly constant by decade over the past thirty years, many renters are relative newcomers to the area. In 1995, almost 52% (3,262) of area residents counted in the 2000 census lived in a different house than they did when the census was taken. At the time of the census, more than 36% of the renters had been living in their houses for fewer than 18 months.

Housing Values and Sales

HOUSING VALUES

Baltimore City data from the Maryland Department of Assessment and Taxation (as of December 31, 2004) show residential market values ranging from \$1,000 for vacant residential lots to \$46,000 for rowhouse homes. Both the average and median values for owner-occupied homes were \$24,000. The average investor-owned property with a building on it (i.e., not including vacant lots) was valued at \$18,315, while the median was slightly higher at \$21,000.

Homes with the highest values are clustered in the southeastern portion of the planning area (the 200 and 400 blocks of Luzerne to Jefferson and Linwood), where the average value was between \$24,000

and \$34,000, and the northeastern portion (the 500 and 600 blocks of Luzerne to Linwood), where the average value was between \$24,000 and \$31,000. The 400 block of North Washington Street includes a group of sequential properties valued at \$45,000 each. Most of the homes in these higher-value areas are owner-occupied and were built between 1900 and 1921.

Homes with the lowest values were located in the center of the planning area. The majority of this housing stock dates to the 1880s, and the area has a concentration of vacant, boarded-up houses, which influences the values of both owner-occupied and investor-owned properties.

TABLE 5. YEAR HOUSEHOLDER MOVED INTO UNIT

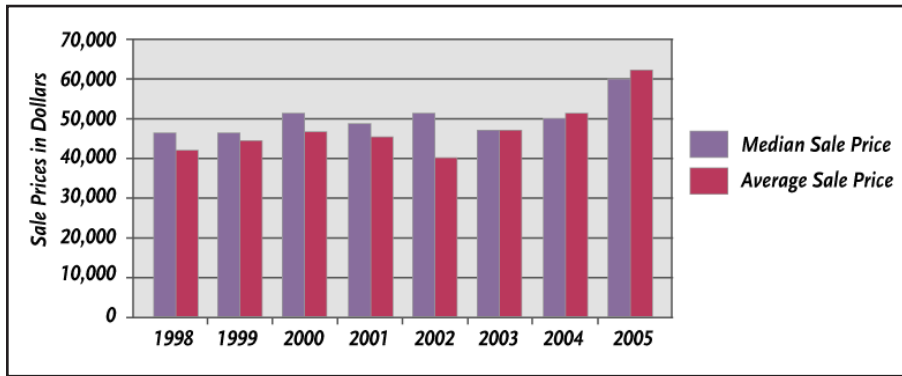
Householder and Year Moved	Number of Householders	Percentage of Householders by Occupancy
Owner-occupied		
Before 1980	198	21.2%
1980-1998	651	69.7%
1999-March 2000	85	9.1%
Renter-occupied		
Before 1980	60	4.3%
1980-1998	832	59.5%
1999-March 2000	506	36.2%

Source: Census 2000 SF-3 Data

HOUSING SALES

Real estate activity has been fairly constant over the past decade but appears to be increasing. The majority of landlords live outside of the planning area, and sales have tended to be to community development or for-profit development groups. The data provided below are for the McElderry Park area only and do not include unbrokered sales. It is likely, therefore, that they considerably understate

FIGURE 6. HOME SALES FOR MCELDERRY PARK, JANUARY 1998 TO JUNE 2005

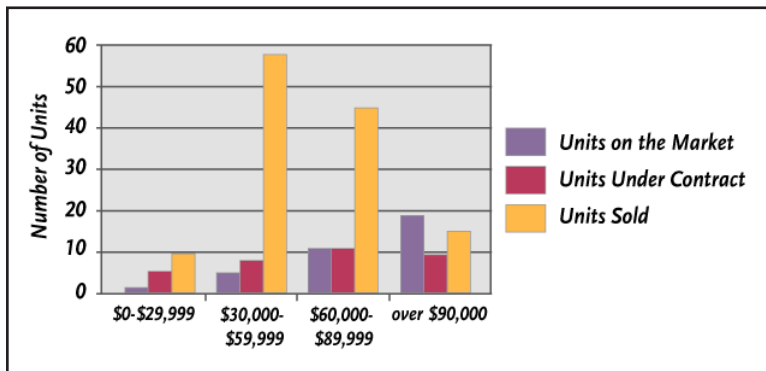


Source: Live Baltimore Home Center Data (September 2005)

Data from the Live Baltimore Home Center show that the McElderry Park area (the area east of North Patterson Park Avenue) has had at least 45 residential sales each year since 1998. In the first six months of 2005, the neighborhood had 97 units close, with an average sale price of \$61,176 and a median sale price of \$60,000.

Zenith Realty, a Baltimore real estate company, published a summary for the McElderry Park area for 1 January 2005–19 August 2005. According to this source, the same area had 124 units close by August, with another 34 units under contract and 36 more on the market. Sold units averaged 57.27 days on the market, whereas units under contract averaged 33.29 days. The Zenith Realty data also show that sales prices may be increasing, as many properties are selling for above \$50,000.

FIGURE 7. ZENITH REALTY HOME SALES DATA FOR MCELDERRY PARK, JANUARY 2005 TO AUGUST 2005



Source: Real Estate Summary for the Period from 01/01/2005 to 08/19/2005 for McElderry Park (August 2005)

real estate activity by investors and speculators. The area covered by this data also includes blocks east of North Linwood Avenue that are in McElderry Park but outside the boundaries of the planning area.

Data from the Live

Anecdotal reports from property owners and residents also indicate rising prices and some speculation. Houses in the 400 blocks of the MMF area, particularly from Milton east, have been selling for well over \$100,000. Out-of-state buyers have noticed the relatively low prices of real estate in Baltimore and have become active in recent years.

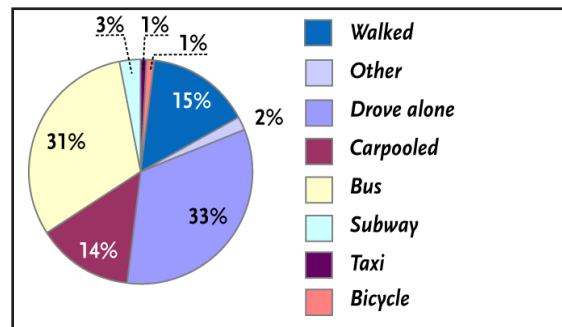
Code Violations

Many structures in the MMF area do not meet building code standards. Although the majority of code violations on the books occur in vacant units that are either boarded-up or vandalized, some are in occupied units. Data from the Baltimore Housing Authority for the planning area show 554 code violations as of 30 October 2005. Vacant housing units accounted for 398 or 72% of these violations.

TRANSPORTATION SYSTEMS

In the MMF planning area, the two-way east-west streets of Fayette and Orleans Streets and one-way couplet of Madison and Monument streets carry considerable traffic in and out of downtown and the Johns Hopkins Hospital facility. Orleans Street is a particularly important regional roadway and, according to city officials, is one of the most heavily traveled arterials in the system. In the peak direction during the peak hour at Washington Street, Madison/Monument carries 1,800 vehicles, Orleans Street carries 1,500 vehicles, and Fayette Street carries 1,000 vehicles (in general terms, a through lane at a signalized intersection has a capacity of between 500–1,000 vehicles). Actual traffic volumes date from 1987 to 2003. New counts are under way or will soon occur for a major signal retiming project.

FIGURE 10. MODES OF TRANSPORTATION TO WORK



Source: Census 2000 SF-3 Data

Five bus routes lines serve the area on Fayette Street, Washington Street, Linwood Avenue, McElderry Street and Monument Street going to such destinations as the closest subway station (the Johns Hopkins Medical Center stop that lies about six blocks west of the planning area), downtown, and the Social Security Administration. Sixty-four percent of households lack access to a vehicle, and only 3% of households have two vehicles or more. Of planning area residents who worked outside of the home in 2000, 12% walked to work, 31% used buses to get to work, and 3% used the subway. Bus and subway service each cost \$1.60 for a one-way ride (\$0.55 for seniors and disabled individuals). A 40-hour work week results in a weekly transportation cost of \$16.00.

BUSINESS AND SHOPPING

The retail spine of East Monument Street anchors the northern edge of the planning area. It is a reasonably successful retail area, with occupied storefronts and rents reportedly up to \$14 per square foot. Some of the properties have older owners who tend to lack interest in investing in significant improvements but who also will not sell, so generational transitions are an issue in this area. In addition, a number of stores are owned or operated by Korean immigrants. Most retail properties and businesses are owned by people who live outside the neighborhood.

Most of the information in this section is drawn from a retail market study prepared by the Chesapeake Group in 2005. This commercial district, which is a Main Street community and has a merchants association, includes a mixture of small independent retailers and national chains. Two significant retail uses that the area lacks are a full-service supermarket and a pharmacy. The most significant retail property on East Monument Street is the Northeast Market, a historic neighborhood market facility that has been in the neighborhood since the late nineteenth century. The Northeast Market has expanded its market operation to include fast-food restaurants and non-food retail and draws the largest proportion of neighborhood shoppers on the retail corridor.



The most significant retail property on East Monument Street is the Northeast Market.

Local Markets

The Monument Street retail corridor draws customers from three markets: the immediate residential neighborhood; adjacent residential neighborhoods in ZIP codes 21202, 21213, 21224, and 21231; and employees and students at the Johns Hopkins Medical Center.¹⁰

In the immediate residential market, at least 7 out of 10 households shop on the East Monument Street corridor. A telephone survey of area residents in 2005 discovered that 72% of the responding households have at least one member who regularly shops in East Baltimore.¹¹ Of these, 51% go to East Monument Street. Fifty-six percent of the shoppers go more than once a week, while 17% shop there once a week and 15% shop at least one time each month. These local shopping trips often are for multiple purposes, but include the following primary purposes:

- 86% go to shop
- 31% go to obtain financial services
- 20% go to eat/drink
- 17% go to receive health care
- 17% go to visit family/friends
- 17% go for personal services
- 9% go for professional services



Shops along East Monument Street.

¹⁰ Retail Market Assessment and Strategic Implementation Program for East Baltimore/East Monument Street (2005).

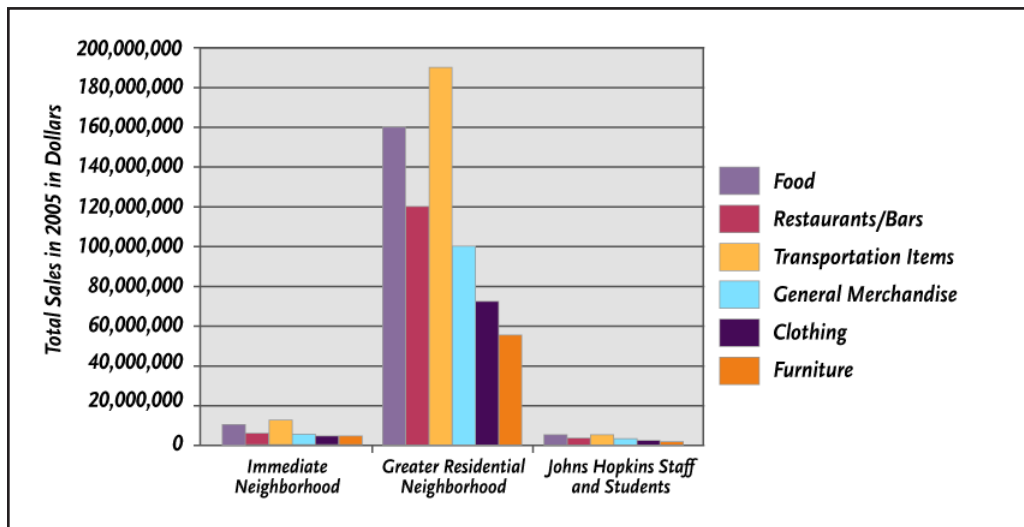
¹¹ The universe for this survey was not specified (the total number of individuals/households to whom the survey was administered).

Total 2005 sales on East Monument Street attributable to this immediate area were estimated at nearly \$70 million. Some \$12 million is spent on food; \$15 million on transportation products (tires, batteries, new vehicles, etc.), and \$7 million on general merchandise. Retail sales are expected to increase by at least \$15 million by 2015. Neighborhood residents constitute a sufficiently large market for a pharmacy (the area used to have a Rite Aid) but the population is not sufficient to support a full-service, suburban-style supermarket.

The broader residential market beyond the MMF area has a penetration rate of 15%. Household incomes in the adjacent neighborhoods are much higher than those in the MMF area and this market provides the East Monument Street retail area with much higher total sales than the immediate neighborhood area. The Chesapeake Group’s 2005 study estimated that total sales for 2005 in this larger market would top \$1 billion. Sales are expected to increase to \$1.5 billion by 2015. When the broader market is considered, the East Monument Street retail area can support not only a pharmacy, but more than one full-service supermarket, along with more general merchandise, furniture, and home improvement stores.¹²

The East Monument Street retail area also draws customers from the Johns Hopkins Medical Center. In 2004–2005, this complex had 27,465 students and employees, the majority of whom were at the medical center during the day. The Chesapeake Group’s study determined that a 5–10% market penetration level exists for this group. Pedestrian observations and surveys conducted in 2005 show that between 200 and 700 Hopkins-affiliated individuals walk to the 2100 block of East Monument Street at lunchtime on a regular basis. A 2005 survey of more than 2,000 employees found that 81% go to the East Monument Street area at least one time per month for lunch. Most go to the Northeast Market to purchase food,

FIGURE 9. EAST MONUMENT AREA SALES BY MAJOR RETAIL CATEGORIES



Source: Retail Market Assessment and Strategic Implementation Program for East Baltimore/East Monument Street (2005)

¹² This assumes that a supermarket does not open in an area adjacent to the East Monument Street corridor.

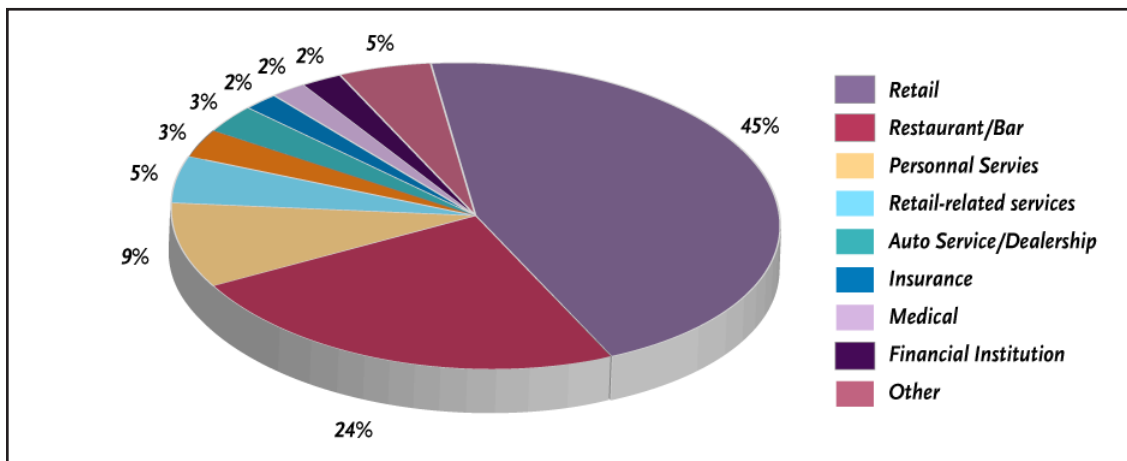
but many also buy lunches from street vendors. Sixty-four percent also use banking services found on East Monument Street near the medical center. However, few of these individuals ever venture past the Northeast Market (North Chester Street) into the planning area neighborhood. Hopkins security is present at the Chester and Monument intersection, but not beyond. Total 2005 sales on East Monument Street due to the Hopkins medical center estimated at \$46.5 million, including \$7.2 million for food purchases, \$5.6 million for restaurants/bars, and \$4.7 million for general merchandise.

Business Climate and Needs

The Chesapeake Group conducted a survey of business owners/managers in the East Monument area in 2005 and determined that most of them feel that their businesses are not growing. The respondents averaged 14.5 years at their current locations; 29% of them had owned/operated the business in the area for 10–19 years, and 48% of them had been in the area for at least 20 years. The survey participants were from a variety of businesses, but most were small business owners with an average of 3 paid employees.

The survey found that many of the owners/managers feel that their businesses are slipping or are

FIGURE 10. TYPE OF BUSINESS IN OWNER/MANAGER SURVEY



Source: Retail Market Assessment and Strategic Implementation Program for East Baltimore/East Monument Street (2005)

stagnant: 51% stated that their sales have declined, while 33% believe that their sales are “about the same.” Only 7% said that their sales have been growing.

The owners/managers identified a number of problems that they believe detract from their operations. These include a declining residential population, increased competition (especially within the East Monument Street area), and perceptions of the neighborhood as a high-crime area. They suggested the following changes to improve the East Monument Street retail area:

- Increased parking
- More secure parking
- More police presence
- Street clean-up

- Elimination of the neighborhood drug trade
- Improved street lighting
- Elimination of local panhandlers
- New office and residential development
- New retail development

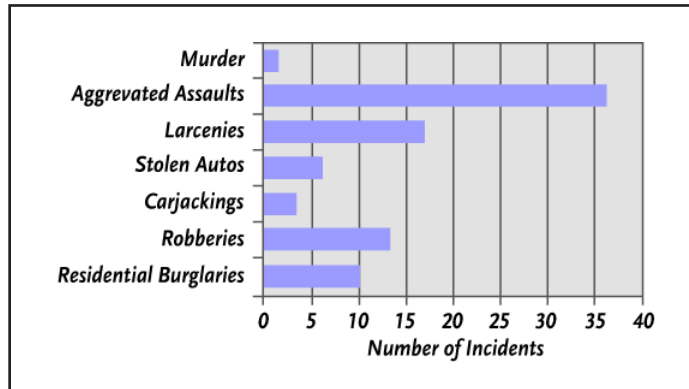
Of this new retail development, the owners/managers cited specific needs for a pharmacy, meat and vegetable stands in the Northeast Market, restaurants (both full-service and fast-food), and retail stores that offer higher-quality merchandise.

QUALITY-OF-LIFE ISSUES

SAFETY

Residents report problems with crime and safety in the planning area. Baltimore Police Department data for the three months from 10 July 2005 to 4 October 2005 showed that 86 crimes were committed in the area during that time. Crimes occurred almost every day during that period, and on many days there were multiple incidents. Most of these crimes were crimes against property, but the area did experience 36 aggravated assaults and one murder during the three-month period. Crimes occurred throughout the area, although a majority of them appeared to happen near the western and central portions of the planning area. These are also the areas with the lowest property values and highest rates of renter-occupied housing.

FIGURE 5. CRIMES COMMITTED IN THE MONUMENT-MCELDERRY-FAYETTE AREA, JULY 2005–OCTOBER 2005



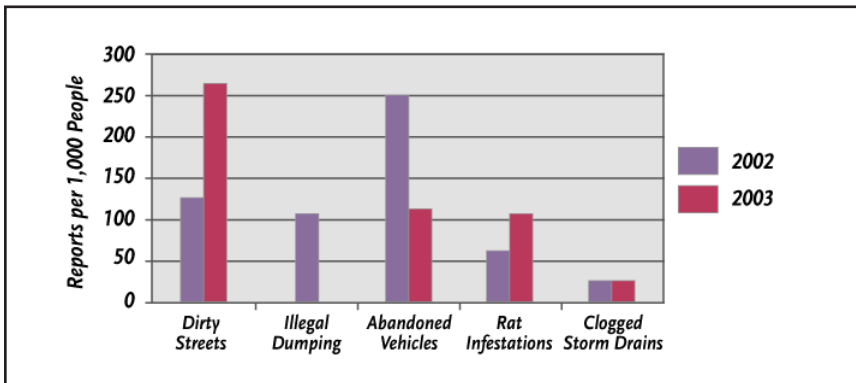
Source: Baltimore Police Department online database (2005)

SANITATION

The streets in the planning area generally are dirty and poorly maintained. This problem is compounded by episodes of illegal dumping

that occur in the neighborhood. *Vital Signs 3* data for the Patterson Park North and East and Madison/East End neighborhoods show that the area had 122 reported incidents of illegal dumping in 2002 per 1,000 people. In addition, 275 dirty streets and alleys per 1,000 people were reported to the City in 2003, along with 125 complaints per 1,000 people about abandoned or junked vehicles. In 2003, 119 complaints were filed regarding rat infestation in the area.

FIGURE 6. SANITATION COMPLAINTS PER 1,000 PEOPLE, 2002 AND 2003



Source: Vital Signs 3 (2005)

3 ENHANCING THE PHYSICAL ENVIRONMENT

3.1 Introduction: Creating a Successful Mixed-Income Neighborhood

The review of existing conditions and trends in the MMF area shows that there are many assets and opportunities that could help the area move toward the goal of a successful, mixed-income neighborhood,

OPPORTUNITIES

- Private renovation activity shows that the MMF area is attracting new investment.
- The MMF neighborhood market can support a pharmacy/drug store.
- There are several locations with a concentration of vacant lots and boarded-up houses that could become centers of mixed-income housing investment in new and rehabilitated houses, creating a critical mass for future improvements. Examples include some blocks of Duncan Street, Jefferson Street and Port Street.
- Targeted attention to rehabilitating or rebuilding structures at intersections can have a big impact in improving the appearance of the neighborhood.
- Alley streets with large numbers of abandoned houses could be transformed to provide small courtyard parks and parking spaces for residents in the surrounding houses on the block, or these spaces could be added to those houses' back yards.
- Targeted programs that provide low- or no-interest loans to assist homeowners with rehabilitation and first time homebuyers can help ensure the continued availability of affordable housing in the MMF area.
- The street framework and traffic patterns offer potential for creation of traffic-calming islands to reduce speeding and improve safety.
- On wide streets there is potential to plant street trees and provide each house with a small area of private front setback for plantings.
- Improving the reality and perception of crime in the area will attract more shoppers to Monument Street, helping to improve the retail mix.
- Strong neighborhood institutions, from churches and community associations to community health centers and schools, can strengthen neighborhood identity and community capacity to advocate for implementation of the plan.

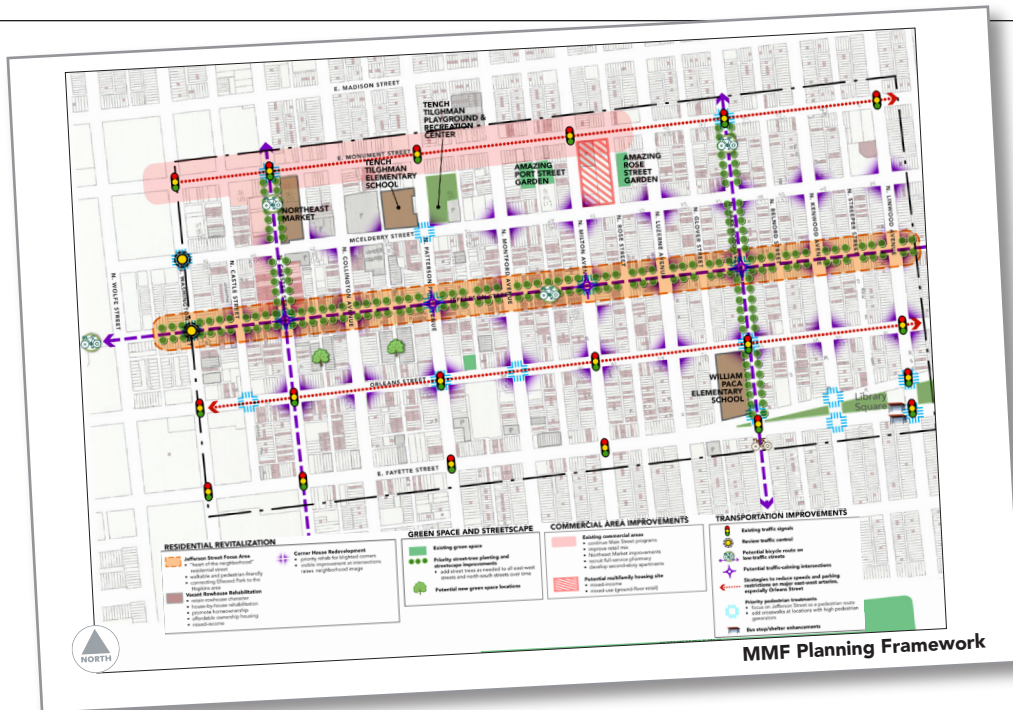
THE MMF PLAN

The overall MMF plan has several components that work together:

- Focused revitalization of Jefferson Street as a residential spine for the neighborhood, from Ellwood Park to Johns Hopkins and linking the C.A.R.E. Community with McElderry Park
- Early focus on rehabilitation of vacant housing
- Early development of an apartment house on an existing non-residential site, to provide a model for later redevelopment
- Neighborhood stabilization through preserved and new affordable housing
- Preservation of affordable rentals

DIAGRAM:
MMF PLANNING FRAMEWORK

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- First-time homebuyer programs, including financial planning and housing counseling
- Programs that target renters to help them become homeowners
- Low-interest rehabilitation loan programs for current homeowners
- Tax-relief programs for current homeowners
- Rehabilitation and other assistance for existing homeowners
- New commercial anchors such as a pharmacy for Monument Street
- A small mixed-use center at Library Square
- Streetscape improvements and tree planting, first on priority streets and then on all wide streets
- Security improvements such as upgraded lighting on all streets
- Safety improvements in the parks
- Landscaping for parking lots, especially the edges
- Crosswalks, especially at Orleans Street, to enhance pedestrian connections with Patterson Park
- Designated bicycle routes to connect residential areas to parks, schools, and commercial areas
- Traffic calming and traffic enforcement
- Improved parking management

3.2 Housing: Shaping Change in the MMF Area

Housing rehabilitation and redevelopment is the centerpiece of the MMF plan. Residents have voiced strong preference for housing development to focus on rehabilitation of existing vacant and substandard housing to retain the rowhouse character of the neighborhood. A successful housing strategy will make it possible for the people who live in the area now to take charge of their own destiny rather than simply ending up being buffeted by the winds of the private housing market. At the same time, an effective strategy will bring new market-rate housing into the area, so that a more economically diverse mix of residents will support enhanced commercial options and community services.

COMMUNITY ISSUES

Housing was the central theme of the community meetings held during the MMF planning process. Residents voiced a strong preference for housing development to focus on rehabilitation of existing vacant and substandard housing in order to retain the rowhouse character of the neighborhood. Several other points were repeatedly emphasized by residents:

- A balance is needed between rental and ownership housing.
- Affordability must be preserved, so that residents will not be displaced.
- New residents will be welcome who do not push out existing residents.
- Develop new low- and moderate-income rental and ownership housing.
- Give the community a voice in housing development with strong city and nonprofit organization involvement.
- Create or designate a housing resource center for low- and moderate-income households to assist with access to programs for ownership, home improvement, and financing.

Although current conditions offer a number of opportunities, there are also very significant challenges.

OPPORTUNITIES

- Many current homeowner and renter households want to stay in the neighborhood.
- The EBDI development to the west and north is making the MMF area, especially the edge near Hopkins, more attractive to new residents, as evidenced by the redevelopment activity of Empire Homes and others on the western edge of the neighborhood. The success of revitalization in the Patterson Park neighborhood is also having the effect of increasing interest in blocks to the north.
- Most of the rowhouse residential fabric is intact, especially in eastern portions of neighborhood.
- In the western part of the MMF area, there are blocks with significant numbers of units in public ownership or adjacent vacant properties that could provide opportunities for targeted public ownership to facilitate parcel assembly for rehabilitation or redevelopment.

CHALLENGES

- The housing stock is more than 50 years old and much of it is 100 years old. Many units tend to be very small for many of today's families, and many are in need of considerable upgrading.
- Abandonment in some blocks has accelerated deterioration.
- Many rentals are owned by small, undercapitalized owners who lack the funds to bring the units up to modern standards.
- Many units are owned by absentee owners, resulting in little community leverage on decisions made by private property owners.
- Substantial rehabilitation is costly, at \$100,000 to \$150,000 per unit.
- Piecemeal rehabilitation is less expensive to begin with, but can be more expensive per unit and will make less impact on the area-wide quality of units and serious issues such as lead paint.
- Homeowners (especially seniors) may not be able to afford monthly payments on rehab loans and may be reluctant to encumber property even with a deferred loan.
- Renters (especially those not receiving Section 8 assistance) may not be able to afford monthly rent on a rehabbed house.



Private developers are renovating rowhouses near Hopkins.

The market will encourage new homeownership, but it is important to monitor development to discourage flipping and promote high-quality rehabilitation. A system should be put in place to track buyers, sellers, and price changes. Recent significant speculator interest and purchases in

the neighborhood (particularly aimed at rehab and conversion to market-rate homeownership) have heated up the market, but this interest can disappear quickly if demand is perceived to slacken.

The MMF area is predominantly residential, and an effective housing strategy is critical to the long-term success of this plan in creating a stable, mixed-income residential community of both homeowners and renters. The purpose of this strategy is to benefit the residents who live in the MMF area now,

avoid concentration of housing for the lowest-income residents, and provide for green space, following the principles developed in community meetings during this planning process. In order to ensure that existing residents are not displaced involuntarily, it is essential to produce a stock of housing that will be permanently affordable to low- and moderate-income renters and homeowners who are living in the neighborhood now and who want to stay there.

Given the likelihood that the market will continue over the next decade to convert existing lower-cost housing to market rate and given the limited supply of moderate-income rental or ownership housing in the neighborhood, it will be necessary to create significant amounts of both types of housing over this period to make meaningful progress toward achieving the community's goals. The MMF community is concerned about the prospect of forced relocation as a result of eminent-domain takings similar to the EBDI process they are observing nearby. A much more serious threat in the MMF area is displacement due to market forces. Without the preservation and creation of sufficient low- and moderate-income housing over the next decade, many MMF residents could be displaced as developers buy and renovate homes for market-rate occupants. Although scattered-site rehabilitation is an important part of any affordable housing strategy for MMF, it is unlikely by itself to produce the number of units needed in the next decade because it is relatively time-consuming and expensive on a per-unit basis. The failure to create a critical mass of permanently affordable housing will carry three risks:

- Lower-income households will continue to be displaced by market forces without the alternative of new low-cost rental housing to enable them to stay in the neighborhood.
- Households that move out of poverty will also have to move out of the neighborhood, and others in Baltimore seeking moderate-income housing opportunities will need to look to other neighborhoods to find adequate housing opportunities, making it very difficult to initiate a transition to a mixed-income neighborhood.
- As time and market forces continue, MMF will be marked by a growing number of market-rate households, a shrinking number of low-income households and few or no moderate-income households.

The housing strategy in this plan provides a multifaceted approach to creating a sustainable, mixed-income neighborhood over the long term:

- Help existing homeowners remain in the neighborhood through aggressive marketing of various assistance programs.
- Rehabilitate rowhouses in a scattered-site program.
- Explore the development of a new mixed-use, multifamily building on the block bounded by Monument, North Rose, McElderry, and North Milton as a means of piloting higher-density development in the community.
- Over the next ten years, develop a critical mass of rehabilitated and possibly new housing for low- and moderate-income residents. While market forces will attract developers interested in creating market-rate units, the community planning focus must remain on producing rehabilitated and new housing units for low- and moderate-income households.

The community's goal is to have a neighborhood divided equally among three general income groups: households with incomes at or below 30 percent of the area median as determined by the US Department of Housing and Urban Development (approximately \$22,000 for a family of four in 2005); households with incomes between 31% and 80% percent of median (up to \$57,000 for a family of four); and households with incomes above 80% of the area median. In order to attain that goal, the housing strategy has to preserve or create sufficient units affordable to low-income households; preserve or create units for moderate-income households; and attract market-rate households to new or rehabilitated housing. To the extent possible, the focus of development for all income brackets should be on home ownership.

This plan is designed to ensure that anyone who lives in the MMF area now, and wants to stay there, will have an affordable housing unit ten years from now. This does not mean that everyone living in MMF today will be living there, at the same place on the income ladder, in a decade. People move out of neighborhoods for a variety of reasons. Some people will get more education and better jobs, allowing them to move up the income scale with more choices in where to live. The plan assumes that there is a core number of households in the MMF area that will remain in the area and need subsidized, rental housing. Another group will want to stay in the neighborhood as long as there are affordable and attractive ownership opportunities. This affordable ownership housing will also need some subsidy. Finally, the market, over the long term, is expected to bring new residents who can pay market prices.

HOUSING STRATEGY PRINCIPLES

- **Housing should be mixed in tenure type, subsidy and market, and in target household income levels.** The long-term success of the neighborhood depends on a mix that includes renters and homeowners; permanently affordable rental units for very-low-income residents; affordable rental and homeownership opportunities for moderate-income residents; and housing that is attractive to households that can afford market-rate prices. Development plans must identify and implement mechanisms to maintain affordability over the long term.
- **New housing should harmonize with neighborhood character.** New housing in this neighborhood should be designed to be compatible with the rowhouse fabric of the overall neighborhood.
- **Creation of new multifamily housing at greater densities must be reviewed for compatibility with neighborhood character.** While greater density through the construction of multifamily buildings could support the goal of providing affordable housing more easily than house-by-house redevelopment, such denser development could significantly change the character of the neighborhood. Residents want to make sure that any larger-scale development is reviewed on a project-by-project basis.
- **Property management is key.** Any new housing development must be evaluated to ensure that the property will be managed in a way that enforces neighborhood standards of good behavior.
- **Greater success is likely with critical mass.** Targeted locations and sufficient numbers of units are needed to make an impact. Redevelopment dollars spread too thinly through the neighborhood may

improve individual properties, but if they are still surrounded by vacancies or properties needing significant improvement, the investment will have much less impact than a concentrated strategy of improving entire blocks at a time.

- **No relocation without a clearly identified process.** In the event the community elects to support a development project that requires relocation, the relocation policy must be guided and approved by community residents. Relocation should be implemented with a “Move Once” policy and it should result in wider choices and an improved environment for relocated households. Affected households should receive individualized professional financial and housing counseling and assistance in meeting other needs as well.

IMPLEMENTATION ISSUES

In order to implement the housing strategy, four challenges need to be overcome.

- **Development capacity**

The MMF area has not recently been the focus of housing redevelopment and revitalization by a strong nonprofit housing organization. A successful housing strategy will require organizations with sophisticated housing expertise to lead it.

- **Land assembly**

Land assembly presents significant challenges to housing development in the MMF community. The MMF area has a large number of owners. In addition to the approximately 40% owner-occupants (concentrated east of Patterson Park Avenue), there are numerous small investor-owners, some of whom live out of state. The biggest individual owners are Neighborhood Housing Services and its subsidiaries and the City and the Baltimore Housing Authority. The City and the Baltimore Housing Authority own scattered properties, the vast majority of which are west of North Montford Avenue. The city has not yet made a determination about disposing of vacant properties it owns, many of which are scattered in blocks with other owners. The major areas of consolidated city or Housing Authority ownership are on alley streets, where alley houses on small lots have been demolished. The Housing Authority owns contiguous properties on both sides of the 400 block of Madeira Street, and the city owns a substantial number of contiguous properties on the east side of the 500 block of Madeira Street. (The alley lots in the 400 block of Madeira Street are also the focus of interest for the creation of community open space.) The city could put its vacant sites out for sale through a request for proposals that offers the land for free or a nominal price in return for the creation of affordable housing. One concern with this scenario is the potential for concentration of poverty.

- **Relocation concerns**

Community members are very wary of any strategies that might involve relocation of existing residents. The complexity and upheaval of the ongoing EBDI relocation programs—no matter how well organized—make many residents fearful. Even when isolated within a block of many boarded-up houses, homeowners who struggled to buy their homes are reluctant to accept promises of payment or relocation. If, in the long term, limited relocation is part of the area revitalization strategy, it must be conducted through an open process where families know exactly how they would benefit from being

DIAGRAM: OWNERSHIP

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relocated. Such a relocation policy must be developed by the community in a way that clearly benefits the individual household with improved replacement housing and is conducted with a “Move Once” policy. This means that anyone who is relocated would move directly from their old housing into a new permanent home. Revitalization activities need to be sequenced in such a way that the first development is on vacant or nonresidential property, so that no one would need to move in order to create a development site.

- **Financing**

Preservation of existing affordable units and creation of significant numbers of low-income rental housing and moderate-income rental and ownership housing will require subsidy. Potential sources of financing include the federal and state funds passed through the City of Baltimore and nonprofit housing organizations; nonprofit housing developers with access to philanthropic funds; a new type of TIF district and affordable housing trust; and the potential for affordable housing revolving funds sponsored by banks, the university, and foundations.

- > **GOVERNMENT FUNDS**

Several government funding sources may be able to provide limited funding for the MMF plan. An innovative funding option would be the creation of a TIF district without bonding and deposit of a portion of increasing tax revenues into a neighborhood affordable housing trust. The City of Baltimore currently does not expect to be able to provide the MMF area with any targeted funds for housing subsidy in the immediate future. As noted earlier, the city has indicated the possibility of contributing land for development.

- Federal funding passed through the city from programs such as CDBG, HOME, and Section 8 could be targeted to the MMF area. However, these funds are limited. With the development of this plan, the MMF area can work with the city to be included in the next round of priority funding areas.
- Low Income Housing Tax Credits are the major financing mechanism for production of significant amounts of affordable housing. An MMF project would require substantial land assembly to be viable for LIHTC financing.
- If the neighborhood or specific buildings were to gain historic district or landmark designation, Historic Tax Credits could be available for rehabilitation. However, this could also require more costly rehabilitation for low- and moderate-income homeowners in the MMF area.

Baltimore has several programs to support rehabilitation of vacant houses, such as:

- **Vacant House Loan Program**
 - » First mortgage loan up to \$80,000, 30-year fixed interest rate
 - » Home-repair loan up to \$25,000
 - » Borrower agrees to rehab vacant home and occupy it as primary residence for at least 10 years
 - » Property must be abandoned and unoccupied for at least 6 months
 - » 5% of total loan required as down payment

The borrower of the maximum amount, \$105,000, would need savings of over \$5,000 as a down payment and would need an annual income of approximately \$40,000 to qualify, which is more than the annual income of the majority of MMF households. If the city contributes the cost of vacant land and/or buildings that it owns in the MMF area, more existing resident households might be able to qualify for loans of this type, although the current home-repair loan would probably be insufficient to bring many vacant properties up to standard.

- **Rehabilitated Vacant Dwelling Tax Credit**

- » 5-year reduction in assessment increase due to rehab
- » 100% credit the first year; 20% the fifth year
- » Up to four dwelling unit property
- » Vacant and abandoned for one year to be eligible

Owner-occupants of new construction also may receive a tax credit if they apply within 90 days of closing. The five-year credit amounts to 50% in the first year and declines to 10% the fifth year.

- **PROPOSED NEW TAX-INCREMENT FINANCING (TIF) MODEL**

The TIF program in Baltimore currently operates by bonding on the basis of expected tax increments in the future and using that bond money up front to pay for development and infrastructure costs. There is, however, no requirement that tax-increment financing must be accessed through bonds. If the City of Baltimore were to make the MMF area a TIF district, a certain percentage of each year's increasing tax revenues could be designated for neighborhood redevelopment through a neighborhood affordable housing trust whose funds would be available for improvement projects linked to affordable housing creation (such as parking or infrastructure), as well as to creation of the housing itself.

- **AFFORDABLE HOUSING REVOLVING FUNDS**

Affordable housing revolving funds have been created by government entities, banks, and universities in many communities around the country. Foundations have also contributed to these kinds of funds. In some cases, the funds are low-interest loan pools for rehabilitation of housing owned by income-eligible owners or by investor-owners who agree to rent to income-eligible tenants or for down payment and closing cost assistance to income-eligible first time homebuyers. Banks have created these kinds of funds as part of their fulfillment of Community Reinvestment Act obligations, working in partnership with municipalities or nonprofit organizations who screen applicants for eligibility.

Universities have increasingly become aware of the ways that they can have an impact on surrounding neighborhoods—and how neighborhood improvements or enhanced town-gown relationships can benefit them. Revolving loan pools are typically funded to provide significant financing to nonprofit housing developers and not to individual homeowners or to small-scale investors. Harvard University established the 20/20/2000 Program in 1999, a \$20 million affordable-housing fund that provides 20-year loans at 2% interest to nonprofit housing developers in Boston and Cambridge, Massachusetts. The fund is managed by two nonprofits and one city affordable-housing trust. In its first three years of operation, the fund helped provide funding for 1,700 housing units. The university funds leveraged four times as much money, encouraging other investors to

participate. Another example is the Duke-Durham Neighborhood Partnership Initiative, which includes a \$4 million affordable-housing loan fund.

Johns Hopkins and local foundations could establish an affordable-housing revolving fund for the MMF area and other parts of Middle East. Hopkins currently focuses its neighborhood investments in the EBDI project adjacent to the MMF neighborhood. However, discussions about the potential for establishment of an affordable housing revolving fund to assist revitalization of the MMF area according to this plan should be initiated. The benefit of a revolving fund is that the initial investment can be used repeatedly to leverage additional funding.

Housing strategy

The housing development strategy for the MMF area has several elements:

- Scattered-site rehabilitation.
- Work toward creation of a multifamily building on a site that is currently nonresidential. (This strategy is designed to avoid relocation of any current neighborhood residents while advancing revitalization activity.)
- Assisting existing homeowners to make improvements and to remain in the neighborhood.
- Potential future redevelopment to create new housing types at different densities.

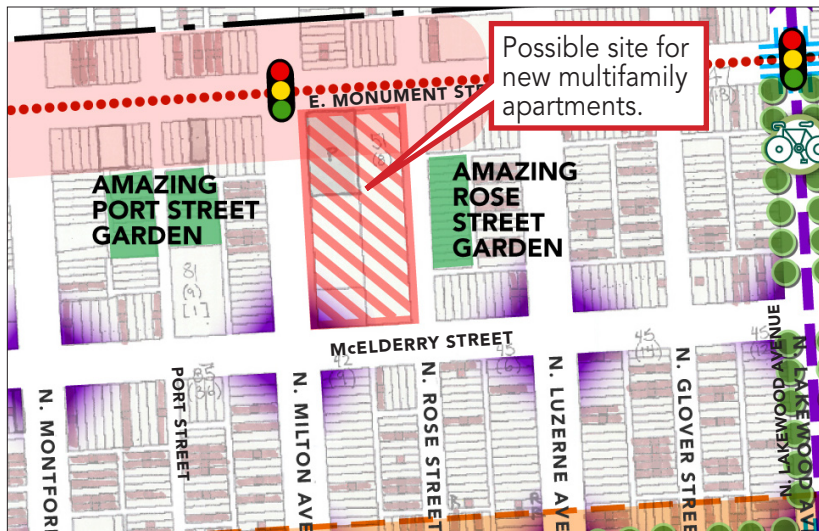
REHABILITATION OF VACANT HOUSES

Scattered-site rehabilitation will begin with city-owned properties, working with the appropriate city agencies to dispose of such properties to developers and current residents for the creation of new affordable homeownership opportunities for current residents. However, it is recognized that scattered-site rehabilitation is difficult, time-consuming, and may have less immediate impact than a more concentrated strategy.

Where possible, rehabilitation should focus first on groups of adjacent buildings. Properties on corners and along major streets, rather than alley properties, should also receive priority, because their visibility can improve the overall image of the neighborhood. These efforts will enhance the feasibility of creating affordable units and result in greater impact on the street.

NEW CONSTRUCTION

After review with community residents of several potential sites for new multifamily apartments, one site has been identified on the block occupied by the food market and bounded by East Monument, North Rose, McElderry, and North Milton Avenue. This location involves an entire





The Super Farm site on Monument Street.

block with frontage on Monument, can produce a significant number of units, and does not require relocating parking associated with other uses. The site offers the possibility of a mixed-use building with retail and parking below and additional stories above, with up to 85 apartments. The property is currently in transition and the new owners have expressed interest in residential uses

Over the medium term, as the community monitors both the impact of market-rate development and the suc-

cess and effectiveness of scattered-site rehabilitation of city and Housing Authority properties in creating affordable units, the community reserves the right to support a more aggressive housing redevelopment program. Such a program would bring new housing types into the neighborhood at different densities but designed to be compatible with its historic rowhouse character. These new housing types could produce a significant number of new housing units to ensure the creation of a sustainable mixed-income neighborhood with affordable rental and ownership housing for low- and moderate-income residents.

HOMEOWNER ASSISTANCE

The first principle of any plan is to preserve the assets that you have. The 40% of MMF households that are homeowners must be supported through access to low-cost rehabilitation programs that can help them maintain and repair their homes. Among the programs that should be widely marketed to the MMF area are rehabilitation and first-time homebuyer programs administered by Neighborhood Housing Services. For example, NHS is offering loans of up to \$80,000 at 3% to 4% interest, depending on the borrower's income level, or at 0% interest as a deferred loan. The city offers a tax abatement for several years on the increased value created by the rehabilitation. A number of other rehab and homebuyer programs are available, with varying requirements. A list of these programs is provided in the Appendix.

None of these programs will help the MMF neighborhood if residents do not know about them or if they are reluctant to participate. A vigorous program of housing counseling and marketing should be established that connects with existing organizations and that reaches out to residents in innovative ways. Residents and potential residents of the MMF area need to be informed about rehabilitation, tax-abatement and first-time homebuyer programs that already exist and are available to them. Information on these programs should be disseminated regularly and repeatedly through community organizations and institutions, including neighborhood associations, church congregations, the Matilda Koval clinic, employers, the Monument Street Renaissance, and so on.

SUMMARY HOUSING RECOMMENDATIONS AND ACTION ITEMS

- 1 Develop and pursue a strategy of rehabilitation of vacant properties, starting with disposition of city-owned properties to developers and current residents who will create an initial batch of affordable housing.
- 2 Create or designate a Housing Resource Center to help existing residents and homeowners with housing rehab loans or grants, tax relief programs, and other services. The center would also help first-time homebuyers with financial and housing counseling.
- 3 Explore the redevelopment of a multifamily site for mixed-income housing with ground-floor retail at a site on Monument Street and Milton Avenue.
- 4 Identify more ways to develop and deepen partnerships with various housing organizations in order to advocate for and garner funding to create affordable housing for this community.
- 5 Begin discussions with the City of Baltimore Finance Department on designation of the MMF area as a TIF district.
- 6 Open discussions on creation of an affordable housing trust with the City of Baltimore and Johns Hopkins University, who may become potential funders.
- 7 Establish a Housing Subcommittee to further strategize on options to bring housing resources to the community for future development of affordable homeownership and rental opportunities for current residents. Such future development plans must reflect a commitment to providing affordable housing and must include mechanisms for maintaining affordability over the long term.
- 8 Review Middle East Urban Renewal Ordinance Plans with the appropriate elected officials to ensure that the ordinance aligns with the MMF plan and the concerns of the community.

3.3 Commercial Areas: Strengthening the MMF Shopping Districts

The MMF area’s principal commercial district is along Monument Street, with adjacent retail space on North Chester. In addition, there is a small cluster of commercial spaces on Pulaski Highway and Fayette Street around Library Square, and each east-west street has a corner store every two to three blocks. While improvements specific to the commercial areas are key to enhancing their success, it is important to remember that new and rehabilitated housing in a mixed-income environment will provide critical support for businesses.

COMMUNITY ISSUES

In the community meetings, residents focused particularly on the Monument Street commercial district. The main themes that emerged in the discussions were:

- Monument Street needs a better mix of stores with a broader range of higher-quality merchandise and services.
- A pharmacy and a supermarket are the top priorities.
- Expand and improve the Northeast Market:
 - > Bring in more fresh produce.
 - > Open the market to Monument Street.

- > Add two floors, possibly to include housing.
- > Increase parking to support the market.
- Bring other larger retailers to Monument Street.
- Encourage upper-story apartments along Monument Street to bring more residents to the street.
- Provide opportunities for neighborhood entrepreneurs.

OPPORTUNITIES

- The Main Street program is already organizing merchants and property owners, offering technical assistance and facilitating public infrastructure investments.
- The potential consumer base is very diverse, including daytime employees and residents at all economic levels and consumers are in the area in the daytime, evening and weekends. This diverse consumer base is a great potential asset.
- Public transportation is available to bring consumers into the district.

CHALLENGES

- Property owners may have few incentives to make changes in the short run. Long-time absentee building owners often have little debt and good cash flow, so they see no need to make significant improvements. This is particularly common among elderly owners.
- Business owners often do not own their buildings, and their existing businesses may be profitable—again, giving them few incentives to change.
- Most stores on Monument Street have very small footprints—about 1,000 square feet—which makes them unsuitable for many modern retail tenants, such as the pharmacy that many residents desire.
- Property improvements are more difficult to fund if the financing is based on the real estate value rather than on the value of a lease with a high-quality credit tenant.
- Parking is perceived to be limited.
- The low visibility and street frontage of Northeast Market limits its impact as an anchor of the street.
- EBDI ground-level retail development planned in Phase I may affect demand from the EBDI area.
- One-way traffic makes the street somewhat less consumer-friendly.

MONUMENT STREET RENAISSANCE

Monument Street has a Main Streets program, known as Monument Street Renaissance, which is working with local merchants to strengthen the commercial district. Monument Street Renaissance has prepared its own vision statement:

Within the next twenty years, the retail corridor of East Monument Street from Washington Boulevard to Luzerne Avenue will become the premier shopping district for the people who live and work in East Baltimore. This enhanced market position will build on today's healthy business district. Customers will be attracted by the district's appearance, which will include well-maintained buildings set in a safe, clean and landscaped area. Customers will enjoy wider choices of goods and services and exceptional customer service. They will also enjoy greater conveniences such as expanded store hours, better parking and a variety of entertainment activities. The shopping district will include diverse businesses in a mixed-use environment.

The shopping district on East Monument will reflect the strong network within the community, where the Johns Hopkins Medical Institutions, other institutions, business leaders, city/state governments and residents all contribute to a strong quality of life. This collaborative effort will result from innovative partnerships within the community that will have solved the tough issues of crime and unemployment that have troubled the community for many years.

Finally, East Monument Street will be a leader among Baltimore neighborhoods, changing the current image that East Baltimore is unsafe into an image that reflects a healthy community. The shopping district on East Monument Street will be an outstanding example of a vibrant retail corridor.

This vision is compatible with the desires expressed by the community, and the Main Street program has had some success in advancing that vision. The Monument Street Renaissance has designed and implemented a matching-grant façade-improvement program that stimulated over \$1 million of improvements in the business district, implemented strategies for business expansion (51 new businesses and 116 new jobs) and business retention (6 businesses and 11 jobs), provided technical assistance to 181 businesses, and facilitated a planning initiative for the business district. The Main Streets program also facilitated a \$1 million lighting, road resurfacing, and sidewalk repair project in the last year.

SAFETY AND SECURITY

Security has long been an issue in attracting more customers to Monument Street. Johns Hopkins has a security kiosk at Monument and North Chester streets, where the Northeast market is located, and surveys of Hopkins employees found that few venture much farther down the street for shopping. In the last year, the Baltimore police department installed crime watch cameras, at a cost of \$1 million, at Monument Street intersections. According to the police, these cameras have been effective in reducing crime significantly along Monument Street.



Cameras have improved security on Monument Street.

THE NORTHEAST MARKET

The Northeast Market plays a critical role on Monument Street and in the neighborhood, but its design and mix of goods does not serve the neighborhood as well as it could. In the last year, \$300,000 of repairs and maintenance improvements were made to the market. At present, however, the market’s façade does little to enliven the street and communicate all the activity within. A redesign of the market, with more transparency, outdoor seating, and ideally, additional floors that could provide office space or housing, would give it the additional presence on the street that it needs to fulfill its role as the western anchor of Monument Street. Some residents would like to keep the current design of the market. Any future proposed changes—and their potential benefits to the street—should be discussed with the community.



This market in Vancouver brings goods out into the street.

PROMOTING CHANGE

Main Street program strategies are time-tested but require consistent and long-term effort: organization, promotion, design, and economic restructuring. With a Main Street manager sponsored by HEBCAC, the Monument Street Renaissance has had success in each of these four program areas.

As perceptions of security change and as the neighborhood becomes a more mixed-income neighborhood, retailers will respond in an entrepreneurial manner. These changes, however, will occur only gradually. In order to accelerate change on the street, the city and the Main Street program should work together with businesses, property owners, Johns Hopkins, and the police on the issues listed below.

MONUMENT STREET RETAIL DISTRICT RECOMMENDATION AND ACTION ITEMS

- 1 Approach the city and city markets management about expanding and improving the Northeast Market to increase its visibility, presence on the street, and the diversity of offerings, with particular attention to improving the quality and cost of its food offerings. Any physical improvements at the market should maintain the current architectural character of the building.
- 2 Recruit a large, full-service pharmacy to Monument Street.
- 3 Work with the police and with Johns Hopkins to increase the reality and perception of security.
- 4 Work with retailers to broaden the retail mix.
- 5 Work with the Monument Street business community and Baltimore City Public Markets Corporation to increase opportunities for resident entrepreneurs and minorities to establish businesses in the Monument Street retail district or in the Northeast Market.
- 6 Work with property owners to encourage them to improve their properties in ways that will make Monument Street more inviting for shoppers.

LIBRARY SQUARE RETAIL DISTRICT

Patterson Park CDC has acquired several properties on Pulaski Highway and Fayette Street at Library Square, the triangular green space to the west of the branch library on Linwood Street. A housing and retail analysis prepared for PPCDC found demand for sit-down eating and drinking establishments, miscellaneous retail and the retail categories of sporting goods, hobbies, music and books with potential for 10,000 to 12,000 SF of retail or services. The study emphasized the critical role that stabilization and improvement of the nearby residential neighborhood must play in creating the environment for retail success at Library Square.

A community workshop is planned for September 2006 to further develop an existing concept plan for this area. The Patterson Park Community Development Corporation expects to continue to explore redevelopment options for this area, based on results of the community workshop, and to seek the assistance of the city and other entities for the traffic and parks elements of the concept plan.

3.4 Industrial Land Uses

The MMF Area has never had any significant industrial presence because it was developed as a residential neighborhood with a commercial district. Industrial uses are limited to a few warehouses. With neighborhood improvements and a more mixed-income character, these warehouse uses may eventually be supplanted by residential uses or neighborhood-serving retail or service uses.

3.5 Parks, Open Space, and Recreation: Greening the Neighborhood

A densely-built urban neighborhood like the MMF area needs sufficient trees, parks and recreation opportunities to be a truly livable environment. Although it is close to several city parks, the neighborhood could benefit significantly from a range of strategies to bring more green into this part of the city.

COMMUNITY ISSUES

During the community meetings, residents expressed the need for more green space, trees, and overall beautification, for enhanced safety (and perception of safety) in parks, for improvement of the Tench Tilghman playground, and more recreation programs and resources. Themes included:

- Improvements at the Tench Tilghman playground
- Pedestrian-friendly streets with trees and good lighting
- Enhanced safety in green spaces and playgrounds
- Recreation for people of all ages and backgrounds
- Green spaces that can become community centers

ASSETS AND OPPORTUNITIES

The MMF area has a number of assets and resources to build on:

- Tench Tilghman playground at 600 North Patterson Park Avenue
- City Recreation Center next to Tench Tilghman
- McElderry Park Community Association (MPCA) Center, currently under development
- Amazing Port Street Park, created by MPCA and the Amazing Grace Church
- Amazing Rose Street Park, created by MPCA and the Amazing Grace Church
- The Duncan Street Gardens at 500 North Duncan Street, created by residents and local artists



Duncan Street Gardens

- The Madeira Street Gardens at 400 N. Madeira Street, now under way under the leadership of the Men’s Center and students from the Maryland Institute College of Art
- Patterson Park, a few blocks south of the MMF area
- Ellwood Park, less than two blocks east of the MMF eastern boundary of North Linwood Avenue.
- Significant number of street trees in some blocks

CHALLENGES

It is clear that some of these assets are not fully utilized by the neighborhood because of security concerns, traffic barriers or lack of programming.

- The Tench Tilghman playground is not supervised after school hours and the proximity of a play structure for young children and a basketball court often used by teenagers has sometimes resulted in teen vandalism of the play structures.
- Ellwood Park has safety issues. The edge of the park closest to the MMF area lies along the back fences of houses facing another street. The lack of houses facing the park—with “eyes on the street”—is one reason this park may attract criminal activity.
- Resources are lacking to complete and adequately maintain community-led greening projects.
- Traffic on Orleans and Fayette streets is a significant barrier to pedestrians who would like to go to Patterson Park.
- Resources are lacking to complete and adequately maintain community-led greening projects.
- A lack of street trees creates a hot environment in the summer that discourages pedestrian access to the parks.
- Areas of open land, such as alley blocks where houses have been demolished, could be used as parks but also present security concerns for the same reasons as Ellwood Park.

PARK AND GREEN SPACE STRATEGY

The park and green space strategy focuses first on enhancement, improvement and access to existing assets, and then on creation of new green space.

Plant street trees to create “green streets”

Currently, no street in the MMF area has a continuous street tree inventory. Some blocks have no trees at all, some have good coverage, but most have just a few trees.



Mature trees provide shade for pedestrians.

Street trees should be planted on MMF streets in accordance with the revitalization priorities of this plan:

- **Jefferson Street:** The plan calls for focused attention to revitalization of Jefferson Street as the residential spine and preferred east-west pedestrian and bicycle route. Jefferson Street should have first priority for street planting.

- **North Chester and North Lakewood avenues.** These streets are the preferred north-south routes for pedestrian and bicycle traffic. Chester will connect Jefferson Street with the Northeast Market on Monument Street. North Lakewood provides a direct link to Paca School, Library Square, and Patterson Park and requires only a small number of trees to fill in its gaps.
- **Monument Street.** Where feasible, street tree planting on Monument Street will create a more pleasant pedestrian and shopper experience.
- **Additional streets.** Street planting priorities should then focus on filling in trees along streets where some coverage already exists and planting trees on blocks where housing rehabilitation is occurring.

Encourage resident beautification to create “green streets”

A number of residents already contribute to the beautification of their streets by putting out pots of plants and flowers at their building frontage or installing window boxes with flowers. These individual acts, if multiplied along the blocks, can make a difference in everyone’s experience of the street and lead to greater pride and maintenance of the street. Annual awards for the best window box or planters can help create interest and excitement around beautification efforts.

Park access

The transportation section of this plan recommends improvements to enhance access from the MMF area to the two major city parks located just outside the area: Patterson Park and Ellwood Park.

Improve existing parks and recreation areas

Tench Tilghman. As noted earlier, the Tench Tilghman playground has some security issues. In addition, it is almost entirely paved, except for the trees on the adjacent plaza at the street edge. Options for improving the playground include:

- *Expand green areas through a schoolyard greening* program as a school-based activity. Schoolyard greening programs remove hard surfaces and replace them with soil and plantings, as well as providing large planters for school children to learn about seeds and plants.
- *Program after-school supervised activities.* The Recreation Center or other groups could seek funding to program outdoor activities after school in order to extend the period when the playground has adult supervision.
- *Install good lighting* for enhanced security and consider installation of a security camera. The park attracts problematic activities at night that would be discouraged by better lighting. Because of poor visibility from the street to the interior of the playground, a security camera would also discourage undesirable behavior during daytime hours when the playground lacks supervision.

Ellwood Park. Though slightly outside the MMF area, this park could be a better resource for the McElderry Park neighborhood.

- *Form a Friends of Ellwood Park group* with residents of other neighborhoods near the park. A small group of active people can make a big difference in increasing the usability of parks.
- *Program events in the park.* Successful and safe parks have lots of people using them. Holding events in the park will bring more people into the park.

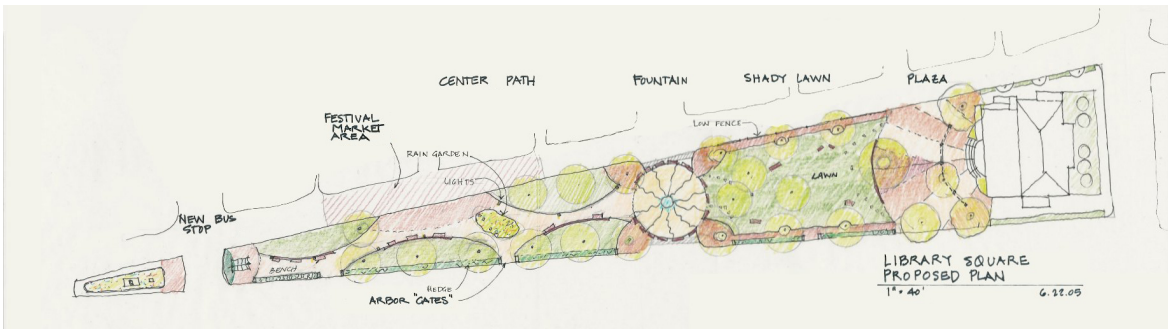
- Consider asking the city to *designate some of the park as community garden plots* for neighborhood residents. Community gardens create a regular presence of people.
- Work toward *creation of a line of houses facing the park*.

Amazing Port Street Park, Amazing Rose Street Park, and the planned Madeira Street Gardens. These community-created parks are testaments to neighborhood interest in green spaces. Like other green spaces, these parks need resources as well as events and activities to bring more people and life into them.



Amazing Port Street Garden on an alley site (right) contrasts with this overgrown alley space (above).

Library Square. PPCDC’s Library Square project includes concepts for redesign of the park. Programming of events, starting with library-linked activities, can help make this park well-used.



Library Square Conceptual Design (Source: Neighborhoods of Library Square).

CREATING NEW PARK SPACE

The complexity of finding housing opportunities with the minimum of displacement makes it difficult to identify ideal sites for new green spaces. Options include designating blocks with substantial vacancies for demolition and creating a park and new housing overlooking the park; transforming surface parking lots into parks, which requires relocation of the parking spaces; and creation of new green spaces where alley houses have been demolished.



Green spaces could be created in several alley locations. Public green spaces, like the Amazing Port Street Park, need strong sponsorship, oversight and security to be successful. Where a number of homeowners surround a potential green space, they can work together to create an “alley green” that is gated and serves their block only. In order to make this happen, the community and the city would have to agree that alley streets could be closed to traffic. In addition, the property interests in alley parcels would have to be conveyed to the property owners of the surrounding houses or to an entity like a homeowners association. Until the MMF area has a higher number of owner-occupants, it may be difficult to pursue strategies of this type.

PARKS AND OPEN SPACE RECOMMENDATIONS AND ACTION ITEM

- 1 Create a Neighborhood Greening Subcommittee of the MMF planning group.
- 2 Create a Neighborhood Greening Plan for street-tree planting priorities, schoolyard greening, community garden opportunities, and assisting new and ongoing projects (such as the Amazing Port Street Gardens, Amazing Rose Street Garden, the Tench Tilghman playground area, Library Square, the Madeira Street Gardens, and others).
- 3 Seek technical assistance from nonprofit organizations and funding from organizations such as the Parks & People Foundation to support initial greening projects.

3.6 Transportation, Gateways, Corridors, and Community Streets

The MMF area has a well-connected street grid and is well-located for road and transit access to downtown and other city destinations. Because a large percentage of households do not have a vehicle and use alternative modes to get to work, it is critical that the MMF area become more friendly to pedestrians and to bicycles.

COMMUNITY ISSUES

In community meetings residents reported a variety of concerns about traffic impacts, transit, and parking:

- Make streets more pedestrian and bike friendly.
- Reduce speeds on major traffic street.
- Increase safety at intersections.
- Enforce speed limits and red lights with cameras at major intersections.
- Expand parking for residents, especially near Johns Hopkins.

- Expand or improve efficiency of parking for Monument Street businesses so that business parking does not spill onto residential streets.
- Study the potential for two-way traffic on Monument Street.
- Study potential for one-way north-south streets and angled parking.
- Improve bus service.

ASSETS AND OPPORTUNITIES

- The street grid provides opportunity for good connectivity.
- Most north-south streets have little through traffic because they end at Patterson Park.
- The area has many bus routes.
- Subway transit is available near Johns Hopkins.
- Residential parking requires a residential permit.

CHALLENGES

- East-west arterials are difficult for pedestrians to cross, especially Orleans Street, which carries one of the city's highest volumes of vehicles and has regional traffic.
- Changes require action by the city and other actors outside the MMF area through inclusion in citywide transportation plans.

GENERAL TRAFFIC ISSUES

Residents were concerned about traffic impacts on the safety and quality of residential life. Increasing safety and enforcement of traffic laws throughout the MMF area was an important issue. Better intersection control (signals, roundabouts, etc.) to reduce accident rates, particularly at the Jefferson/Washington intersection is needed. Provision of these facilities can also help reduce speed and increase delay, discouraging traffic from entering residential streets.

Another key issue is managing the negative impact of the high traffic volumes on Orleans Street and increasing the “livability” of this street. Orleans is a key east-west arterial with traffic volumes ranging from 19,000 to 21,000 vehicles per day through the MMF area. Residents of the area were vocal in expressing their desire to reduce the noise, traffic delay, and congestion impacts along this route. In addition, north-south connections across Orleans Street are limited and provision of enhanced pedestrian connectivity is desired. Although traffic volumes are not as great on the other east-west streets in the MMF area, safer intersections and pedestrian crossings are also needed on Madison, Monument and Fayette streets.

PARKING

Resident parking concerns focused on two issues: limited availability of residential parking in the area, particularly in the vicinity of Johns Hopkins, and poor utilization of spaces in the vicinity of the retail areas on Monument Street.

Residents were particularly vocal about the limited availability of on-street resident parking spaces. They were concerned that, despite the issuance of parking permits for residents, locating a parking space in the area continues to be difficult, particularly near Johns Hopkins. A preliminary review of on-street

and surface-lot parking in the area bounded by Washington, Jefferson, Patterson Park and Monument suggests that space occupancy is high during much of the day. Anecdotal evidence suggests that abuse of the resident permits is occurring, with unused residential permits being sold to Hopkins staff. Residents believe that Hopkins students and employees use the Northeast Market’s long-term meters for all-day parking, then take the university shuttle (which stops at the market) to work. Residents also suggested that the Hopkins staff parking garage is underused. Better utilization of this garage could open additional on-street capacity for residents with permits. The parking situation at the Hopkins garage and in on-street spaces will need to be quantified with a license tag survey prior to development of more specific recommendations.

Residents also noted that shoppers at Monument Street shops park on adjacent residential streets. Parking lots are provided at the rear of most shops, but security concerns prevent effective use of these spaces, and patrons park on nearby streets instead. It should be noted that a recently completed upgrade of street lighting may encourage better use of spaces behind stores.



Parking use varies by time of day.

PUBLIC TRANSPORTATION

Although the area has a number of bus routes, residents were dissatisfied with the service. Recent changes in routes #20, #23 and #40 were generally not considered effective. Residents advised that local buses were congested and inconvenient and that little information was provided about the changes. Studies under way of the #40 and #23 bus routes will recommend solutions to overcrowding on these routes. The new Limited Stop 40 is expected to offer faster cross-town service to the area, and residents should keep informed and engaged in the improvement provisions. Residents also expressed a desire for a local shuttle service similar to that provided by Johns Hopkins for its staff and students. Route #13, which runs through the study area, was generally seen as not providing enough service; residents felt that a local, smaller shuttle service would be preferable.



The John Hopkins shuttle.

BICYCLE FACILITIES

The MMF area is currently not served well within the city’s bicycle network and residents are interested in more bicycle facilities. They wanted bicycle parking in the Monument Street shopping area and at other key destinations, such as the library, schools and community center. Provision of bike parking facilities in the residential area was also desired.

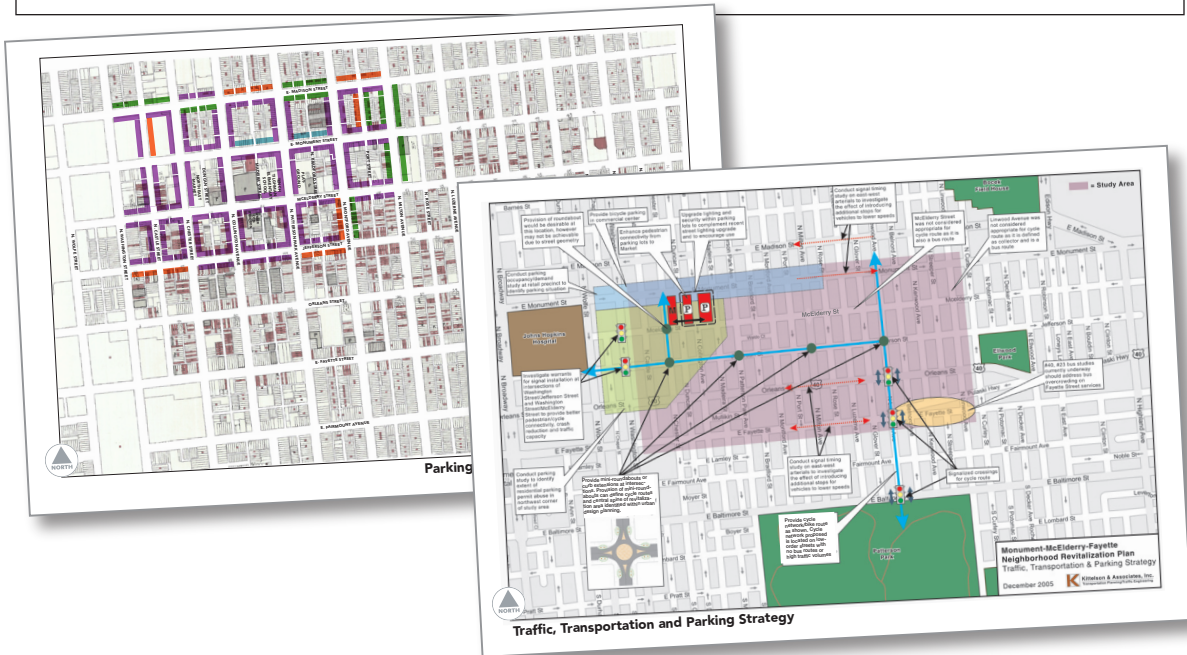
Lakewood Avenue, Jefferson Street and Chester Street were considered appropriate for a bicycle route because they have neither high traffic volumes nor bus routes. These routes could be added to the city’s recently adopted Bicycle Master Plan as first-priority improvements.

TRANSPORTATION AND PARKING RECOMMENDATIONS AND ACTION ITEMS

- 1 Create a Transportation Subcommittee to advocate and develop plans for improvements.
- 2 Explore ways to create additional parking spaces near Monument Street to serve current and future merchants and area residents.
- 3 Work with the city to install signals at these intersections: Washington and Jefferson; Washington and McElderry.
- 4 Work with the city to lower traffic speeds and reduce truck traffic on Orleans and Fayette streets.
- 5 Make the Monument Street parking lots serving the Northeast Market more secure and attractive by upgrading lighting and improving the pedestrian routes from the parking lots to Monument Street and the market.
- 6 Work with the city to make sure that all residential streets within the Permit 17 area are marked with appropriate signage, and increase enforcement, with special provisions for resident seniors and hardship cases.
- 7 Explore the creation of appropriate routes and provide bicycle parking on Monument Street and at other community destinations, such as parks, community centers, and churches and have the routes included in the city's Bicycle Master Plan.

**DIAGRAMS:
PARKING SURVEY RESULTS—AVERAGE OCCUPANCY
AND
TRAFFIC, TRANSPORTATION AND PARKING STRATEGY**

PLEASE REFER TO BOTH SIDES OF THE FOLDOUT ON THE FACING PAGE.



3.7 Historic Preservation

The MMF Area does not contain buildings listed on the national or state registers of historic places nor is it a historic district. The vast majority of the residential buildings, however, were constructed before World War I. If some buildings were to be listed, it would make them potentially eligible for historic tax credits if they were rehabilitated. In order to obtain historic tax credits, however, rehabilitation must conform to the historic preservation standards of the US Secretary of the Interior.

Maryland Rehabilitation Tax Credits are income tax credits equal to 20% of the qualified capital costs (more than \$5,000 in rehab costs over two years) of rehabilitating a “certified heritage structure.” They are available for both owner-occupied and income-producing property.

A certified heritage structure can include structures:

- individually listed in the National Register of Historic Places;
- designated as a historic property under local law and determined to be eligible for listing on the National Register of Historic Places;
- located in a historic district listed in the National Register of Historic Places or in a local historic district that is eligible for listing on the National Register of Historic Places and certified as contributing to the significance of the district; or
- located in a certified heritage area and certified by the Maryland Heritage Areas Authority as contributing to the significance of the certified heritage area.

Federal Rehabilitation Tax Credits are available only for income-producing properties listed in the National Register or a contributing element within a historic district. The credit is 20% of the cost of a certified rehabilitation.

4 ENHANCING COMMUNITY SERVICES: SUPPORTING FAMILIES AND INDIVIDUALS

HEBCAC prepared this section of the planning report.

4.1 Introduction

A neighborhood consists first and foremost of people. The overall circumstances of those people, coupled with the level of access they have to positive opportunity, are key ingredients in the health of a neighborhood. New housing development alone cannot create a strong neighborhood unless it is coupled with strong households.

As indicated earlier in this report, the people who live in the MMF planning area face many challenges that negatively impact the quality of life in the community:

- 38% of the current 2,300 households live at or below the poverty level.
- 45% of the area's adult population has not completed high school.
- 47% of the working age population is not in the workforce.
- Area median income is \$22,000.
- Streets are three times more likely to be dirty than the citywide average.
- Incidence of violent crime is 27% higher than the citywide average.
- 41% of the MMF planning area population is under 18 years of age.

Most striking are the economic and financial disadvantages of MMF residents, which is both a symptom and a consequence of other problematic conditions in the neighborhood. Determining a way to untangle these problems and propose realistic and effective answers represents a great challenge.

PLANNING FRAMEWORK

The Quality of Life Subcommittee developed general principles to guide the quality-of-life planning:

- There will likely be a minimum of resources available for implementation of any specific recommendations; factoring that into all recommendations is seen as key to being able to move forward with any suggestions.
- The overarching strategy is to maximize the level and effectiveness of current providers/programs, not initiate new ones.
- A key focus will be on providing a high degree of personal attention and on the process of connecting people to resources and opportunities.
- Another major emphasis will be on creating economic empowerment by helping people get jobs, or get better jobs at higher wages.

The subcommittee was purposefully modest in its suggestions with a goal of creating a set of recommendations for short-term activity that can be acted on immediately in:

- Education
- Employment
- Youth Activity

- Community Life
- Sanitation
- Public Safety
- Health/Substance Abuse

In light of this purpose, the following set of recommendations/projects attempts to strike a good balance between the chance to make a significant impact on the neighborhood and the need to define suggestions that can be acted upon expeditiously.

4.2 Education

There is little argument that within the MMF community public schools play a critical role as the central institutions of community life. Naturally, parents look to these institutions as providing the means for their children to gain education for personal advancement. In addition, schools are recognizing that to pursue their educational mission, they need to reach out and engage parents in innovative programs that foster more stable home situations to support learning in the classroom.

While more than half of the residents of the MMF planning area have at least a high school diploma, the community faces serious educational challenges. Only 7% of residents have a bachelor's degree and only 12% of the college graduates also have a graduate or professional degree. More troubling are the trends at the elementary-school level. As indicated previously, more than 25% of Tench Tilghman students missed at least 20 days of school and its withdrawal rate is over 22.9% each year. Moreover, throughout the community, test scores drop as students advance to each grade level. In spite of the fact that the issues are broader and more complex than can be addressed in the MMF planning process, the Quality of Life Subcommittee identified several straightforward steps that can be implemented to address these concerns positively.

ELEMENTARY SCHOOL FACILITY IMPROVEMENTS

The MMF community is fortunate to have several exemplary elementary schools within (or adjacent to) the planning area:

- Tench Tilghman Elementary School
- William Paca Elementary School
- Commodore Rodgers Elementary School

Moreover, the Baltimore City Public School System (BCPSS) has just completed a process to assess the public school facilities throughout Baltimore City and indicated that these three schools are slated for renovations or, in the case of Tench Tilghman, replacement.

BCPSS FACILITY MASTER PLAN RECOMMENDATIONS

Given the shortage of other social infrastructure in the MMF planning area, it is critical to bolster these important community institutions by creating a coalition of community advocates.

MONUMENT-MCELDERRY-FAYETTE AREA PLAN

SCHOOL NUMBER	SCHOOL NAME	GRADE CONFIG	YEAR CONST/ADDIT'NS	TOTAL SQ. FEET	SITE SIZE	FACILITY SCORE	FACILITY CONDITION	2006 ENROLLM'T	2004 ENROLLM'T	STATE-RATED CAPACITY	CAPACITY	CAPACITY-2005
13	TENCH TILGHMAN ES	PreK-5	1977	56,875	1.77	2.61	POOR	268	411	436	372	104
27	COMMODORE JOHN ROGERS ES	PreK-5	1971	110,776	3.94	2.65	POOR	237	302	728	504	267
83	WILLIAM PACA ES	PreK-5	1975	72,300	1.11	2.65	POOR	727	798	796	597	-130

SCHOOL NUMBER	SCHOOL NAME	PRIORITY	SUGGEST GRADE CONFIG	SUGGEST CAPACITY	SUGGEST PRO-GRAMS	ACTION YEAR 1	ACTION YEAR 2	ACTION YEAR 3	ACTION YEAR 10	EST'D COST
13	TENCH TILGHMAN ES	3	PreK-8	500	13	Begins PreK-8 conversion (adds grade 6)	Continues PreK-8 conversion (adds grade 7)	Continues PreK-8 conversion (adds grade 8)	New building for PreK-8	\$20,600,000
27	COMMODORE JOHN ROGERS ES	4	PreK-8	500	27	Begins PreK-8 conversion in '06 (adds grade 6); becomes feeder for 23 General Wolfe students entering grade 6	Adds grade 7	Adds grade 8	Moderate renovation	\$16,600,000
83	WILLIAM PACA ES	2	PreK-8	600	83	Receives back its PreK and K students from #43	Begins PreK-8 conversion (adds grade 6)	Continues PreK-8 conversion (adds grade 7)	Major renovation	\$14,900,000

Source: Baltimore City Public School System Facility Solutions Master Plan Summary of Adopted Recommendations, March 28, 2006

TENCH TILGHMAN COMMUNITY SCHOOL PROGRAM

The community school program at Tench Tilghman has been in operation for five years. Currently, the community school is overseen by a steering committee comprising representatives of the various programs that it operates as well as other neighborhood stakeholders. The program has developed an effective collaborative model that provides great potential for it to serve as the “hub” for MMF quality-of-life efforts. The “hub” strategy is really about having an umbrella organization to coordinate a variety of programs. The current model needs to be strengthened in the following ways for it to play the desired role:

- Full-time staff coordinator
- Full- or part-time staff assistant
- Access to additional space at Tench Tilghman or another nearby location
- Incorporation of the community-school space needs in the new facility plans

Activities that could fall under this umbrella include the following:

- BOOST after-school program
- MMF Employment and Training Information Center
- Johns Hopkins School of Nursing Health Outreach
- Housing Resource Center (housing/property tax assistance)
- Various other individual/organizational services provided episodically to students
- Cadre of public-sector-service representatives who work out of the community school at regular times

Over time, it will be important to establish additional hubs at the other two neighborhood schools within the area, since Tench Tilghman is not necessarily convenient for people who reside in different parts of the neighborhood. Additional hubs could be satellite locations of the original program or operated as replicated separate efforts.

FAMILY SUPPORT PROGRAM

Operating as part of the community-school effort, the family support program currently has the capacity to work with 70–80 families. Just within its one year of operation it has begun to prove itself as a very effective approach to working with area families. This effectiveness is a result of the small number of families (10–12) assigned to each worker and the “system knowledge” that is being developed by virtue of the advocates’ really getting to know and understand the current service delivery system. The continuation/expansion of this program would greatly help families in this neighborhood manage the process of change and growth. Over time a more formal outcome-tracking system could help document the effectiveness of the family-support workers’ efforts.

EDUCATION RECOMMENDATIONS AND ACTION ITEMS

- 1 Establish an Education Subcommittee to advocate for speeding up the Baltimore City Public School System facility recommendations for the rebuilding of Tench Tilghman Elementary School and for making substantial renovations at William Paca and Commodore Rogers Elementary Schools.
- 2 Strengthen community-school programs at Tench Tilghman, William Paca, and Commodore Rogers Elementary Schools in order to more firmly establish them as “community centers” and resource points for the neighborhood.

4.3 Employment

As indicated earlier in this report, median household and family income levels in the MMF community are significantly below those in Baltimore City. This is largely the result of a low rate of labor force participation and high unemployment, with only 42% of the population employed at the time of the last census (39% of males and 44% of females) and with 47% outside the labor force (51% of males and 45% of females).

The community’s largest employer, Johns Hopkins Medicine, employs 1,087 people in service positions, of whom 114 currently live in ZIP code 21205, which includes a significant portion of the MMF area. Some 150–200 new employees are hired every year. Many new employees are recruited by relatives or friends who already work at Hopkins, so there is no external effort to recruit employees. Although 57% of this workforce is female and many are heads of households, child care may be a barrier to employment for many women with small children, particularly in work that can require evening and night shifts. The day care services offered by Hopkins are too expensive for these workers.¹

¹ Information on Hopkins employment from Kenneth Grant, Vice President, General Services, Johns Hopkins Health Systems.

COMMUNITY ISSUES

During the initial public meetings for the MMF planning process, residents reported key barriers to employment facing neighborhood residents. Community concerns include:

- Lack of jobs in the community suitable for residents
- Lack of education, appropriate job skills, and job-readiness
- Health issues, including substance abuse
- Having a criminal record prevents employment on release from prison
- Lack of transportation to employment centers
- Lack of accessible and affordable child care

RESOURCES IN EAST BALTIMORE FOR WORKFORCE DEVELOPMENT

At least 17 different workforce organizations are located in and/or target their services to East Baltimore. These organizations have a broad spectrum of missions, from providing traditional employment and training and placement services, to providing personal and life-support services, and engaging in community economic development and physical infrastructure initiatives. Together they provide 35 different types of services.

The East Baltimore workforce service landscape has two major segments. The major government workforce service providers (Department of Social Services and Maryland Office of Economic Development) focus on employment and training services for the general population and have budgets and volumes of activity that dwarf the scale of the community-based and nonprofit sector, which specializes in more labor-intensive services beyond employment and training, often for particular client groups.

The total amount spent on workforce-investment activities in East Baltimore in 2005 by the eight organizations reporting their budget data is \$12.2 million. The “cost per job placement” ranges from \$693 to \$25,862.²

The workforce organizations include:

- Caroline Center
- Catholic Charities, Community Services Division
- Civic Works
- The Door
- East Baltimore Development Inc.
- Empower Baltimore Management corporation (EBMC)
- EBMC/East Harbor Village Center
- East Baltimore Community Corporation/ The Gate
- HEBCAC/Youth Opportunities Program
- Helping Up Mission
- Johns Hopkins Hospital, School of Nursing, and School of Public Health
- Living Classrooms
- The Men’s Center
- MOED Career Center Network
- Department of Human Resources/Baltimore City Dept. of Social Services/Family Investment Program

- The Workforce Transportation and Referral Center at Sojourner
- Goodwill Industries of the Chesapeake
- East Baltimore Pre-Apprenticeship Training Program
- BioStart Program
- Baltimore Alliance for Careers in Healthcare's Bridge

BARRIERS TO CONNECTING AND SUCCEEDING IN WORKFORCE PROGRAMS SERVING EAST BALTIMORE

Despite the large number of organizations with workforce development programs, there are significant barriers to participation and to success:

- People do not know what programs and services are available.
- People don't know where programs/services are located and cannot get to them via public transportation.
- There often are not enough slots for applicants.
- Training programs often require weeks if not months to complete—people cannot support themselves or their families throughout the required training period.
- People often have multiple employment barriers (such as substance abuse, criminal backgrounds, daycare, mental health problems) and training programs/services are not linked or coordinated to address all of an individual's needs.
- Single parents do not have access to subsidized daycare in order to allow them to participate in and complete needed training or job-readiness programs.
- There do not seem to be support services in place to ensure that those who complete job-training programs are successfully placed in jobs and are able to keep them.

Clearly, employment development issues derive in large part from low education levels and the lack of important linkages to employment services to connect residents to job opportunities. As in the case of addressing educational issues, the MMF community must grapple with a limited ability to implement systemic reforms, but the planning group has developed a series of practical recommendations on the problems of getting and keeping family-sustaining employment.

Employment and training information

Lack of a coordinated and centralized source of information on opportunities is one of the barriers facing area residents who seek to improve their employment prospects. An information center would be a vehicle for helping residents learn about resources and determine where to go for the services they need. The center would perform multiple functions:

- **Conduct outreach:** The center would use a variety of means to inform residents about services, with the key communication vehicle being the family-support workers. Other ideas could include developing a website, compiling a resource guide, meeting with related professionals to inform them of the center's functions, attending community meetings, and extending outreach to street corners.
- **Provide resource information:** The center could provide printed materials, program databases, and orientation sessions with presentations by service providers. It would develop specialized knowledge

² *The Workforce Services Landscape in East Baltimore: Results of a Survey, A Report to the Workforce System Effectiveness Committee of the Baltimore Workforce Investment Board, November 2005.*

of programs serving people with special needs, particularly ex-offenders and former substance abusers. In particular, the center would focus on job opportunities being created by the biotech development and the retail activity along Monument Street.

- **Undertake assessments:** staff could work with residents to assess their employment situation and identify appropriate resources based specifically on that individual’s situation.
- **Make referrals:** Center staff would make active referrals—making introductions, scheduling appointments, and conducting follow-up both within and outside the neighborhood. An individual might be referred to neighborhood organizations or other resources.
- **Identify jobs:** Either through their own efforts or that of partner organizations, proactively identify actual job opportunities and get to know employers so connecting individuals to jobs occurs more effectively.

EMPLOYMENT RECOMMENDATIONS AND ACTION ITEMS

- 1 Ensure that the Family Support Program at Tench Tilghman Elementary School is continued and strengthen its ability to help families with employment issues.
- 2 Create an Employment Subcommittee that would work to better connect residents with jobs and training. This effort would include providers of important supportive services such as the Men’s Center, the Door, Healthy Start and others to improve cooperation and collaboration to ensure better access to services and removal of barriers to employment.
- 3 Open discussions with Johns Hopkins Medical Institutions on ways to promote better employment opportunities for neighborhood residents and to actively recruit residents for job openings.

4.4 Youth Development

Throughout the planning process young people have contributed ideas and concerns to the MMF planning process in partnership with the University of Maryland School of Law program—Community Law in Action (CLIA)—the University of Maryland School of Social Work, and youth groups at the Door Community Center. Youth participation has involved a series of open discussions and the conducting of a youth survey to tap into youth concerns and interests.

COMMUNITY ISSUES

The overarching concerns developed from the youth outreach efforts include:

- Lack of sufficient youth-oriented activities—specifically recreational opportunities—in the community during high-risk latchkey hours.
- Absence of a place where young people can go and about which they have some sense of ownership.
- Not enough opportunities for young people to develop leadership skills or to become engaged in their community in meaningful ways.

YOUTH DEVELOPMENT RECOMMENDATION AND ACTION ITEMS

- 1 Create a Youth Engagement Committee and develop with real youth involvement a plan to continue to identify and promote youth involvement in activities to revitalize the community.
- 2 Work with current providers of recreational and educational youth programs (such as Banner Neighborhoods, the Door, the Men’s Center and others) to improve and develop more after-school/recreation programs for pre-teens and teens.
- 3 Work to develop a functional recreational facility and community center that meets the needs of youth in the neighborhood.

4.5 Quality of Life: Community Life, Public Safety, and Sanitation

During the planning process residents voiced a range of opinions—at regularly scheduled community-organization meetings and in the broader planning meetings—on quality-of-life issues. Although there was a diversity of perspectives as to specific actions, there was general consensus that residents want:

- A neighborhood that is free from crime and violence.
- Safe, clean streets and alleys, and a sense that the neighborhood is adequately served by the city.
- Vibrant neighborhood associations that invite people to be involved and offer real opportunities for residents to make a positive difference in their neighborhood.

Two neighborhood associations currently serve residents of the planning area: McElderry Park Community Association (MPCA) and Community Active Restoring Efforts (C.A.R.E.) work to address resident concerns about quality-of-life issues in the community. Both are solid organizations with a significant base of support. Both operate with extremely limited resources and volunteers, which limits what they are able to accomplish. With access to even a modest level of resources and training, the capacity of both organizations to serve residents would be greatly increased. This in turn will increase the ability of residents to participate and control their future. In addition, there are a number of other groups (neighboring community associations, churches, etc.) that could be a more active part of the quality-of-life “solution” for the neighborhood by

- Helping current residents stay informed and manage the changes occurring in the community.
- Creating more of a sense of community life and stronger social fabric within the MMF neighborhoods.
- Advocating for programs and services needed in the community.

QUALITY OF LIFE RECOMMENDATIONS AND ACTION ITEMS

Create a Quality of Life Subcommittee to work with residents and local organizations to address community concerns in the following areas:

- 1 **COMMUNITY LIFE:** Work to increase the capacity of neighborhood associations and seek to raise their funding levels, enabling them to become more stable and less dependant upon a small group of leaders so these organizations can succeed over time.
- 2 **PUBLIC SAFETY:** Develop a multi-year, multi-prong anti-crime initiative for the MMF planning area.
- 3 **PUBLIC SANITATION:** Organize a citizen campaign to monitor sanitation conditions and work with the Baltimore City Sanitation Department to address neighborhood concerns.

4.6 Health

The MMF planning area is characterized by a disproportionate number of public health concerns, most notably a high incidence of residents who are substance abusers or individuals who are in recovery but suffering from health issues resulting from substance abuse. Residents are fortunate to have some excellent health-care resources in the community, yet not all have adequate access to such resources, nor are resources effectively targeted to those with the most critical needs.

HEALTH RECOMMENDATIONS AND ACTION ITEMS

- 1 Create a Health Subcommittee to develop strategies that relate to neighborhood health issues, with special attention to substance abuse and mental health.
- 2 Explore ways of creating and fostering community-based partnerships with the Johns Hopkins School of Nursing, the Bloomberg School of Public Health, the public health-related programs of the University of Maryland, and other health-related organizations for outreach and programming targeted to the MMF community.

5 LEADING WITH THE PLAN

5.1 A guide for implementing the Monument-McElderry-Fayette Area Plan

Creating the MMF plan is just the beginning of the community's efforts to shape the change that is coming to this part of East Baltimore. This revitalization plan is merely a tool; resident engagement is the action that is necessary to create change. In order for the plan to be a success, everyone who has participated in the planning process must stay involved, with new outreach to enhance participation. Organizational steps must also be taken to make sure that the MMF plan recommendations and action items are acted upon as soon as possible. These initial organizational steps include:

- > Establish a Board of Governors to be the “stewards” of the plan. This Board of Governors will have the responsibility of ensuring that the MMF plan recommendations and action items are implemented.
 - The Board of Governors will consist of 15 members and a MMF plan coordinator.
 - The core Board of Governors will consist of ten residents from the planning area elected by each of the two primary community organizations in the MMF planning area (five members by C.A.R.E. and the five members by the McElderry Park Community Association).
 - The remaining five members of the board should be institutional or other stakeholders who should be selected based on their ability to contribute to the revitalization of the community. These five non-core members will be selected by the ten resident members of the Board of Governors with the assistance of the MMF plan coordinator.
 - The ten core Board of Governors members will be elected for terms specified by their community organizations. The remaining five non-core members will serve for a one-year term.
 - The Board of Governors will elect two of its members to serve as chair and vice chair. Both offices will have a term of one year. All meetings will be administered using *Roberts Rules of Order*, and in the event of a voting tie, it is suggested that the MMF plan coordinator vote. All meetings will be held monthly or as needed, per the Board of Governors. A quorum will be based on a simple majority. Minutes for all meetings will be recorded and provided to the two community associations (C.A.R.E. and McElderry Park Community Association) and available to residents upon request.
 - The Board of Governors will be responsible for the recruitment and oversight of the MMF area subcommittees. These subcommittees will review potential revitalization activities and make recommendations to the Board of Governors. The Board of Governors will have sole authority to approve subcommittee recommendations. It is advisable that subcommittee chairs be members of the Board of Governors.

- Subcommittees will consist of at least two resident members from each of the two community organizations. The additional members can be institutional partners who can provide professional expertise to the subcommittee matters. At no time will a subcommittee have a minority of resident members. All subcommittees will record minutes and provide these minutes to the Board of Governors. Subcommittees should meet monthly or as directed by the Board of Governors.
 - The Board of Governors will have the authority to create *ad hoc* committees when needed.
 - A communitywide MMF Revitalization Plan meeting will be held annually (September), and two other communitywide MMF plan progress meetings (January and May) will be held to provide residents with progress reports on revitalization activities and initiatives. Additional community meetings may be called at the Board of Governors' discretion in order to pursue further discussions about revitalization strategies or any other related activities.
- > Hire a MMF plan coordinator to perform tasks as stated in the plan. The Board of Governors must review and approve the hiring of the MMF plan coordinator. Other tasks will include providing staff support to the Board of Governors and the subcommittees.

APPENDIX

6.1 HOUSING PROGRAMS FOR NEW HOMEOWNERS

SPONSOR: BALTIMORE HOUSING		FINANCING/TAX CREDIT AVAILABLE		BUYER REQUIREMENTS		NOTES	
PROGRAM & CONTACT							
City Employee Home Ownership Debra Braxton 410-396-3124		> Up to \$3,000 forgivable loan; up to \$3,750 in designated "Healthy Neighborhood" (see below) > 5-year term; reduced 20% for each year of occupancy		> At least \$1,000 toward purchase		> Buyer must use Fannie Mae/Freddie Mac lenders or Municipal Employee's Credit Union	
Baltimore City "Live Near Your Work" Debra Braxton 410-396-3124		> Minimum \$2,000 grant or conditional grant for settlement and closing costs > City provides \$1,000, matched by employer > Available in targeted neighborhoods		> Employee required to contribute at least \$1,000		—	
Section 8 to Homeownership Rhonda Rone 410-396-4175		> Rental subsidies applied to mortgage payment		> At least 1% minimum cash down payment		> Applicants must be in good standing with Section 8 program > Complete homeownership counseling program with city-approved agency	
Vacant House Loan Program Valisha Wallace 410-727-8590		> First mortgage loan up to \$80,000, 30-year fixed rate > Home repair loan up to \$25,000		> Borrower agrees to rehab vacant home and occupy it as primary resident for at least 10 years > 5% of total loan required for down-payment		> Property must be abandoned and unoccupied for minimum of six months	
American Dream Down Payment Initiative Baltimore Housing Office of Homeownership 410-392-3237		> \$3,000 maximum in closing costs and down-payment assistance > Forgivable 5-year loan, reduced 20%/year as long as family uses home as principal residence		> At least \$1,000 toward purchase		> Home buyers with incomes at 80% of AMI or below > Must receive home ownership counseling > Rehab to be completed within one year of purchase	
Smart Commute Initiative Baltimore Housing Office of Homeownership 800-732-6643		> Lenders add portion of potential transportation savings to qualifying income: \$200/month for one-wage-earner household; \$250/month for two-wage-earner household		> 3% down-payment, or as little as \$500		> Purchaser uses public transit to commute > Can be used in conjunction with standard or Community Lending product	
Newly Constructed Dwelling Tax Credit Paula Buchanan 410-396-3972		> 50% credit first year; 10% fifth year		—		> Owner must apply for credit within 90 days of closing	
Home Improvement Tax Credit Paula Buchanan 410-396-3972		> Five-year reduction in increases based on completed improvements > 100% credit first year; 20% credit fifth year		—		—	

APPENDIX: HOUSING PROGRAMS FOR NEW HOMEOWNERS

SPONSOR: BALTIMORE HOUSING			
PROGRAM & CONTACT	FINANCING/TAX CREDIT AVAILABLE	BUYER REQUIREMENTS	NOTES
Rehabilitated Vacant Dwelling Tax Credit Paula Buchanan 410-396-3972	<ul style="list-style-type: none"> > 100% credit first year; 20% in fifth for rehab 	—	<ul style="list-style-type: none"> > Property must be vacant and abandoned for one year > Up to four dwelling units per property > 5% reduction in increases due to improvements completed > Administered by Baltimore City Department of Finance
Buying Into Baltimore Home-Buying Fairs and Neighborhood Trolley Tours Michael Guye 410-396-3124	<ul style="list-style-type: none"> > \$3,000 toward purchase of new home > Down payment and closing cost awards to first 50 participants who close on a house within 90 days of event 	<ul style="list-style-type: none"> > At least \$1,000 toward purchase 	<ul style="list-style-type: none"> > Tours scheduled spring and fall > No annual income limits > Use approved Fannie Mae or Freddie Mac approved lender
Historic Landmarks and District Tax Credit Administered by Maryland Historical Trust 410-514-7628	<ul style="list-style-type: none"> > 10-year period > 100% tax credit on increased value 	—	<ul style="list-style-type: none"> > For city-designated landmarks and properties listed with National Register of Historic Places > Maintains tax assessment at level before renovation
SPONSOR: STATE OF MARYLAND			
PROGRAM & CONTACT	FINANCING/TAX CREDIT AVAILABLE	BUYER REQUIREMENTS	NOTES
Mortgage Program; Down Payment Settlement Expense Loan Program (DSELP) Dept. of Housing and Community Development (DHCD) / Single Family Housing Community Development Administration (CDA) > DHCD: 800-638-7781 > In Baltimore City: Robert Bartolini 410-396-3124	<ul style="list-style-type: none"> > Low-interest loans for low- to moderate-income households > 0% deferred, second mortgage to eligible families to cover settlement expenses 	<ul style="list-style-type: none"> > Up to \$5,000 in assistance 	<ul style="list-style-type: none"> > Income limit: \$91,080 (1- or 2-person family); \$106,260 (3 or more) > Must complete homeownership education with city-approved agency > Qualifies for DSELP when using CDA mortgage
House Keys 4 Employees > DHCD: 800-638-7781 > In Baltimore City: Robert Bartolini 410-396-3124	<ul style="list-style-type: none"> > 0% deferred loan up to \$5,000, to be matched by employer contributions or other local award monies 	—	<ul style="list-style-type: none"> > Must use CDA program; also eligible for DSELP > Must receive homeownership counseling
Tenant Conversion Mortgage Program > DHCD: 800-638-7781 > In Baltimore City: Robert Bartolini 410-396-3124	<ul style="list-style-type: none"> > 5% interest on loans 	—	<ul style="list-style-type: none"> > Family income no more than \$41,150 > Purchase price no more than \$50,000

APPENDIX: HOUSING PROGRAMS FOR NEW HOMEOWNERS

SPONSOR: STATE OF MARYLAND (CONTINUED)

PROGRAM & CONTACT	FINANCING/TAX CREDIT AVAILABLE	BUYER REQUIREMENTS	NOTES
Homeownership for Individuals with Disabilities > DHCD: 800-638-7781 > In Baltimore City: Robert Bartolini 410-396-3124	> Annual interest rate on loan of 10.25% reduced to 3%	> Minimum \$500 cash contribution	> Family income no more than \$40,150 > Maximum first mortgage not to exceed \$100,000 > 30-year mortgage term
SPONSOR: FANNIE MAE			
PROGRAM & CONTACT	FINANCING/TAX CREDIT AVAILABLE	BUYER REQUIREMENTS	NOTES
Flexible 100 Fannie Mae: 800-732-6643	> No-down-payment option for borrowers with good credit	> 3% cash contribution toward closing costs and prepaid items	—
Flexible 97 Fannie Mae: 800-732-6643	> 30-year fixed-rate mortgage	> 3% down payment using personal savings or loan/grant from non-profit	—
HomeStyle Renovation Mortgage Fannie Mae: 800-732-6643	> Single loan, based on post-renovation value of property > Fixed rate with 15- to 30-year term or ARM with adjustments in years 3, 5, 7, or 10	—	> Includes opportunities to refinance home with additional renovation money included in new loan
Home Keeper and Home Equity Conversion Mortgage Fannie Mae: 800-732-6643	—	—	> For individuals 62 years and older > No repayment of loan as long as purchaser lives in home
SPONSOR: BALTIMORE COMMUNITY LENDING			
PROGRAM & CONTACT	FINANCING/TAX CREDIT AVAILABLE	BUYER REQUIREMENTS	NOTES
Homeowner Emergency Loan Program Baltimore Community Lending/ St. Ambrose Housing Aid Center 410-235-5770	> Helps prevent foreclosures by predatory lenders > Maximum first mortgage loan amount is \$80,000 for 30-year fixed rate > Repair loan: up to \$25,000 as first or second mortgage, with 10-year maximum term	> \$500, or 1% of loan amount (whichever is greater)	> 24-month mandatory credit counseling > Total debt may not exceed 45% of total gross monthly income
Single-Family Construction Loan Baltimore Community Lending 410-727-8590	> Rehab cost must be \$10,000 or greater	> Minimum down payment of 5% of total loan	> No income limits > Closing costs may be financed, based on loan-to-value not exceeding 95% of after-rehab value