

# CITY OF BALTIMORE RECOVERY PLAN

STATE AND LOCAL FISCAL  
RECOVERY FUNDS

## 2021 REPORT



MAYOR'S OFFICE OF  
RECOVERY  
PROGRAMS  
BALTIMORE CITY



Brandon M. Scott  
Mayor

**City of Baltimore**  
**Mayor’s Office of Recovery Programs**  
**2021 Recovery Plan**

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## Executive Summary

For over 18 months, the nation has been grappling with the unprecedented health and economic impacts of the Coronavirus (COVID-19) health pandemic. As of September 1, 2021, the City of Baltimore has experienced 56,136 COVID-19 cases, and 1,154 COVID deaths<sup>1</sup>. The City is also experiencing negative economic impacts, such as job loss in multiple industries and a decrease in the number of neighborhood businesses—including those that are small, and minority-owned. Following nationwide trends<sup>2</sup>, Baltimore's low-income communities<sup>3</sup> and residents of color have been disproportionately impacted by the pandemic directly and indirectly. The \$641 million in federal funds provided through the American Rescue Plan Act (ARPA) State and Local Fiscal Relief Funds (SLFRF) offers a significant opportunity to support a robust recovery in the City of Baltimore and address long-standing inequities exacerbated by the pandemic.

Coupled with historical challenges and a city reeling from the COVID-19 pandemic, at the start of his administration in December 2020, Mayor Brandon M. Scott established five pillars to set a clear direction for policy decisions and agency operations in the City of Baltimore. Broadly, these reflect the needs and priorities of City residents. The City's plan for ARPA funds will align with these pillars and corresponding strategic actions:

1. Prioritizing Our Youth
2. Equitable Neighborhood Development
3. Building Public Safety
4. Clean and Healthy Communities
5. Responsible Stewardship of City Resources

In light of the size and scope of COVID-19 relief—from distributing the funding to implementing new programs to compliance—the Scott administration is committed to strong accountability and oversight and ensuring the successful management, monitoring and evaluation of the Federal resources provided to the City.

**“Putting** Baltimoreans back to work, investing in neighborhoods that have historically been left behind, funding community-based violence reduction initiatives, and closing the digital divide are top priorities as we develop a plan that maximizes the impact of ARPA dollars.”

-Mayor Brandon M. Scott



<sup>1</sup> Baltimore City COVID-19 Dashboard - Overview (2021, September 2). <https://coronavirus.baltimorecity.gov>

<sup>2</sup> Schaffer, L. (2021). Coronavirus State and Local Fiscal Recovery Funds. Federal Register, 86(93). <https://www.govinfo.gov/content/pkg/FR-2021-05-17/pdf/2021-10283.pdf>

<sup>3</sup> Rate Reduction Incentive Guidelines. U.S. Department of the Treasury. (2021, August 11). <https://home.treasury.gov/system/files/136/Rate-Reduction-Incentive-Guidelines.pdf>

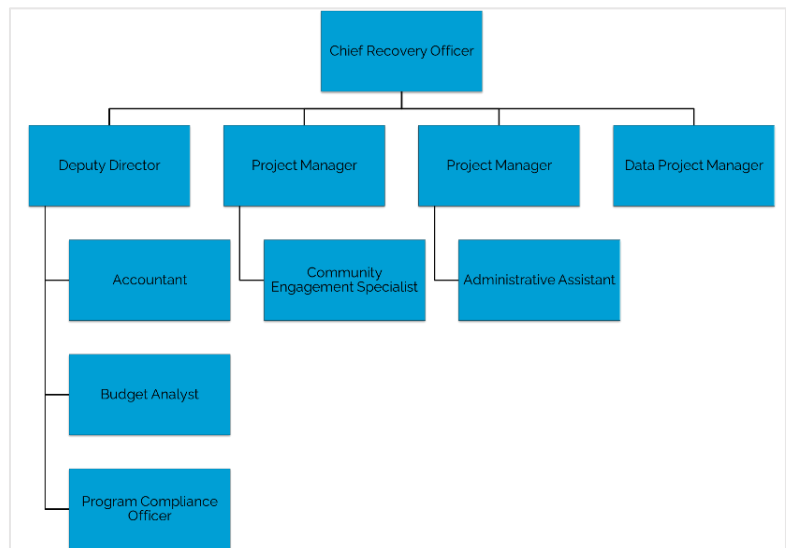
Accordingly, after the announcement of ARPA funding, Mayor Scott established the Mayor's Office of Recovery Programs (MORP) on July 12, 2021.

The primary responsibility of this office is to administer ARPA SLFRF, including all reporting and compliance requirements, and coordinate with internal and external agencies to establish strategies and goals designed to maximize the delivery of services throughout city government.

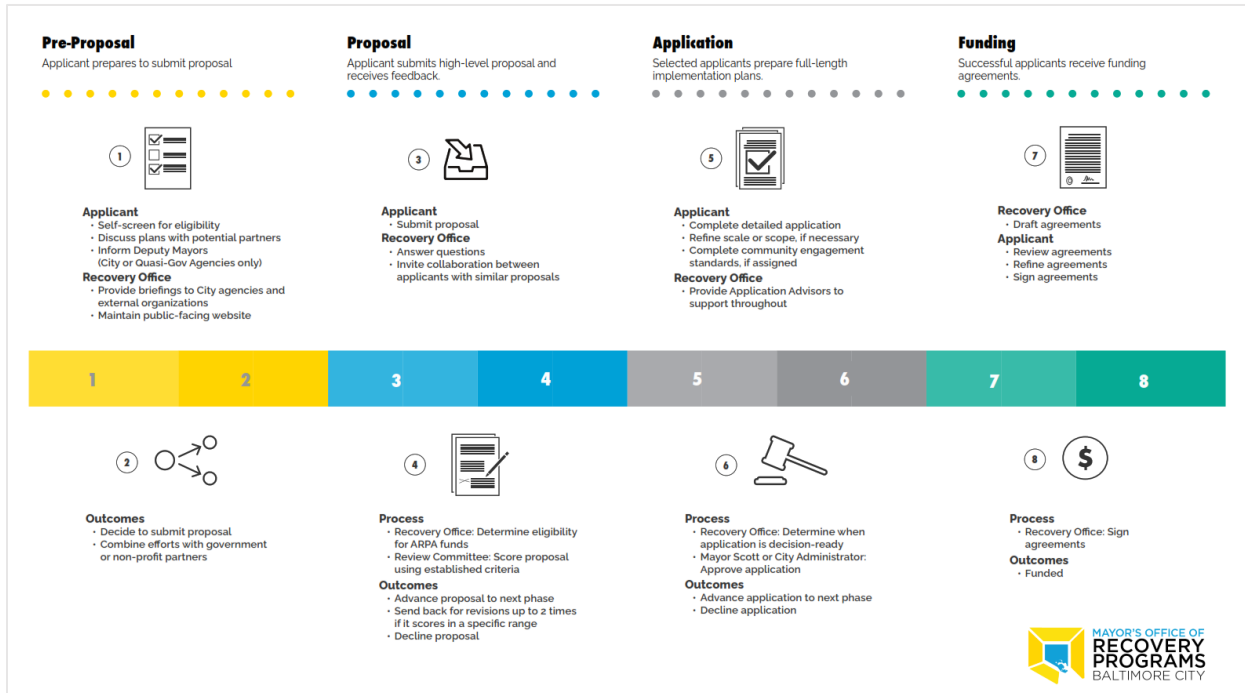
The guiding principles for the Recovery Office are:

- **Impact** We are committed to maximizing the use of ARPA funds for the benefit of Baltimore City residents and businesses.
- **Transparency** We will share information and data on funding decisions, how funds are spent, and what results the Recovery Office and corresponding agencies achieve with internal and external stakeholders and the public.
- **Equity** We will prioritize funding decisions to benefit communities that have been disproportionately harmed.
- **Accountability** We will follow federal guidelines and requirements to ensure that funds are appropriately spent and accurately reported.
- **Responsibility** We will establish rigorous standards for compliance and performance for applicants and recipients to follow while also providing technical assistance and guidance as needed.

The Recovery Office is establishing the infrastructure with which to administer ARPA funds. As depicted in the organizational chart, this includes hiring additional personnel to assist in the budget formulation and accounting processes; develop and execute a robust communications and community engagement strategy; and coordinate and collaborate with city agencies and external organizations on programs and initiatives that will provide relief to the city's most impacted residents and vulnerable populations with a focus on equity.



When developing an approach to ARPA, the Mayor and his senior leadership team recognized the importance of inviting City agencies and external organizations to apply for funding and to shape the overall allocation. The City of Baltimore will use an online application process in which City agencies and external organizations such as nonprofits can propose projects to be funded through ARPA SLFRF. The application process includes a thorough and comprehensive review of agency operations, staffing, work processes, resource allocations, and performance. The infographic below demonstrates the proposal process:

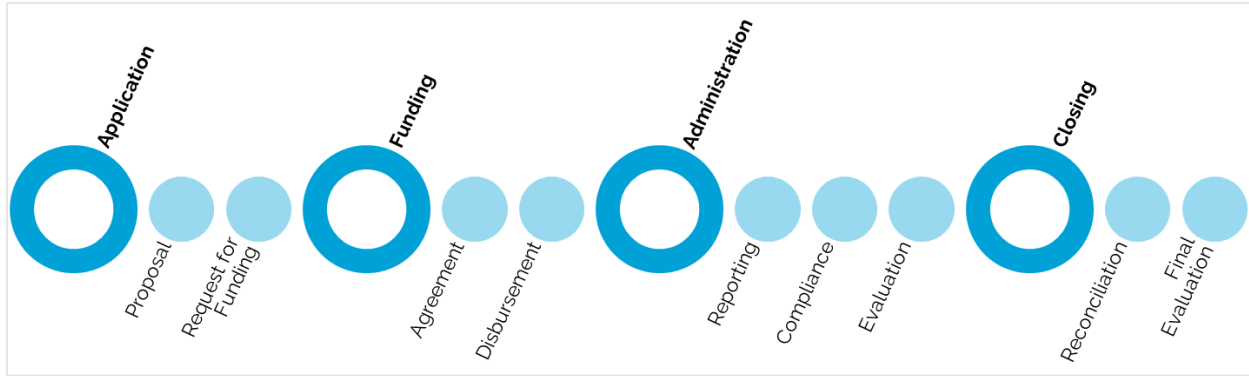


## Uses of Funds

The Mayor's Office of Recovery Programs will make funding available to support projects for City agencies and external organizations such as nonprofits that provide vital and important services for residents and businesses in the City of Baltimore. Project proposals must have a minimum request of \$250,000 to be considered and will be grouped into the following categories:

- Budget Stabilization:** This includes Revenue Replacement—lost revenues resulting from the pandemic—and Administrative Expense Categories.
- City Stabilization:** This includes direct investments in the pandemic response, broadband infrastructure, workforce development, violence prevention, and economic recovery. These investments, directly designated in ARPA, will achieve specific citywide goals or demonstrably benefit the City's economic health. Summaries of these projects are provided later in this report.
- City Recovery:** This includes funding for proposals submitted by both City agencies and external organizations. The application portal is presently open to City agencies and will open to external organizations in October 1, 2021. All project proposals will follow Treasury guidance on eligible uses and align with the Mayor's Five Pillars.

After funding, the project moves to the Administration and Closing phases. The infographic below depicts the full lifecycle of City ARPA grants. A complete description of the City of Baltimore's funding, implementation, and close out process is available on the [Recovery Program website](#) in the "Apply for Funding" section.



## APPLICATION STATUS

The online application process allows City agencies and external organizations to propose projects. The Mayor’s Office of Recovery Programs will ensure that projects conform to Treasury guidance, advance equity, and make an impact as the City navigates the social and economic crises caused by COVID-19. The process includes the following elements:

**Proposal:** A concise overview of the project. It provides a description of the project, identifies potential performance measures, and offers a high-level overview of the budget.

**Eligibility Screen:** A Recovery Office review of project proposal ideas using Treasury guidance on eligible funding uses.

**Review Team:** A deliberative body composed of representatives from City agencies and the private sector with expertise in critical areas who provide their feedback on proposals.

**Evaluation Criteria:** The seven criteria used to evaluate the merits of project proposals.

**Endorsements:** Letters from elected officials to demonstrate support for a project proposal

**Application:** A facilitated collection of information and documentation to support the application. This phase occurs after the project proposal phase.

The City of Baltimore began accepting proposals from internal City and quasi-governmental agencies in May 2021. As of July 31, 2021, the Recovery Office made refinements to the application portal and prepared an Internal Review Team to begin evaluating proposals using a 100-point scoring rubric with seven criteria. Equity has the greatest weight. The Internal Review Team began reviewing project proposals in August 2021.

<b>Criteria</b>	Describes project intentions clearly and resulting benefits	Identifies and analyzes public risk	Presents business case for public good	Describes success and provides valid performance measures	Explains how project impacts equity	Outlines financial resources to achieve project goals	Leverages City resources with partnership
<b>Total Points Possible</b>	<b>15</b>	<b>15</b>	<b>15</b>	<b>15</b>	<b>20</b>	<b>15</b>	<b>5</b>

## PLANNED PROJECTS

As noted above, project proposals are designated into three categories, which includes City Stabilization. A brief description of each City Stabilization project planned as of July 31, 2021 is included within their respective Expenditure Categories (EC). Based on the application

submission deadlines cited earlier in this report, we anticipate many planned and funded projects by the City's annual report to Treasury in August 2022.

**Public Health (EC 1)**

Funding from ARPA will allow a continued and robust response to the COVID-19 public health emergency. Public health is the City of Baltimore's most urgent concern for this fund. For this expenditure category, the City intends to continue and enhance its vaccination, testing, and tracing efforts. The Baltimore City Health Department (BCHD) has developed a plan to reach the City's most vulnerable and vaccine-hesitant communities, which will include targeted outreach, additional staff, and will be supported by technological infrastructure. The City will also continue to support warehousing of personal protective equipment (PPE), purchasing, and utilization processes.

The Mayor's Office of Recovery Programs is working with BCHD to finalize the scope and budget for these initiatives, described below.



*Communications and Campaigns:* To publicize critical public health messaging, including promotion of vaccines, the City has developed and continues to execute a comprehensive communications campaign. BCHD<sup>4</sup> has

used its social media campaigns to increase awareness and take-up rates of vaccinations. The Department intends to continue its robust communication strategy with a goal of increasing the vaccination rate to 65 percent of all adults with a first or single dose as soon as possible, and reaching 80 percent of all residents by February 2022.<sup>5</sup>

*Vaccinations:* The City plans to fund outreach efforts, a mobile vaccination clinic, staff at a vaccination office, and other related expenses.

*Contact Tracing and Testing:* While the percentage of residents in the City of Baltimore that have been vaccinated continues to increase, there is an ongoing need for contact tracing and testing programs. The City's contract tracing program is staffed in part by Baltimore Health Corps, a [community health workers program](#) designed to provide not only this critical service, but to support its employees with financial and career advancement

<sup>4</sup> Elwood, K. (2021, August 13). Yes, Debra, the Baltimore city health department is using memes to promote vaccinations. The Washington Post. <https://www.washingtonpost.com/dc-md-va/2021/08/13/baltimore-health-department-memes-covid>

<sup>5</sup> Baltimore city health department and civic works Announce grants program to support Local COVID-19 VACCINATION clinic and outreach efforts. Baltimore City Health Department. (2021, June 1). <https://health.baltimorecity.gov/news/press-releases/2021-06-01-baltimore-city-health-department-and-civic-works-announce-grants>

opportunities. The City also plans to fund at-home testing kits, laboratory costs, staff, and necessary software and IT costs associated with maintaining testing and patient records.

*Food Insecurity:* To sustain its current efforts, the City plans to work through non-profit organizations to deliver food to those whose ability to obtain food has been impacted by the pandemic, such as seniors. Locations will include senior buildings, individual homes, and food distribution sites. There will also be an outreach effort to increase participation in Supplemental Nutrition Assistance Program (SNAP) benefits.

*Public Health Workers and Operational Support:* The City will hire additional public health workers and support staff to reinforce its many COVID-19 mitigation and relief efforts. Public health employees, healthcare practitioners and others, will also be provided with a robust supply of PPE as they interact with patients and the public.

### ***Negative Economic Impacts (EC 2)***

At the onset of the COVID-19 pandemic, Baltimore experienced a sharp increase in unemployment, from 4.6 percent in February 2020 to 10.4 percent by April 2020. Although the rate has since declined, unemployment still hovers at above pre-pandemic levels at 8.4 percent as of June 2021<sup>6</sup>. Historically, Baltimore has also demonstrated inequities in economic opportunity. For example, “between 2015 and 2019, the City of Baltimore’s unemployment rate for Black residents was 3.2 times higher than the unemployment rate for White residents.” The unemployment rates of Baltimore’s Hispanic/Latinx, American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander populations also all remain higher than the unemployment rate of white residents<sup>7</sup>.

The City of Baltimore is invested in getting residents back to work. When identifying sector-based job training opportunities, in consultation with the Recovery Office, the Mayor’s Office of Employment Development will consider five priority industries defined by the Baltimore Workforce Development Board. These include: Government, Professional and Business Services, Healthcare, Construction, and Educational Services. Many careers in these fields do not require a bachelor’s or professional degree and often have a median wage that would earn a full-time worker at least 125 percent of the Lower Level Living Standard for a family of three in Baltimore City in 2019 (\$23.19 per hour) which will help to counter previously discussed economic inequities<sup>8</sup>. The City is also evaluating other industries to target to aid in diversifying the workforce and decreasing the percentage of unemployed residents.

The Mayor’s Offices of Employment Development and Recovery Programs are scoping and finalizing the budgets for several workforce development initiatives. These may include subsidized employment for City residents with structural barriers to employment, such as returning citizens and youth not enrolled in school or working; sector-based job training; and

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<sup>6</sup> U.S. Bureau of Labor Statistics, Unemployment Rate in Baltimore City, MD [MDBALT5URN], retrieved from FRED, Federal Reserve Bank of St. Louis; <https://fred.stlouisfed.org/series/MDBALT5URN>, August 26, 2021

<sup>7</sup> Baltimore City’s Workforce Innovation and Opportunity Act (WIOA) Local Workforce Plan. City of Baltimore - Mayor’s Office of Employment Development. (2019, December). [https://moed.baltimorecity.gov/sites/default/files/Local\\_Workforce\\_Plan\\_2017-2020\\_WIOA\\_2019\\_final\\_rev0120.pdf](https://moed.baltimorecity.gov/sites/default/files/Local_Workforce_Plan_2017-2020_WIOA_2019_final_rev0120.pdf)



summer jobs for youth. The City of Baltimore has successfully implemented other federally funded initiatives such as [One Baltimore 4 Jobs \(1B4J\)](#), an initiative funded by the U.S. Department of Labor and Maryland Department of Labor, Licensing, and Regulation in 2015.

Small, minority, and women-owned businesses in the City of Baltimore have been particularly negatively impacted by the COVID-19 pandemic. In recognition, the Scott Administration is structuring a mechanism to provide direct and technical assistance to a targeted group of businesses and non-profits. Beneficiaries will be prioritized based on a set of equity-focused criteria.

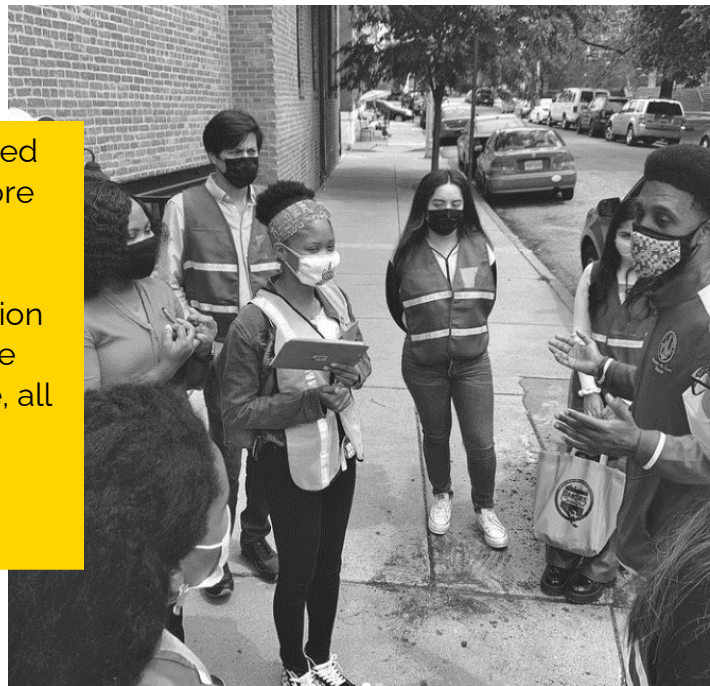
### ***Services to Disproportionately Impacted Communities (EC 3)***

The Mayor's Offices of Neighborhood Safety and Engagement (MONSE) and the Recovery Office are collaborating to select and refine a set of evidence-based violence prevention programs and interventions that are eligible under ARPA. These programs will support the Mayor's [5-year Violence Prevention Plan](#), published in July 2021<sup>9</sup>.

As described in the plan, in an attempt to decrease violence while simultaneously increasing community safety, Baltimore has used three tactics: Policing, Prosecutions, and Prisons. These tactics have not produced long-term positive results, and have also been costly. MONSE is taking a new approach, which is divided into three key pillars: Public Health Approach to Violence; Community Engagement and Inter-Agency Collaboration; Evaluation and Accountability. This work will take a holistic approach to reducing violence by focusing on individuals, communities, and systems. Examples of proposed initiatives include a 9-1-1 diversion pilot program and re-activating the Criminal Justice Coordinating Council.

**"The** ongoing pandemic exacerbated longstanding challenges in Baltimore and continues to plague working families across the city. . . [ARPA funding] is one way my administration will focus on investing in our people and lifting our economy as a whole, all while building a more equitable Baltimore."

-Mayor Brandon M. Scott



<sup>9</sup> Baltimore City Comprehensive Violence Prevention Plan. Mayor Brandon Scott. (n.d.). <https://mayor.baltimorecity.gov/sites/default/files/MayorScott-ComprehensiveViolencePreventionPlan-1.pdf>

### ***Premium Pay (EC 4)***

Early in the pandemic, Baltimore recognized the importance of frontline City employees to the continuity of essential operations and in addressing the daily needs of residents during the COVID-19 pandemic. Since the start of the pandemic, the City has spent more than \$30 million compensating qualified employees through the Mission Critical Stipend initiative. Employees included laborers in the Department of Transportation, CDL Drivers, Emergency Medical Technicians, Cashiers, Solid Waste Workers, and Water and Wastewater Treatment Technicians. The City will continue to evaluate its policy, ensure its conformance with the Treasury Guidance, and make use of the premium pay provision as applicable.

### ***Water, sewer, and broadband infrastructure (EC 5)***

The Mayor's Office of Recovery Programs is coordinating with the Office of Broadband and Digital Equity, along with other City stakeholders, to design and plan a multi-year broadband infrastructure and digital equity project. According to a summer 2020 report released by the Abell Foundation, "In Baltimore City, nearly 20,000 households with children under the age of 17 do not have wireline broadband or computers at home."<sup>10</sup> The lack of access— from high-speed broadband to availability of devices to digital literacy—has implications for learning, work, health, access to government services, and full participation in civic life. Because of the far-reaching effects of learning loss and the homework gap associated with the digital divide during COVID-19, this project will first prioritize the needs of Baltimore school-aged children in low-income communities.

Finally, the City has and will continue to evaluate its posture on funding water or sewer infrastructure projects. The City is monitoring the status of the passage of an infrastructure bill so it can continue to use ARPA funds to focus on providing direct assistance to residents and entities in the City of Baltimore that suffered negative economic impacts from the COVID-19 pandemic.

### ***Revenue Replacement (EC 6)***

The effect of the COVID-19 pandemic put a strain on the budget. This resulted in a material effect on government services, which included a negative \$103 million adjustment to General Fund projected revenues in the Fiscal Year 2021 budget. The City of Baltimore is determined to modernize and restore government services to the extent provided in the law and as necessary to achieve an equitable and sustainable recovery.

### ***Administrative (EC 7)***

As noted above, the City was facing an estimated \$103 million decrease in projected revenue for the Fiscal Year 2021 budget. The City was also incurring costs for its response to the pandemic. The City's financial condition was further impacted by skyrocketing unemployment and other socioeconomic factors that would also impact future recovery.

On March 12, 2021, the day after the bill was signed into law, the Department of Finance convened a preliminary briefing with the Mayor's Senior Executive Team to share available information and to establish the principles for the City's approach to utilizing the funds. At

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<sup>10</sup> Horrigan, J. B. (2020, May). Baltimore's digital Divide: Gaps in internet connectivity and the Impact on Low-Income City Residents. Abell Foundation. <https://abell.org/publications/baltimores-digital-divide-gaps-internet-connectivity-and-impact-low-income-city>

that time, this leadership group decided to (1) reserve a portion of the funds to stabilize the budget from future fiscal shock and projected budget deficits; and (2) establish a funding process meant to facilitate the highest and best uses for ARPA in the City.

The Department of Finance and the Office of the City Administrator collaborated to develop the details of this funding process. The staff sought out best practices from private industry, educational programs, government, and from within the City to create a robust, equitable, and fiscally responsible process that engaged multiple stakeholders and maintained a high-level of internal controls.

In mid-March 2021, the City Administrator convened a virtual Agency Heads and Fiscal Officers Meeting facilitated by the Department of Finance. The meeting relayed information about the law, State and Local Fiscal Recovery Fund eligibility, and the estimated amounts granted to the City of Baltimore. In addition, the Mayor held strategic planning sessions with senior staff and was subsequently presented with various scenarios and analysis for each decision point that constructed the proposal process.

On May 5, 2021, the City Administrator once again convened a meeting with Agency Heads and Fiscal Officers facilitated by the Department of Finance. The meeting announced the application process, application instructions, website launch for additional information, and the opening of an interim online portal to begin the submission of proposals.

From May through July 2021, work began to establish the formal infrastructure of the Mayor's Office of Recovery Programs. This work also included officially applying for ARPA funding and reviewing guidance from the U.S. Department of Treasury, composing and posting job descriptions for the office staff, selecting vendors and procuring project management and software solutions, and developing the planned internal controls in the City's financial system.

The infusion of dollars provided by ARPA can help the City of Baltimore make needed progress on many critical issues. In order to disburse, manage, and report on those funds successfully, the City has created the Mayor's Office of Recovery Programs. The Recovery Office will serve as the principal resource and coordinator of funding, from eligibility determination and applying for funding to oversight, reporting, and evaluation. The office reports to the City Administrator.

## **Promoting equitable outcomes**

### **BACKGROUND**

Equity, as prescribed in Article 1 39-1 in the Baltimore City Code, means closing the gaps in policy, practice, and allocation of resources so that race, gender, religion, sexual orientation, and income do not predict one's success, while also improving outcomes for all. The City of Baltimore's definition is highly aligned with the Biden administration's "Executive Order On Advancing Racial Equity and Support for Underserved Communities Through the Federal Government":

*"The term 'equity' means the consistent and systematic fair, just, and impartial treatment of all individuals, including individuals who belong to underserved communities that have been denied such treatment, such as Black, Latino, and*

*Indigenous and Native American persons, Asian Americans and Pacific Islanders and other persons of color; members of religious minorities; lesbian, gay, bisexual, transgender, and queer (LGBTQ+) persons; persons with disabilities; persons who live in rural areas; and persons otherwise adversely affected by persistent poverty or inequality.”<sup>11</sup>*

Equity is a primary component of the proposal and application process:

- Equity is the scoring criterion with the greatest weight among the seven total criteria for evaluating proposals.
- All proposals must respond to the question, “How will this project incorporate and advance equity?”
- All applications must include an equity impact assessment.
- All applications must include a performance measurement plan, which asks applicants to specifically indicate whether data can be disaggregated across race, ethnicity, sex, gender identity, income, religious affiliation, and other characteristics.

The City of Baltimore’s focus on equity, particularly racial and socioeconomic equity, is motivated not only by the recent Executive Order and Treasury’s clear guidance in the Interim Rules for SLFRF, but also by the structural and historic challenges still evident in the City.

### EQUITY ASSESSMENT QUESTIONS

Excerpt from Recovery Program Template

*How will the populations being served be represented in this project?*

*Do the tools for accountability incorporate a racial equity framework? How?*

*How will the project mitigate or decrease existing and historical disparities?*

In the early 20<sup>th</sup> century, government entities, businesses, and citizens in Baltimore participated in practices like redlining, restrictive neighborhood covenants, enforcement of racist federal housing policies, and other place-based discrimination meant to reinforce segregation and restrict the movement and economic participation of people of color.<sup>12</sup> The legacy of these actions – and other public and private decisions that have followed them—may be seen today in geospatial views of Baltimore neighborhoods by poverty rates, educational

attainment, concentration of wealth, health outcomes, and distribution of resources like transportation and broadband access. According to data gathered by the Baltimore City Department of Planning, there is a, “22.4-year difference in life expectancy between two neighborhoods, with the lowest life expectancy in a neighborhood with 96.3 percent Black residents and the highest life expectancy in a neighborhood with 20.4 percent Black residents. In addition, Black residents in Baltimore have higher unemployment rates, more children living in poverty, less access to goods and services, and lower educational attainment than white populations within the City.”<sup>13</sup> Further evidence of inequities include:

<sup>11</sup> Biden, J. R. (2021, January 21). Executive order on advancing racial equity and support for underserved communities through the federal government. The White House. <https://www.whitehouse.gov/briefing-room/presidential-actions/2021/01/20/executive-order-advancing-racial-equity-and-support-for-underserved-communities-through-the-federal-government>

<sup>12</sup> Theodos, B., Hangen, E., Meixell, B., Mangum, A., Baird, C., Wood, D., Foster, L., Forney, E., & Hinson, D. (2019, February 5). “The Black Butterfly”. Urban Institute. <https://apps.urban.org/features/baltimore-investment-flows>

<sup>13</sup> Equity Action Plan. Baltimore City Department of Planning. (2017). <https://planning.baltimorecity.gov/sites/default/files/Equity%20Action%20Plan.pdf>

- One-third of the households of color in Baltimore have zero net worth;
- Bachelor's degree attainment is 3.2 times higher for Whites than for Blacks;
- Homeownership is the highest among White residents at 60 percent, while Black homeownership is 42 percent, Latinos at 30 percent, and Asian homeownership at 28 percent<sup>14</sup>
- The percentage of Black residents living in poverty is 26.1 percent compared to an overall poverty rate of 21.8 percent<sup>15</sup>.

The 2020 Census showed that Baltimore continues to lose population and the greatest population loss is from predominantly Black communities. For example, the "Harlem Park and Sandtown-Winchester neighborhoods lost 30 percent of their population between 2010 and 2020. Meanwhile predominantly white South Baltimore grew by 28 percent."<sup>16</sup> Economic and geographic isolation, lack of neighborhood investment, violence, and other persistent problems that stem from the City of Baltimore's racial inequalities may be causing some Black residents to leave the City.

## GOALS

In view of these inequities and the disproportionate impacts of COVID-19, the Scott Administration plans to focus on the equitable distribution of resources to Black, Hispanic, and other racial and ethnic minority groups in the City as well as low-income residents and children.

The Scott Administration plans to use Qualified Census Tracts (QCTs), prioritization criteria, and performance data to both direct and monitor resource allocation. The vision of the Recovery Office is to use qualitative and quantitative data to measure funding distribution and service delivery at the QCT or neighborhood level, or disaggregated by demographic characteristics. The Office will actively work to achieve this level of granularity in the data collected from agencies, however, there are data availability and reliability challenges. This data may not be obtained for all funded projects, but this represents an opportunity to increase the quantity and quality of available data.

As of the end of the reporting period for this report, there are three projects in the Negative Economic Impacts and Services to Disproportionately Impacted Communities Expenditure Categories that City agencies are planning in coordination and collaboration with the Recovery Office. Those projects include: workforce development, economic recovery, and violence prevention. Within each project, the Recovery Office coordinates with agencies to specify the characteristics of the individuals, communities, small businesses, or non-profits that should receive sole or priority access to services.

In regard to the geographic and demographic distribution of funding, projects have not been funded to-date. However, as evident in the design of the City's proposal and

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<sup>14</sup> Racial Wealth Divide in Baltimore. Prosperity Now. (2017, January).

[https://prosperitynow.org/files/resources/Racial\\_Wealth\\_Divide\\_in\\_Baltimore\\_RWDI.pdf](https://prosperitynow.org/files/resources/Racial_Wealth_Divide_in_Baltimore_RWDI.pdf)

<sup>15</sup> Maryland Poverty Profiles. Maryland Alliance for the Poor. (2020). [http://mapadvocacy.org/wp-content/uploads/2020/02/Maryland-Poverty-Profiles\\_2020-FINAL.pdf](http://mapadvocacy.org/wp-content/uploads/2020/02/Maryland-Poverty-Profiles_2020-FINAL.pdf)

<sup>16</sup> Shertz, L. (2021, August 12). *Population Data from the 2020 Census*. Baltimore Neighborhood Indicators Alliance. <https://bniajfi.org/2021/08/12/population-data-from-the-2020-census>

application process, we are targeting traditionally marginalized communities, many of which have been disproportionately impacted by the pandemic.

## OUTCOMES

As indicated in the equity assessment and performance measurement portions of the City's ARPA funding application, the Recovery Office requires applicants to specify how their work will advance equity and to indicate whether their data can be disaggregated by race, ethnicity, and other demographic characteristics. These statements by the applicant will set a course for implementation of their projects and guide the Office's monitoring and technical assistance efforts. Project-specific intended outcomes may include one or more of the possibilities: closing equity gaps, reaching universal levels of service, or collecting better data that will enable the City to measure equity within specific services.

## AWARENESS

The primary communication tool that the Office of Recovery Programs has used to promote awareness of SLFRF funding opportunities is its website. Residents, businesses, City agencies, non-profits, and other external organizations may learn about the Recovery Office and the application process via the <https://arp.baltimorecity.gov/> website.

In order to reach Baltimore City residents, small businesses, non-profits, and the community at-large, the Recovery Office expects to broaden our efforts through an inclusive, comprehensive communications and community engagement strategy to be finalized by September 2021. Plans include:

- **Training and Information Sessions:** Before opening the application portal to external organizations in October 2021, the Recovery Office will organize a series of sessions for non-profits and other organizations to provide guidance on the proposal and application processes and the City's overall approach to disbursing SLFRF funds.
- **Community Engagement Standards:** Internal organizations that complete a detailed application may be required to develop a community engagement plan at the discretion of the Recovery Office.
- **Funding Announcements:** The Recovery Office website will be used to announce the organizations that have received SLFRF funds, and provide a high-level summary of funded services or activities.
- **Language Access:** All organizations that complete a detailed application must include a Language Access assessment that answers questions like, "Will the project require the organization to interact or communicate with the public?" and "How will the project promote language access services?" For any public facing programs funded by SLFRF, organizations will be required to develop a language access plan in accordance with the law and federal guidelines.

## ACCESS AND DISTRIBUTION

### *Services to Residents, Non-Profits, or Businesses*

As of July 31, 2021, eligibility criteria for planned programs were not finalized and no funding was allocated for any proposed projects. The Recovery Office has not committed funds to any program to-date. After the rigorous review process and the development of documentation required to support the project application as identified below, the Office anticipates making some initial funding decisions in Fall 2021. Where appropriate and necessary, the Office expects applicants to develop equity-centered criteria to prioritize City residents who have been disproportionately impacted by the pandemic.

### *Administrative Requirements*

The City has established an important set of requirements in the application process to ensure that funds are spent efficiently, effectively, and equitably. These requirements include a performance measurement plan, equity assessment, risk assessment, and other documents. These requirements may pose a challenge to small community-based organizations which have limited administrative capacity. However, the Recovery Office is proactively mitigating this challenge. Once a proposal makes it to the application stage, applicants may work with a small team of Application Advisors to answer questions or provide technical assistance while applicants build out detailed implementation plans.

Overall, the Recovery Office is working to achieve a balance between our commitments to accountability and fiscal responsibility with the desire to provide access to ARPA funds to small community-based organizations.

## **Community Engagement**

To broadly promote the application process to external organizations, such as non-profits, the Recovery Office will develop a comprehensive communications and community engagement plan. For example, the Office will host virtual training and information sessions prior to opening the application portal to those groups, which is anticipated in October 2021. In addition, the Office will coordinate with trusted messengers to provide information and assist with engaging small non-profit organizations that may not be aware of the federal funding opportunities.

For City and quasi-governmental agencies, the Recovery Office will assign community engagement standards during the application stage. Examples include:

- Public notice providing project information and the agency decision-making process
- Public meeting and comment period no less than a specific number of days
- Letters of support from community organizations and resident testimonials
- Community charrettes, workshops, open houses, or townhalls for extensive feedback and participatory decision-making

The Recovery Office may provide funding by request to City and quasi-governmental agencies to complete this requirement.

Lastly, the Office is developing a comprehensive communication and community engagement plan which will be executed by a full-time staff member and supported by the Mayor's Office of Communications. The plan will include the following components:

- Establish a social media presence to share information and receive written feedback from residents
- Hold virtual, or hybrid community meetings to share information about The Recovery Office broadly or engaging the community on specific projects as needed
- Issue press releases or provide material to senior leadership in the Mayor's Office to share with the media
- Conduct trainings for external organizations, including non-profits, interested in applying for ARPA funds
- Provide information about funding opportunities, Recovery Program processes and values, and funded projects on our established website:  
<https://arp.baltimorecity.gov/>
- Respond to questions from the public via the office email address:  
[arp@baltimorecity.gov](mailto:arp@baltimorecity.gov)

## **Labor Practices**

The City's Charter includes a local hiring law that applies to all contracts with the City valued at more than \$300,000 or any agreement from which a person will benefit from more than \$5,000,000 in assistance for a City-subsidized project. Contracts that are subject to the law must submit an employment analysis that shows the number of new jobs the project will generate. At least 51 percent of the new jobs required to complete the contract must be filled by City of Baltimore residents. The law provides for waiver of or a reduction in the percentage hired requirement in certain circumstances. The City will follow this law across all ARPA SLFRF-funded programs and initiatives, making exceptions to this provision only when permissible and necessary.

## **Use of Evidence**

There are five tools we will use to reinforce evidence-based practices through ARPA SLFRF funding. First, the Recovery Office issued a request for information to identify a university partner to provide research and evidence to help design policy and program interventions that are tailored to the City of Baltimore, as well as analyses of available administrative data. We are in the process of selecting academic institution(s) who can provide this assistance as well as measurement and program evaluation support throughout the ARPA funding lifecycle. In addition to supporting the Recovery Office in vetting the evidence base for proposed projects, academic evaluators will allow better measurement of the success of programs and position the City to consider long-term funding commitments to "what works" once ARPA funding expires.

Secondly, during the proposal phase, applicants must answer the following question: "Does the project remedy a direct or indirect effect of the public health emergency? Indirect effects are linked to the COVID-19 pandemic via direct effects or have multiple causes." If the effect is indirect, the applicant must provide evidence, such as peer-reviewed journals or a print article, that links the remedy to the public health emergency.



During proposal evaluation, the Review Committee will score proposals using the following two criteria, which indirectly address the need for evidence: 1) Describes intent and expected benefits clearly (15 percent of the total score) and 2) Shows business case for the public good (15 percent of the total score).

While developing full-length implementation plans, including budgets, for organizations that complete applications, Application Advisors and the Recovery Office will proactively ask for the evidence base for specific programs or interventions when necessary and appropriate.

Finally, the Recovery Office will require all subrecipients to provide performance measurement quarterly. As needed, we will engage subrecipients in discussions about above- and below-target performance.

### Table of Expenses by Expenditure Category

As of July 31, 2021, the City of Baltimore had not expended funds from the SLFRF allocation. Below is a table by Expenditure Category:

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health	0	0
1.1	COVID-19 Vaccination	0	0
1.2	COVID-19 Testing	0	0
1.3	COVID-19 Contact Tracing	0	0
1.4	Prevention in Congregate Settings (Nursing Homes, Prisons/Jails, Dense Work Sites, Schools, etc.)	0	0
1.5	Personal Protective Equipment	0	0
1.6	Medical Expenses (including Alternative Care Facilities)	0	0
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency	0	0
1.8	Other COVID-19 Public Health Expenses (including Communications, Enforcement, Isolation/Quarantine)	0	0
1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19	0	0
1.10	Mental Health Services	0	0
1.11	Substance Use Services	0	0
1.12	Other Public Health Services	0	0
2	Expenditure Category: Negative Economic Impacts	0	0
2.1	Household Assistance: Food Programs	0	0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
2.2	Household Assistance: Rent, Mortgage, and Utility Aid	0	0
2.3	Household Assistance: Cash Transfers	0	0
2.4	Household Assistance: Internet Access Programs	0	0
2.5	Household Assistance: Eviction Prevention	0	0
2.6	Unemployment Benefits or Cash Assistance to Unemployed Workers	0	0
2.7	Job Training Assistance (e.g., Sectoral job-training, Subsidized Employment, Employment Supports or Incentives)	0	0
2.8	Contributions to UI Trust Funds*	0	0
2.9	Small Business Economic Assistance (General)	0	0
2.10	Aid to nonprofit organizations	0	0
2.11	Aid to Tourism, Travel, or Hospitality	0	0
2.12	Aid to Other Impacted Industries	0	0
2.13	Other Economic Support	0	0
2.14	Rehiring Public Sector Staff	0	0
3	Expenditure Category: Services to Disproportionately Impacted Communities	0	0
3.1	Education Assistance: Early Learning	0	0
3.2	Education Assistance: Aid to High-Poverty Districts	0	0
3.3	Education Assistance: Academic Services	0	0
3.4	Education Assistance: Social, Emotional, and Mental Health Services	0	0
3.5	Education Assistance: Other	0	0
3.6	Healthy Childhood Environments: Child Care	0	0
3.7	Healthy Childhood Environments: Home Visiting	0	0
3.8	Healthy Childhood Environments: Services to Foster Youth or Families Involved in Child Welfare System	0	0
3.9.	Healthy Childhood Environments: Other	0	0
3.10	Housing Support: Affordable Housing	0	0
3.11	Housing Support: Services for Unhoused persons	0	0
3.12	Housing Support: Other Housing Assistance	0	0
3.13	Social Determinants of Health: Other	0	0
3.14	Social Determinants of Health: Community Health Workers or Benefits Navigators	0	0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
3.15	Social Determinants of Health: Lead Remediation	0	0
3.16	Social Determinants of Health: Community Violence Interventions	0	0
4	Expenditure Category: Premium Pay	0	0
4.1	Public Sector Employees	0	0
4.2	Private Sector: Grants to other employers	0	0
5	Expenditure Category: Infrastructure	0	0
5.1	Clean Water: Centralized wastewater treatment	0	0
5.2	Clean Water: Centralized wastewater collection and conveyance	0	0
5.3	Clean Water: Decentralized wastewater	0	0
5.4	Clean Water: Combined sewer overflows	0	0
5.5	Clean Water: Other sewer infrastructure	0	0
5.6	Clean Water: Stormwater	0	0
5.7	Clean Water: Energy conservation	0	0
5.8	Clean Water: Water conservation	0	0
5.9	Clean Water: Nonpoint source	0	0
5.10	Drinking water: Treatment	0	0
5.11	Drinking water: Transmission & distribution	0	0
5.12	Drinking water: Transmission & distribution: lead remediation	0	0
5.13	Drinking water: Source	0	0
5.14	Drinking water: Storage	0	0
5.15	Drinking water: Other water infrastructure	0	0
5.16	Broadband: "Last Mile" projects	0	0
5.17	Broadband: Other projects	0	0
6	Expenditure Category: Revenue Replacement	0	0
6.1	Provision of Government Services	0	0
7	Administrative and Other	0	0
7.1	Administrative Expenses	0	0
7.2	Evaluation and data analysis	0	0
7.3	Transfers to Other Units of Government	0	0
7.4	Transfers to Nonentitlement Units (States and Territories only)	0	0

## Project Inventory

As of July 31, 2021, no projects were funded in whole or in part with SLFRF funds. As previously stated, the Mayor's Office of Recovery Programs was established on July 12,

2021—just over two weeks before the end of the reporting period. Internal City agencies began submitting project proposals. Project proposals received include, but are not limited to the following areas:

- Workforce Development
- Broadband Access and Digital Equity
- Violence Interruption and Prevention
- Small Business and Nonprofit Assistance
- Public Health
- Improvements to Public Serving Government Buildings

Proposal review and evaluation began in August 2021.

## Performance Report

Performance measurement is a core part of the City's funding process. Our approach to performance management is informed in part by the Results-Based Accountability™ framework. Because the Recovery Office expects to fund a large and diverse set of organizations, we will provide guidance and a set of resources to align applicants and ultimately subrecipients around a common understanding of performance management.

At the proposal stage, applicants must provide at least three performance measures and describe what success looks like. At evaluation, Review Committee members will score based on whether the proposal, "Describes success and includes valid performance measures" (15 percent of the total score). At the application stage, The Recovery Office will support applicants as they identify and refine performance measures that will accurately reflect program activities and results. Finally, quarterly performance reports from subrecipients and support from our measurement and evaluation partners, described in the "Use of Evidence" section, will reinforce evidence-based, data-driven implementation.

### Performance Management

*How will we achieve success?*

#### Measurable Activities\*

*What are we doing? (Inputs/Outputs)*

- # of vaccine appointments made
- % of no-show appointments

\*Measures are for illustrative purposes only

#### Results\*

*Is anyone better off? (Outcomes)*

- % of residents fully vaccinated
- disaggregated by race and ZIP code

In addition to the required Treasury measures, the Recovery Office expects City and quasi-governmental agencies to first consider the measures already tracked by the Mayor's Office of Performance and Innovation<sup>17</sup>, Baltimore's award-winning performance measurement organization, and Outcomes-Based Budgeting<sup>18</sup>, led by the Bureau of Budget and Management Research.

<sup>17</sup> Kirby, D. (2020, October 28). From gotcha to Collaboration: CITISTAT'S growing pains in Baltimore offer lessons for data-driven government. Technical.ly Baltimore. <https://technical.ly/baltimore/2020/10/28/citistat-data-government-lessons>

<sup>18</sup> Steel, C. (2018, November 28). How Baltimore Switched to Outcome-Based Budgeting. OpenGov. <https://opengov.com/article/how-baltimore-switched-to-outcome-based-budgeting>

Measures relevant to the five planned City Stabilization projects are provided below to illustrate the types of performance measures that the City is already tracking. These measures are preliminary and are subject to change as projects are finalized.

City Stabilization Project	Measure
Broadband and Digital Equity	Number of WiFi Sessions and Public Computer Sessions
Public Health	Number of total tests
Public Health	Percent of population vaccinated
Public Health	Number of seniors receiving community-served meals
Economic Recovery	Net number of new and expanding businesses in commercial corridors
Economic Recovery	Number of jobs created or retained in Baltimore City
Economic Recovery	Number of new permanent jobs per \$1 million of public investment
Economic Recovery	Number of assisted new businesses still in operation after one year
Workforce Development	Percent of participants who are placed in an unsubsidized job, participate in work study, job shadow, or internship, including a summer subsidized job
Workforce Development	percent of Baltimore City TANF participants who enroll in Employment Continuum, obtain employment, and remain on the job for eight consecutive weeks
Workforce Development	Number of Baltimore City registrants that obtain job placements through the career center network
Workforce Development	Cost per participant (\$) to obtain an occupational certification in a high growth industry
Workforce Development	Number of ex-offenders who received at least one service and obtained employment
Violence Prevention	Number of (adult) homicide and shooting victims who were under state parole and probation supervision
Violence Prevention	Number of juvenile shooting and homicide victims in Baltimore City
Violence Prevention	Number of conflict mediations conducted through Safe Streets
Violence Prevention	Number of Fatal and Non-Fatal Shootings
Violence Prevention	Percent of 911 calls diverted to a non-law enforcement response
Violence Prevention	Number of human trafficking cases founded
Violence Prevention	Recidivism as measured by re-arrest and/or convictions for participants in the Group Violence Reduction Strategy
Violence Prevention	Number of public agencies engaged in MONSE-led performance management systems

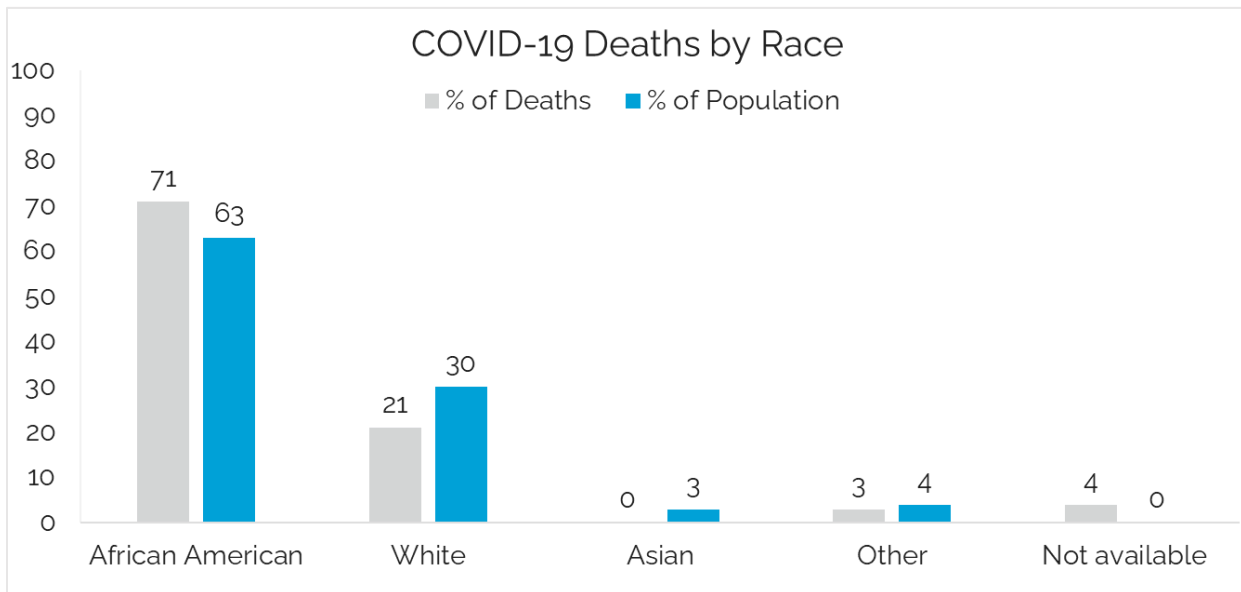
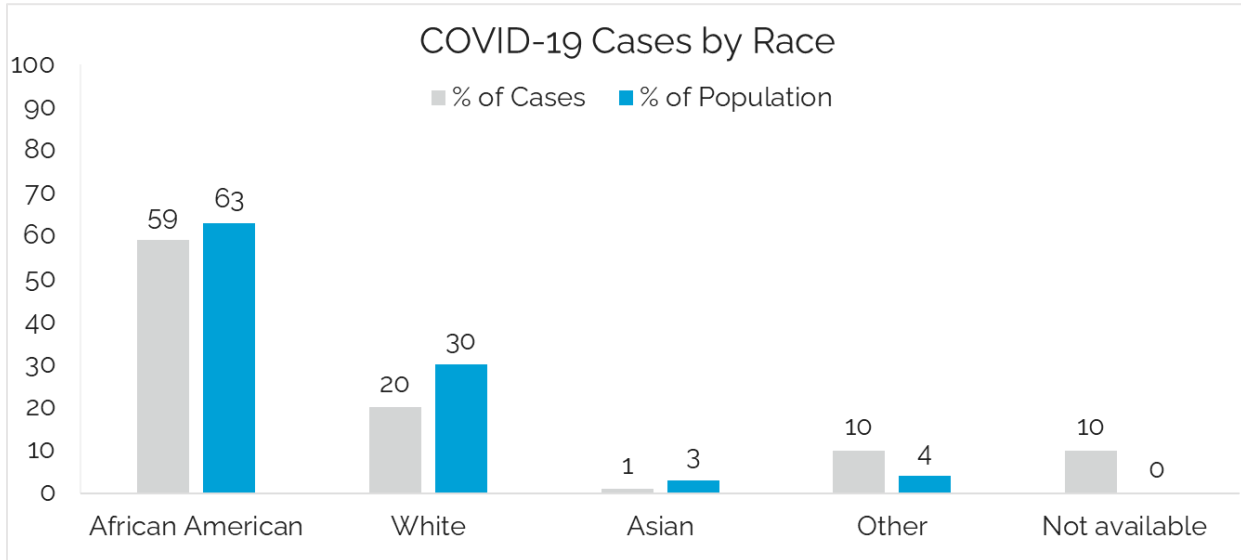
## Conclusion

ARPA offers a significant opportunity to deliver relief, spur recovery, and make down payments to address long-standing issues impacting residents of the City of Baltimore. Our approach seeks a balance between the urgency demanded by the pandemic and the thoughtful deliberation required in a city that rightfully demands long-term results and trustworthy government. The Recovery Office is both humbled by the challenge of this work and eager to partner with leaders in City government and the community at-large to move the City forward.

# APPENDIX

## 1. COVID Cases and Deaths in Baltimore City

Percent of COVID-19 cases and percent of COVID-19 deaths<sup>19</sup> by race<sup>20</sup> in Baltimore City are as of September 1, 2021. Racial disparities evident in these data are unfortunately not unique to Baltimore but rather reflect nationwide trends<sup>21</sup>.



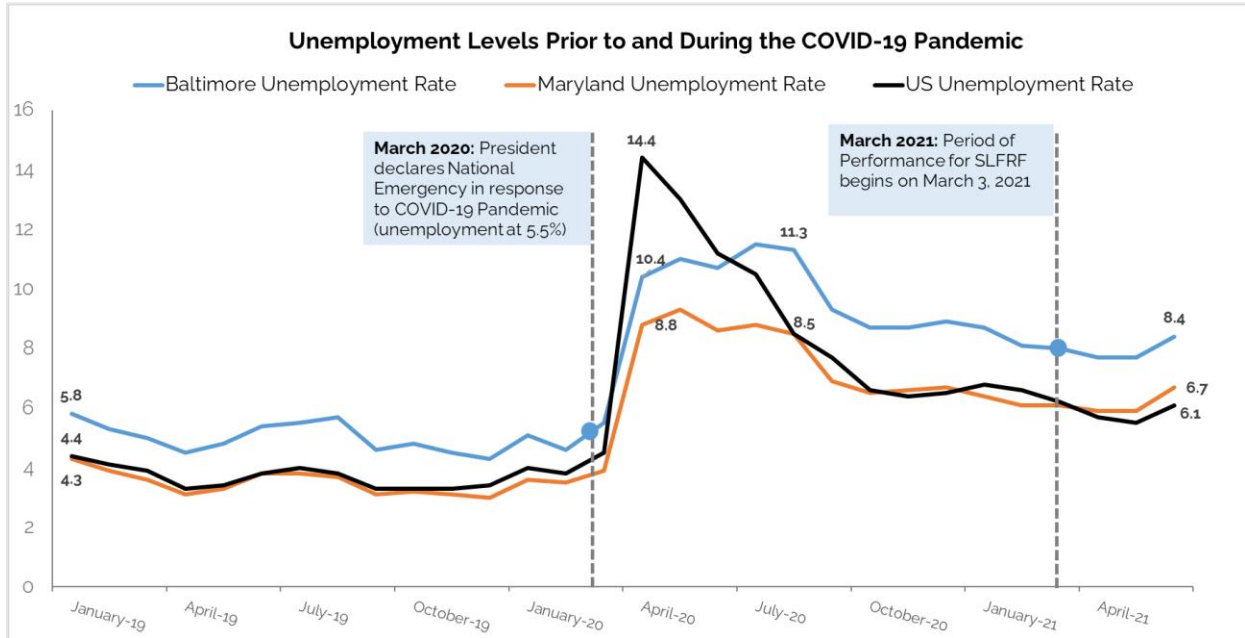
<sup>19</sup> Baltimore City COVID-19 Dashboard - Overview (2021, September 2). <https://coronavirus.baltimorecity.gov>

<sup>20</sup> U.S. Census Bureau, ACS Demographic and Housing Estimates 2019. <https://data.census.gov/cedsci/table?q=race%20ethnicity&tid=ACSDP1Y2019.DP05>

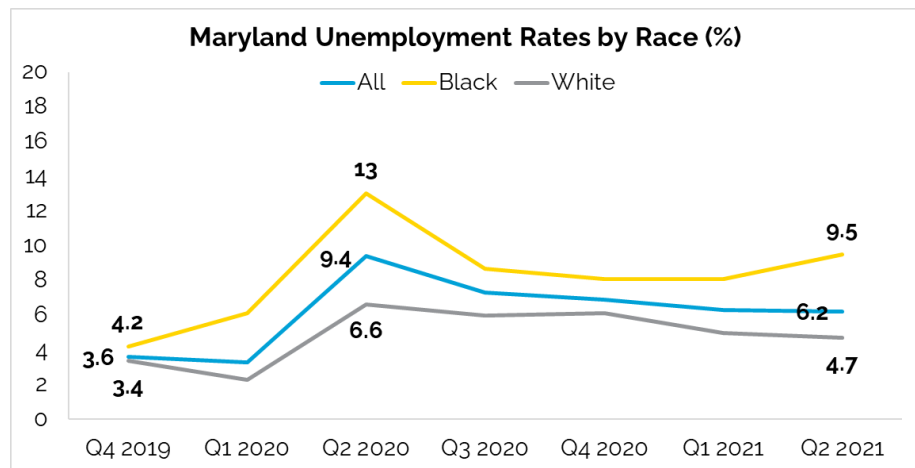
<sup>21</sup> Zephyrin, L., Radley, D., Getachew, Y., Baumgartner, J., & Schneider, E. (2020, August 23). COVID-19 More Prevalent, Deadlier in U.S. Counties with Higher Black Populations. <https://www.commonwealthfund.org/blog/2020/covid-19-more-prevalent-deadlier-us-counties-higher-black-populations>

## 2. Economic Impacts in Baltimore City

Prior to and during the pandemic, Baltimore City's<sup>22</sup> unemployment rate has been consistently higher than that of the State of Maryland<sup>23</sup>. Since summer of 2020, Baltimore City's unemployment rate has been a few percentage points higher than that of the nation<sup>24</sup>.



Furthermore, while unemployment data by race for Baltimore City is not available for the months during the pandemic, we can reasonably infer, based on unemployment data by race for Maryland<sup>25</sup>, that there are racial disparities in unemployment rates in Baltimore City.



<sup>22</sup> U.S. Bureau of Labor Statistics, Unemployment Rate in Baltimore City, MD [MDBALT5URN], retrieved from FRED, Federal Reserve Bank of St. Louis; <https://fred.stlouisfed.org/series/MDBALT5URN>, August 26, 2021

<sup>23</sup> U.S. Bureau of Labor Statistics, Unemployment Rate in Maryland [MDURI], retrieved from FRED, Federal Reserve Bank of St. Louis; <https://fred.stlouisfed.org/series/MDURI>, August 26, 2021

<sup>24</sup> U.S. Bureau of Labor Statistics, Unemployment Rate [UNRATE], retrieved from FRED, Federal Reserve Bank of St. Louis; <https://fred.stlouisfed.org/series/UNRATE>, August 26, 2021

<sup>25</sup> Economic Policy Institute, Analysis of Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS) data and Current Population Survey (CPS) data, <https://www.epi.org/indicators/state-unemployment-race-ethnicity/>