

BALTIMORE COUNTY MASTER PLAN 1979 - 1990



community services

5

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BALTIMORE COUNTY MASTER PLAN

PUBLIC FACILITIES PLAN

PART I

COMMUNITY SERVICES

NOVEMBER 19, 1979

This volume is one of six that were adopted by resolution by the Baltimore County Council November 19, 1979, as the Baltimore County Master Plan . The text of the County Council Resolution adopting the Plan, Resolution No. 71-79, is set out on the following pages.

The six volumes that were adopted as the Baltimore County Master Plan are entitled:

THE PHYSICAL DEVELOPMENT PLAN: PART I LAND USE ELEMENT

THE PHYSICAL DEVELOPMENT PLAN: PART II TRANSPORTATION ELEMENT

THE HOUSING AND COMMUNITY PRESERVATION PLAN

THE PUBLIC FACILITIES PLAN: PART I COMMUNITY SERVICES

THE PUBLIC FACILITIES PLAN: PART II UTILITIES

THE OPEN SPACE AND RECREATION PLAN

COUNTY COUNCIL OF BALTIMORE COUNTY, MARYLAND
Legislative Session 1979, Legislative Day No. 22

RESOLUTION NO. 71-79

Mr. Norman W. Lauenstein, Councilman

By the County Council, November 19, 1979

WHEREAS, by Article XI-A of the Maryland Constitution, the General Assembly is authorized to provide a grant of "express powers" to counties that form a charter government; and

WHEREAS, by Article 25A, Section 5 of the Annotated Code of Maryland, the General Assembly has designated the "express powers" to be granted to charter counties, which powers include the power to enact local laws for the protection and promotion of public health, safety and welfare, relating to planning, zoning and subdivision, and to pass all ordinances, resolutions or bylaws that may be necessary and proper to execute and enforce any of the powers expressly enumerated; and

WHEREAS, the people of Baltimore County in accordance with the Constitution and Laws of the State of Maryland have adopted, ordained and established the Baltimore County Charter; and

WHEREAS, pursuant to provisions of the Charter and of the County Code, the County is responsible for planning for the future growth and development of the County, including the preparation of a Master Plan; and

WHEREAS, pursuant to Section 523 of the Baltimore County Charter, the Master Plan shall be a composite of mapped and written proposals setting forth comprehensive objectives, policies and standards to serve as a guide for the development of the County; and

WHEREAS, the Charter provides that the Office of Planning and Zoning prepare and revise a Master Plan at least every ten years, the previous such revision being accomplished in 1975; and

WHEREAS, pursuant to Section 523 of the Baltimore County Charter, the County Council has the responsibility to accept or modify, and then adopt by resolution, a Master Plan which it receives from the Office of Planning and Zoning; and

WHEREAS, the County Council has caused to be prepared by consultants and staff, at great expense to the taxpayers of Baltimore County, a comprehensive growth management planning study which has been accomplished over the past three years; and

WHEREAS, the elements of said planning study together comprise a Master Plan, containing objectives, policies and standards, and a composite of mapped and written proposals serving as a guide for the physical development of the County; and

WHEREAS, the Planning Board of Baltimore County has held public hearings on the Master Plan and on the elements thereof and has recommended the adoption of certain elements of that Plan; and

WHEREAS, the Office of Planning and Zoning has submitted to the County Council a Master Plan, entitled "Recommended Baltimore County Master Plan 1979-1995", with accompanying map entitled "Baltimore County Master Plan Land Use Plan"; and

WHEREAS, the County Council has held a public hearing on the Master Plan on September 11, 1979.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNTY COUNCIL OF BALTIMORE COUNTY, MARYLAND, that the Master Plan submitted by the Office of Planning and Zoning and adopted by the Baltimore County Planning Board, including mapped and written proposals, are hereby amended and modified, and as so amended and modified, are hereby adopted and declared to incorporate and be comprised of the following written and mapped components, which will serve as a guide for the development of the County, and which may be subject to such further modifications as deemed advisable by the Baltimore County Council:

"Baltimore County Master Plan 1979-1990" Written Components, maps, errata and addendum thereto, as follows:

SECTION I

Baltimore County Growth Management Program Physical Development Plan, Part I, Land Use Element.

SECTION II

Baltimore County Growth Management Program Physical Development Plan, Part II, Transportation Element.

SECTION III

Baltimore County Growth Management Program Housing and Community Preservation Plan.

SECTION IV

Baltimore County Growth Management Program Open Space and Recreation Plan.

SECTION V

Baltimore County Growth Management Program Public Facilities Plan, Part I, Community Services.

SECTION VI

Baltimore County Growth Management Program Public Facilities Plan, Part II, Utilities.

BE IT FURTHER RESOLVED, that, using the Baltimore County Master Plan 1979-1990 herein adopted as a guide, the County Council intends to proceed with development of an overall growth management program for the implementation of the Master Plan, said program to include revised zoning maps, zoning rules and regulations, subdivision rules and regulations, a capital improvements program, community plans, including but not limited to Owings Mills and Whitmarsh, and such other legislation, regulations, policies and programs as may be necessary;

BE IT FURTHER RESOLVED, that until said overall growth management program and implementation measures can be adopted, the Office of Planning and Zoning, the Baltimore County Council and all other departments, agencies and officials of the County, in the exercise of any powers, authority, duties or responsibilities related to actions impacting on land use, growth or development, including planning, zoning and subdivision activities, in the County, shall consider the objectives, policies and standards of the Master Plan.

BE IT FURTHER RESOLVED, that all programs and construction projects initiated by the County be in concert with or further the goals and objectives stated in the Master Plan adopted in this resolution, and further that the Director of the Office of Planning and Zoning make such an evaluation of each and every such project and program and forward said evaluation to the County Executive and the County Council for their consideration.

BE IT FURTHER RESOLVED, that supplementary to and in conformity with the Master Plan, the agencies of Baltimore County engage in an ongoing process which includes water, sewer, and solid waste management planning, management of the coastal zone of Baltimore County, designation of areas of critical state concern, specific area plans, and plans devoted to capital improvements and other facilities. It is intended that such plans, upon enactment by the County Council and as amended from time to time shall be incorporated in the Master Plan by reference.

BE IT FURTHER RESOLVED, that the County Council intends to approve a land use map to be part of the Master Plan concurrently with the adoption of the 1980 Comprehensive Zoning maps.

BE IT FURTHER RESOLVED, that the Planning Board forward to the Council, upon completion of the elements governing growth in each of the Growth Areas, a recommendation on the method of ensuring that all development actions made by the public and private sectors are in conformance with the master plan goals, objectives and elements as adopted by the County Council.

AND BE IT FURTHER RESOLVED, that previous Master Plans adopted by the Planning Board and/or the County Council are rescinded to the extent that they are inconsistent with the Baltimore County Master Plan 1979-1990.

BALTIMORE COUNTY MASTER PLAN

PUBLIC FACILITIES PLAN

PART I

COMMUNITY SERVICES

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INTRODUCTION*

This report is organized in the following manner:

This introduction is followed by a Summary of Conclusions and Recommendations.

Chapter I discusses aspects of the provision of community services that are directly related to Growth Management policies and staging strategies recommended for Baltimore County.

Chapter II discusses specific concerns relating to Schools.

Chapter III discusses specific concerns relating to Libraries.

Chapter IV discusses specific concerns relating to the Police Department.

Chapter V discusses specific concerns relating to the Fire Department.

Chapter VI discusses specific concerns relating to the Department of Health.

Chapter VII discusses specific concerns relating to Aging Programs and Services.

Chapter VIII discusses specific concerns relating to Social Services.

Chapter IX discusses specific concerns relating to Human Resources Development.

The Appendix presents a brief analysis of formal complaints to the County concerning County services throughout the year 1977.

*It should be noted that the plan period extends only through 1990; improvements required in subsequent years are presented for reference in Growth Management Monitoring throughout this volume.

SUMMARY AND CONCLUSIONS

While numerous recommendations have been developed during the Growth Management Study concerning provision of individual community services in the County, and are set out in later Chapters of this report, the emphasis of this report is upon those aspects of community service provision that relate to the coordinated management of growth.

Given this emphasis, major recommendations of this plan are that:

1. Community service planning should be modified to require greater participation and responsibility of citizens of the various County communities in the provision of community services in each community, through structuring councils for each type of community service similar to the County's existing recreation councils.
2. The budgeting and capital improvement programming process should be modified so that it is easier to monitor the levels of public expenditures being made to improve community services for existing communities as against levels of public expenditures being made to permit new development to occur, and to permit comparison of levels of community service expenditure being made in various portions of the County.
3. Priority should be assigned to improvement of community services in the neighborhoods identified in the Growth Management Housing and Community Development Plan as having housing in need of repair as part of a coordinated effort to stabilize these areas and to encourage further private investment there.
4. Means should be sought for further coordination in the provision of various services, including additional sharing of facilities, as now done by schools and recreation facilities, and either temporary or permanent re-use of presently excess facilities by other public uses, wherever possible.
5. Overall community service policy should be clearly related to the growth policies identified for each of the five types of growth area in the County:

Town and Community Centers
Existing Communities Outside Centers
New Development Areas
Fringe Development Areas, and
Rural and Agricultural Areas

CHAPTER I

COMMUNITY SERVICES AND THE MANAGEMENT OF GROWTH

STAGING AND SETTING PRIORITIES FOR CONSTRUCTION OF MAJOR PUBLIC IMPROVEMENTS

One of the essential means of realizing County growth policies is through timing of construction of major public improvements such as sewers and highways and parks and fire stations in areas planned for major future growth, and in areas presently developed but inadequately served.

Because no government can afford to make all needed improvements in any one year, it is necessary to identify those improvements that are most needed.

In the Capital Improvement Program prepared each year, it is the County agencies and departments that recommend priority assignment for the improvements throughout the County that are their responsibility. That is, for example, the Department of Recreation recommends relative priorities among parks and recreation areas to be acquired and the Police Department recommends relative priorities for new police facilities.

Each department reviews its recommendations with the Offices of the Budget and the County Executive to determine budget guidelines for that department. Each department's budget is then reviewed with the County Planning Department and Planning Board, to determine conformance of recommendations with the County Comprehensive Plan. The County Executive then reviews the proposed Capital Improvement Program and then submits the program to County Council for adoption. By charter, County Council can only delete budget items from the proposed program.

In this process, as it now stands, there are two kinds of technical review of the proposed Capital Improvement Program that are not occurring:

- 1) A technical review of all proposed improvements by geographic area of the County to determine whether or not the priority assignments for all types of major improvements support County policy concerning staging of development; i.e., whether or not the new sewers and major road improvements recommended to be built first in the areas designated by the County as high growth areas.
- 2) A technical review of all proposed improvements by geographic area of the County to determine what portion of scheduled capital improvements is intended to provide services to new development and what portion is intended to correct deficiencies in community services in existing communities.

MEANS OF COORDINATION IN PLANNING AND PROVISION OF COMMUNITY SERVICES

The primary means for coordination among plans of County agencies, other than review by the Department of Planning, which review is not clearly mandated, is the annual review of agency capital budgets and capital improvements programs by the offices of the Budget and the County Executive.

Policy decisions within the public school system are made by an autonomous Board of Education, appointed by the State. Cooperation with the County Government results from the Board's reliance on County tax revenues for their operating budget. Before 1971, capital improvement funds were obtained from the County; since 1971, the majority of capital improvement funds have come from the State. School facilities planning is carried out by the Division of Physical Facilities. Curriculum planning is carried out in a coordinated effort by teachers, supervisors, and administrators.

The major concern of the Baltimore County School System is decreasing enrollment, requiring a reduction in total numbers of schools and staff and a reallocation of resources to serve future population shifts.

The Baltimore County Public Library is under the supervision of a Director and a Board of Library Trustees. The Library does its own planning, evaluates its own needs, and sets priorities for implementing objectives given different budget levels.

Major concerns of the Baltimore County Library are to identify underserved segments of the population and to restructure libraries to accommodate shifts in population.

The Baltimore County Department of Recreation and Parks coordinates its planning efforts with the Board of Education, the Department of Planning and Zoning and local Community Recreation Councils. General policies and the overall direction of the Department are the responsibility of the Director and the Board of Recreation and Parks.

The major concerns of the Department of Recreation and Parks are to improve cost-effectiveness in maintenance, to obtain additional space for administrative staff, recreation leaders and maintenance personnel, and to determine future development patterns so that improvements to serve shifting population can be programmed.

The Baltimore County Police Department relied until 1970 on the Department of Planning and Zoning for much of its future planning. Since 1971, however, the police have built a sophisticated statistical analysis system which is used in all police planning efforts.

A primary concern for the Police Department is to obtain a generally agreed upon set of population projections to use for long range planning purposes.

The Baltimore County Fire Department has recently established a two phase planning program. The first planning program is the development of pre-fire planning, and the second phase is the development of a sufficient statistical base to evaluate the pattern of future fire protection.

Major concerns of the Fire Department are poor fire test flows in several residential areas, a need to increase its ability to evaluate statistics for planning purposes, and a need for additional training facilities and strengthened internal administrative procedures.

The Baltimore County Department of Health is overseen by a Deputy Director and the Baltimore County Board of Health, and is a joint County and State agency, with slightly more than half its funding coming from State and Federal sources.

The Department of Health performs two types of planning: program and delivery system planning and physical improvement planning. In addition to the planning performed by the Department, the Federally funded Health Systems Agency performs regional planning and controls Federal funding for all health care improvements in the region.

Among concerns of the Department of Health are needs for more nursing staff, improvement of existing facilities, wider distribution of health care information and comprehensive family planning.

The Baltimore County Department of Social Services is a direct extension of the State Department of Human Resources with a high degree of coordination with the County administration and County agencies.

Long range planning for the Department of Social Services is consolidated and funded at the State level; the Baltimore County Department of Social Services, however, prepares its own five-year plan which is coordinated with the County, as well as being forwarded to Annapolis.

A major concern of the Department of Social Services is a shifting in budgeting priority away from services to families with dependent children and services to adults resulting in a reduction in the quality of services.

The Baltimore County Human Resources Development Agency is a private organization which receives all of its operational and capital funding from the State and Federal Governments, and performs its own planning.

Major concerns of the County Human Resources Agency are a lack of sufficient housing for the poor and needy, lack of employment opportunities for the poor and lack of public transit service in the County.

In 1978, the electorate approved the creation of a Department of Aging.

Major concerns of the Baltimore County Department of Aging are to expand existing facilities to more adequately provide the specialized environmental needs of the elderly in a cost effective manner, and to complete the current master planning effort.

Most departments in the County prepare their own Comprehensive Planning documents or commission these documents from consultants. The only time that these documents are brought together and reviewed as a whole is during the annual process of developing the Capital Improvements Budget. The process involved in preparing this budget is somewhat complicated but because the result determines the County's ability to respond to changing growth patterns, it is important to document.

The process naturally begins with all agencies reviewing their proposed improvements as described in their Comprehensive Plans. From this review the anticipated physical improvements, and by definition the new or expanded programs, are redefined into a priority system of five years, with the most current year representing the top priority projects. Once this process is completed, an informal meeting occurs between the Department and the Offices of Budget and County Executive. The purpose of this meeting is to review the budget requests and to provide budget guidelines to the departments. The results of the meeting are either the direct submission of the department's Capital Improvement Budget to the Office of the Executive and to the review process for submission to the Planning Board, or a reworking of the budget to fit the available funding.

Once the budget is within the funding guidelines set forth by the County administration, it is submitted to the Planning Department for review and comment. Usually consisting of a meeting, this review and comment procedure is to insure that the proposed Capital Improvement conforms to the overall County plan.

The next step for each budget is its submission to the Planning Board. Although a Comprehensive Plan has been approved by the Planning Board, this document has not been ratified by the County Council. Also, although individual department Comprehensive Plans normally are approved by the Planning Board, there appears to be an ambiguity whether this review and approval is required. The product of the Planning Board's review of the individual department's 5-year budgets is the consolidation of the preliminary County Capital Improvement Budget and adoption of this document by the Planning Board.

This preliminary budget is then submitted to the County Executive for his review. Finally the document is submitted to County Council by the executive. After a review process, Council adopts the 5-year Capital Improvement Program. In this process of Council approval, by Charter, Council can only delete budget items.

Although this Capital Budget review and approval process is a consistent review of proposed improvements in light of the County Comprehensive Plan, there appears to be no formal mechanism whereby the implication of proposed improvements are evaluated to determine their overall (e.g., operational) implications.

Options available to Baltimore County, as to any local government, concerning the reorganization of provision of community services, are limited by the degree to which the State and Federal governments establish standards for and provide funding for the provision of community services. Since the 1930's the Federal Government, and to a lesser extent, State Governments, have had an extensive impact upon local government in provision of these services.

The following table illustrates the proportional Federal fiscal commitment to provision of selected community services throughout the country in 1974.¹

¹ Anderson, Wayne F., Frieden, Bernard J., and Murphy, Michael J., Managing Human Services Washington, D.C.: International City Management Association, 1977, p. 38.

	<u>Federal % Expenditures</u>	<u>State & Local % Expenditures</u>
Health & Medical Programs	49.7	50.3
Education	10.0	90.0
Housing*	78.7	21.3
Other Social Welfare	54.4	45.6

Those community services which are funded primarily by local tax revenues are governed by State standards (Education) or by either special national Service Association guidelines (Recreation) or special private market response (Fire-Insurance ratings).

Options available to the County regarding community services are largely in the areas of:

1. the specific type, number and location of new facilities;
2. increases in coordination in the provision of community services;
3. increases in sharing of data obtained by each community services agency to provide for use by other community services agencies in their planning and priority-setting processes;
4. increases in the degree to which improvement and extension of community services are designed to realize County land use development, and reuse and redevelopment policies; and
5. changes in individual service programs and in the means by which they are provided, over the levels of adequacy indicated by national or state standards, or standards locally agreed upon for long range planning purposes.

The first four of these five aspects of the provision of community services are the aspects that are of direct concern in growth management. They are the aspects that relate to the provision of services for alternative physical development patterns for the County, and to coordination among service agencies. It is these four aspects for which options are considered in the Growth Management Plan.

The fifth aspect, identified above, goes beyond the measurement of adequacy of community facilities, in terms of recognized and agreed upon standards, and into highly specialized considerations, such as optimum class size, school environment and size in education, or recreation facilities and equipment suited to specific population groups in each community, in recreation. This aspect is beyond the scope of the Growth Management Program and suited to treatment in individual departmental planning.

*Housing Assistance in the County is discussed in Technical Memorandum, Man-Made Environment Assessment, Baltimore County Growth Management Plan, February, 1978.

Through coordination of the detailed planning efforts of County community service agencies, it is hoped that the ongoing specialized planning of County Departments and community service agencies can be related to the broader questions of County Growth Management.

Although each of the County's community service agencies constitutes a complete sub-system, they are all interrelated to differing degrees in the achievement of each community service agency's objectives.

For example, fire protection is not a function of the Fire Department alone, but is a system in which many County Departments participate including:

The Department of Permits and Licenses which
enforces the BOCA Building Code;
classifies occupancies by types of construction;
issues Occupancy Permits;
conducts rehabilitation programs;
enforces the National Electrical Code and issues other permits
indirectly related to fire prevention;

The Office of Planning and Zoning which
provides information so that future fire protection needs can be
determined; and
considers fire protection in making density and design recommendations
for new development;

The Police Department which
reports fires and fire hazards;
enforces ordinances against obstruction of fire protection facilities;
and
helps investigate fires;

The Office of Central Services which
prepares and provides fire prevention information;
and oversees a County building maintenance program, one objective of
which is fire prevention;

The Department of Public Works which
approves water main designs for new development;
locates fire hydrants;
maintains records of water supply and fire flow tests; and
maintains liaison with the Bureau of Water Supply in Baltimore County;

The Bureau of Public Services which
reviews land development plans for fire protection considerations
among others;

The Bureau of Engineering which
prepares preliminary layouts of fire hydrants and water mains for new
development;

The Bureau of Highways which
keeps the Fire Department informed of which streets are out of service;

The Bureau of Sanitation which
oversees land fill operations to prevent fires;

The Bureau of Water Supply in Baltimore County which
maintains water supply and fire flow;
repairs water main breaks and fire hydrants; and
keeps the Fire Department informed of fire hydrants and water mains
which are out of service;

The Department of Traffic Engineering which
enforces traffic ordinances; and

The Department of Health which
approves materials that may be burned under a "Burning Permit".¹

Some of the most important opportunities for improved coordination relate either to coordination in the provision of two or more types of community services or to activities or concerns common to more than one agency or community service.

Opportunities for improved coordination among community service agencies discussed here include:

Improved sharing of data;

Increased coordination in the provision of services;

Measurement at regular intervals of quality of community services;

Performance contracting of some services; and

Increased community participation in planning.

Improved Sharing of Data

A major concern identified during the Growth Management Study has been the need for improved coordination and sharing of data among the various departments. Most departments generate and store data that can provide important components of a system for tracing and monitoring the results and effects of adopted Growth Management policies. Examples of data that would be particularly useful as indicators of the pattern and results of County Growth include the following:

Detailed information concerning new construction by use by specific location maintained at present by the County Police Department;

Road rating data on the County's minor arterial and major collector roads, and storm water management data by drainage basin, being assembled and maintained by the County Public Works Department;

¹ Baltimore County Fire Department, Master Plan for Fire Protection, 1975, p. 5.

208 water quality data being assembled by the County Department of Health; and

Land Use, Zoning, agricultural use, agricultural soils, and other natural features data, being mapped on a computer grid system, made up of 4.6 acre cells, by the County Office of Planning and Zoning.

In order to increase the degree to which the County government can make use of this data in evaluating the results of adopted Growth Management policies, it is recommended that the Information System Planning Committee be charged with working with the new Overview Agency to be established in the Office of the Administration to monitor growth, to bring together this and similar data from the various County departments.

Specific tasks necessary to carry out this charge include the following:

1. Coordinate the data needs of all operating departments in determining the form in which the data collected by each department are collected and stored.
2. In data-system development, attempt to maximize the degree to which data collected by each individual operating department can be retrieved and displayed by the different operating departments for use in their planning, programming and decision-making, and for use by the Overview Agency in monitoring the results of Growth Management Policies, while safeguarding confidential information such as productivity of specific farms, or commercial establishments.
3. Assure that data processing support is available to all County departments, and to the Growth Management Overview Agency.
4. Assure that the data processing plan is based on government-wide use needs.
5. Assure that the data processing system is designed to be flexible.¹
6. Establish a regular meeting schedule for the Information System Planning Committee as permanent Committee to coordinate data needs of the Departments and the Overview Agency, and the use of new data that becomes available from each department.

Increased Coordination in the Provision of Community Services

During the inventory of community services undertaken during the Growth Management Study, it was found that the primary means for coordination among plans of County agencies at present other than review by the Department of Planning, is the annual review of agency capital budgets and capital improvements programs by the offices of the Budget and the County Executive.

¹ Rapp, Brian W. and Patitucci, Frank M., Managing Local Government for Improved Performance, A Practical Approach. Boulder: Westview Press, 1977, p. 126, 140-141.

A major growth management policy concern that became apparent during this analysis is the question of whether or not and how these review processes can be modified to make them more effective tools for coordinating provision of community services.¹

One means of modifying this process might be to encourage the use of annual reports prepared by each Department not only as a means of reporting the past year's accomplishments and plans for the following year, but also to indicate the manner in which these accomplishments and proposed improvements would relate to activities of other Departments in realization of County land use, development and reuse and redevelopment policies.

In addition, the following are recommended:

1. Investigate means of further coordinating planning and scheduling of community services improvements to achieve coordinated improvement of problem areas, in the manner of present coordination of Public Works and the Department of Recreation, in acquiring and demolishing flood damaged structures, and incorporating lands in stream valley park systems.
2. Investigate further coordination in ownership and maintenance of facilities in the manner of present coordination of the Board of Education and the Department of Recreation in joint ownership of school lands and neighborhood recreation facilities.
3. Coordinate re-use planning for excess sites and buildings among service agencies, so that transfer of property can be made between departments where appropriate..
4. Attempt to coordinate the provision of community services and new capital investment in extending these services in such a manner to enhance the special character of each existing community or neighborhood.
5. Consider increasing local control of some aspects of the community and of community services, through a system similar to participation by recreation councils in planning for parks and open space.
6. Locate new community service centers in such a manner as to encourage the formation of clearly distinguishable neighborhoods and communities within new development, as outlined in the 1975 Comprehensive Plan.
7. Consider the use of social impact analyses to determine ways in which proposed programs, developments or projects will affect the County's communities.²

¹ Technical Memorandum No. 9, Existing Management Systems Analysis, Zuchelli Hunter & Associates, Inc. October 7, 1977, Baltimore County Growth Management Program, pp. 25-26.

² Anderson, Wayne F., Friedan, Bernard J. and Murphy, Michael J., Op. Cit., p. 178.

8. Consider establishing, within the proposed Overview Agency:

- a. Central coordination for Capital facilities to advise concerning present and short-range (5-10 years) growth and projected services required.
- b. Responsibility for coordinating information from County agencies regarding potential impacts due to planned or proposed major residential, industrial or shopping complexes.

9. Consider establishing for County use:

- a. A central Information Center for timely information on streets and traffic flow.
- b. A uniform identification for communities and subdivisions which will set down specific geographic boundaries.¹

Additional means of coordination are discussed in the previous section of this Chapter, Staging and Setting Priorities for Construction of Major Public Improvements.

Measurement at Regular Intervals of Quality of Community Services

Until very recently, governments have done little to measure the quality of the services that they provide. Many state and local officials have now begun to seek measurements of progress to their goals, as evident in recent efforts of the Council of State Governments and the International City Management Association, and in the concepts of Planning, Programming and Budgeting, and of adequate Public Facilities as expressed in the Ramapo growth staging concept.²

Systematic measurement of public services quality can serve a number of purposes:

1. indication of where problems exist and government attention should be directed;
2. indication to government officials of the performance of programs and policies;
3. assistance in determining priorities for allocating government funds and manpower;
4. evaluation of government management and incentives for employees;

¹ Memorandum from Baltimore County Police Department to Marion J. McCoy, Physical Growth Coordinator, concerning review of materials, October 25, 1977.

² 30 NY 2d 359, 285 N.E. 2d 291 (1972).

5. greater community involvement in determining the priorities of government activities.¹

Data about community services that are readily available tend to be mostly technical and financial and to offer little insight into the quality of specific services available to the public.

Major aspects of quality and level of service that are frequently not reflected in readily available data and that call for consideration in evaluating community services are:

1. The intended purpose of the service activity
2. Negative effects that may be involved in provision of the service
3. Adequate quantities of the service
4. Equitable distribution of the service
5. Courtesy and respect to citizens receiving the service
6. Response time in providing the service
7. Amounts of citizen use of a service
8. Perceived satisfaction among citizens receiving the service
9. Efficiency (productivity, economy or cost)²

Means of evaluating the various aspects of each community service are:

Systematic inspections of quality attributes with physical features (buildings, equipment, etc.);

Regular surveys of citizens;

Improved data linkage between agencies;

Better use of existing data; and

Comparison with other years and similar jurisdictions.³

It is generally accepted that the government providing the service should measure the quality of service as a regular management function, although higher levels of government and citizens groups can contribute to the process by providing data concerning comparable jurisdictions and by reviewing evaluations for comprehensiveness and objectivity.

¹ Hatry, Harry P. "Measuring the Quality of Public Services", Hawley, Willis D. and Rogers, D. Ed. Improving Urban Management Beverly Hills: Sage. 1974 p.5.

² Hatry, Ibid., p. 7.

³ Ibid., p. 19.

A convenient means of integrating department service level evaluation in departmental planning is to report the results of yearly evaluations in an annual report for each County community service agency.

Performance - Contracting of Some Services

To date, contracting with private firms to provide some aspects of community services has been limited primarily to municipal garbage collection and selected educational services and health maintenance organizations.¹ The value of this system of providing community services lies in the introduction of incentives to improve the efficiency and distribution of services.

INCREASED COMMUNITY PARTICIPATION IN PLANNING

With increasing concern on the part of local communities in many cities and other large jurisdictions comparable to Baltimore County in scale about the levels of public expenditure being made for community services within each of their areas, there is increasing use of community participation in identification of specific community service needs, and of community boundaries for identifying levels of public expenditure by sub-area of the jurisdiction. This allows members of the local communities to participate in the identification of needed services and facilities and then be able to identify the amount that was spent for these services within their community in any given year, both absolutely, and in comparison to other communities.

The Recreation Councils could serve as a model for community groups that would participate in the planning and provision of other community services. This participation has been discussed in other portions of the plan, particularly in the Housing and Community Preservation Plan.

While establishment of such groups and regularity of their communication with County staff are clearly defined recommendations, the identification of boundaries for service planning areas and for reporting of amounts of public expenditures raises problems.

An early task of the Growth Management Study was to attempt to determine whether or not it was possible or reasonable to modify community service area boundaries so that the boundaries of various service areas could be made to coincide with one another. It was soon apparent that the already established patterns of community services in the County made this impossible. At the same time, however, it was determined that much data concerning community services is presently collected and aggregated to either Election Districts or Councilmanic Districts. School capacity data, for example, is aggregated to the fifteen Election Districts that make up the County, while complaints concerning County services are aggregated to the seven Councilmanic Districts that make up the County.

¹ Young, Dennis R. "Evaluating Organizational Change in Public Services," Hawley, Willis D. and Rogers, D., Op. Cit. p. 56.

While it is recommended that community councils for community service planning should, like the existing Recreation Councils, represent areas considerably smaller than Councilmanic Districts, the Councilmanic District represents a suitable scale for aggregating annual public expenditures by type of community service.

SPECIAL COMMUNITY SERVICE NEEDS BY GROWTH AREA

Introduction

The Growth Management Plan categorizes the various portions of the County in terms of five types of growth area:

- Town and Community Centers
- Existing Communities Outside Centers
- New Development Areas
- Fringe Development Areas
- Rural, Agricultural and Environmental Areas

The areas are categorized in terms of similarities in terms of type of development existing or planned and in terms of land use controls and incentives called for. Recommended policies and actions affecting each type of growth area are described in other portions of the Growth Management Plan, particularly the Land Use Element of the Physical Development Plan and the Permanent Growth Legislation.

While there is considerable variation in the degree of sufficiency of existing community services within each growth area, there are certain community service considerations that are distinctly applicable to each type of growth area, and that relate to the overall recommended growth strategy within that type of area. These considerations are set out below, by growth area type.

The map accompanying this Chapter shows the generalized boundaries of these growth areas.

TOWN AND COMMUNITY CENTERS

Town and Community Centers include the areas of the County presently and/or proposed to be developed as major centers of office, major commercial and relatively high density residential use. These centers include immediately surrounding residential areas that relate or are recommended to relate directly to these centers based upon proximity, present use, or potential for future use or re-use.

Special community service concerns in these centers include the following.

In order to encourage development and redevelopment at these centers, as well as to coordinate community facility service areas with commercial service areas, it is recommended that such major facilities as libraries, health centers and centers for the aging be located within Town and Community Commercial Centers.

The Growth Management Overview Agency should coordinate with County service agencies to determine the specific major service centers best suited for location within each major Town and Community Center and to take steps to acquire land for development of these centers. For some services, such as social services, this will require coordination with the State.

EXISTING COMMUNITIES OUTSIDE CENTERS

Existing communities outside centers include the older largely developed residential, institutional and industrial areas of the County.

Special community service concerns in these existing communities include the following.

There are competing growth policies in existing communities. On the one hand, it is intended that the pace of growth should be decelerated in these areas, and by extension, that major new facilities should not be constructed in these areas, except upon evidence of a special need. On the other hand, it is in these areas that adequacy of community services is frequently a major concern. The community assessment undertaken during the study period, however, that it was not a lack of major facilities that residents of these areas noted as a special need, but rather inadequate storm drainage, sidewalks and gutters, lack of health services and services for the aging and concern about potential school closings within these areas.

It is these community service issues that should be emphasized in annual review of capital budgets and capital improvement programs for each community service agency as they address the existing communities outside centers.

NEW DEVELOPMENT AREAS

New Development Areas include two urban New Development Areas.

The Urban New Development Areas are intended for medium and high density residential development surrounding employment and commercial centers in accordance with detailed New Development Area Plans to be prepared by the County Office of Planning and Zoning.

In the Urban New Development Areas, special community service concerns include the following.

Since growth policy for these areas is to accelerate development and to encourage development which might otherwise have tended to disperse throughout the fringe area, to be undertaken at a somewhat higher overall density and in a more concentrated pattern, it is recommended that few if any requirements be made of the developer for the provision of community services or sites for community facilities within the Urban New Development Areas.

In fact, in order to serve as an incentive for the sought-for levels and densities of private development in these areas, it is recommended that a priority be placed upon public investment in the full range of community services in these areas.

Staging of priority public investment in community services in these areas should be related to staging of completion of the major transportation improvements that will make each of these New Development Areas possible.

FRINGE DEVELOPMENT AREAS

Fringe Development Areas are those areas in which public services and utilities are to be provided, but this provision is not to be assigned a high priority relative to other types of growth areas. Correspondingly, the rate of residential growth is to be moderated in these areas.

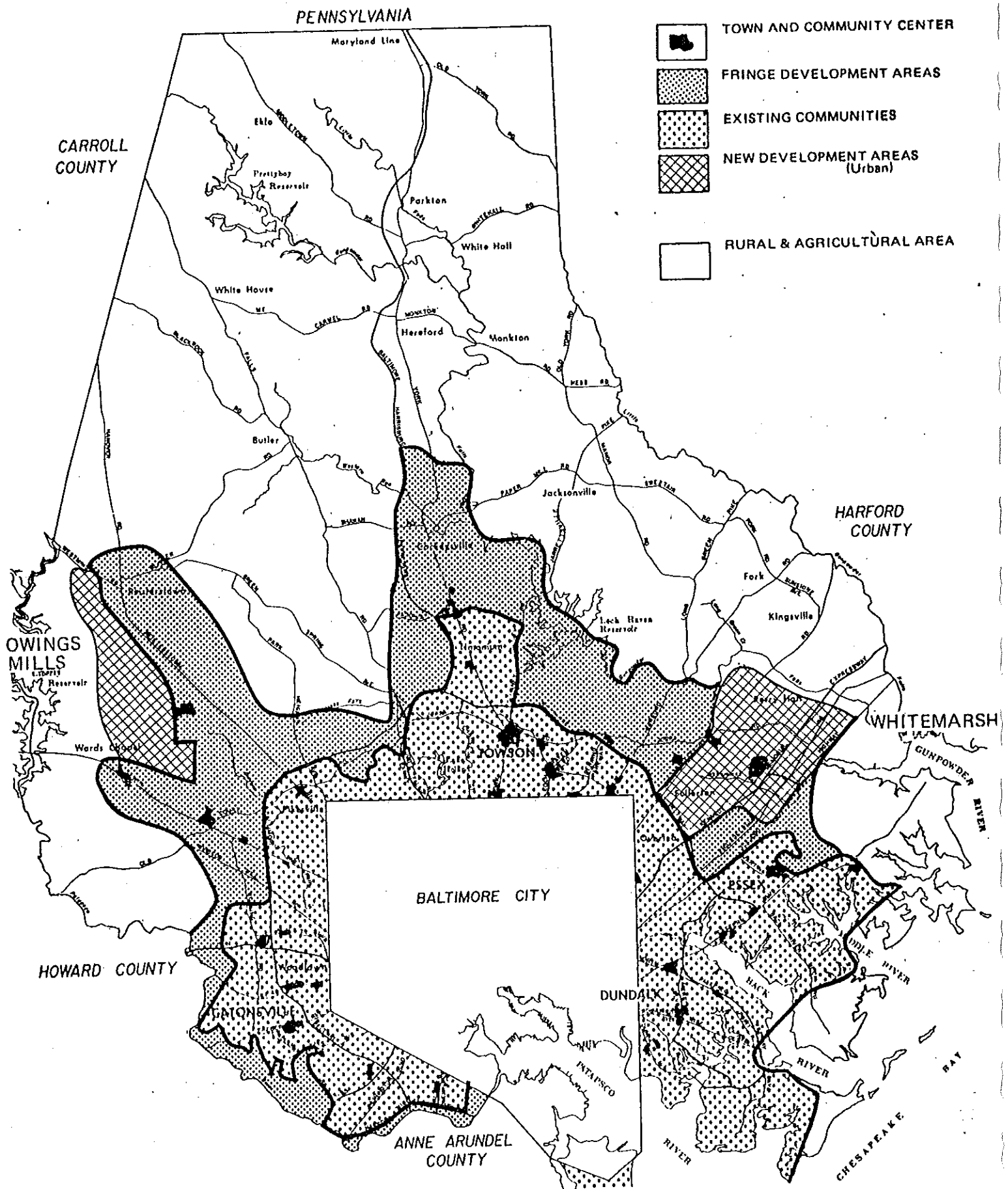
In fringe development areas, it is recommended that major subdividers should be encouraged to provide sites for needed community service centers where a need for these facilities is identified by each community service agency.

RURAL AND AGRICULTURAL AREAS

Rural and Agricultural Areas are primarily agricultural and natural resource protection areas. Very limited residential development is planned for these areas through 1995.

Specific community service recommendations applicable in these areas include the following:

- Because these areas are very sparsely developed and because it is intended that they should remain largely in agricultural use, many community services such as library service and health service should be provided by a mobile rather than a fixed facility.



GROWTH AREAS THROUGH 1990

CHAPTER II

SCHOOLS

INTRODUCTION

The Public School System, which eventually became the Baltimore County Public Schools, was authorized in 1848. Although the initial target of 76 schools, by the end of 1849, was not achieved, it is noteworthy that 60 schools were founded due to the requirement that the local communities provide suitable school buildings at their own expense.

Plagued by financial lack of cooperation between the County Commissioners and the School Commissioners, the schools were forced to close for the entire year of 1852. However, reverting to an 1847 Act of State legislature, an act was passed increasing taxes to support the schools and they were reopened in 1853.

The need for funds to support new school construction was addressed in 1858, and the School Board moved to divide the County into equitably distributed school districts. By 1865 there were 103 school districts in the County each with their own school building.

Administratively and financially, a major change occurred in 1864, with the passage of legislation creating a uniform State School System. School commissioners under the provisions of this act were appointed by the newly created State Board of Education. In addition, an annual tax was levied on all taxable property for the support of the schools.

Another change imposed by the State was the issuance of a detailed code of by-laws to govern schools and their business transactions. A system of uniform textbooks was adopted statewide.

State law was again changed in 1868. This was reaction to certain aspects of the centralized control by the State Board of Education. New features were that educational matters in a county were relegated to a locally elected Board of School Commissioners. Trustees were established to hire and fire teachers and counties could select and purchase their own textbooks subject to the recommendations of the Board of Trustees of the State Normal School.

Changes effected in Baltimore County during the latter part of the 19th Century include the designation of High Schools, significant improvements in the location, design and hygiene conditions of the schools, and in 1900 the restitution of kindergarten classes.

During the first two decades of the Twentieth Century, four important changes occurred to the County school system. In 1904, the title and role of "School Examiners" was changed to "Superintendent" by the Maryland General Assembly.

Not only did this change consolidate the administrative responsibility in the County schools, but it also established the working relationship between the teachers and the administration. An outgrowth of this relationship was the rebirth of joint curriculum development. In 1901, regular professional meetings

were established where the study of educational principles was discussed resulting in curriculum changes. Furthermore, under this cooperative system the professionalism of the teaching staff was increased by the greater reliance on professionally trained teachers and the institution of continuing training programs for all teachers. Other functional changes resulted including the designation of curriculum supervisors and the formal establishment of principals.

The second major change was in the increased emphasis placed on improving the quality and environment of the rural schools. To meet the needs of this farm career oriented population, curriculum was modified to include manual training and agricultural practices.

The third major change was the passage of compulsory school attendance laws by the State in 1912 and 1916.

The last change to the County school system was the State legislation of 1919 which allowed the City of Baltimore to annex the suburban areas immediately adjoining the City. This law resulted in the County system losing many of its newest and largest buildings, approximately 10,000 pupils and a considerable portion of its tax ratables.

To retain the educational capabilities of the reduced County system, a twenty year plan was developed in 1920 and a different funding proposal was approved. In 1922 and again in 1924, bonds were approved to finance new school construction.

Another major shift was the process of consolidation of school facilities. In essence this process replaced the small one room school house with large new facilities. In 1935, the last white one-teacher school was eliminated in the County.¹

Other notable improvements were in advances in the professionalism of the educational staff and in curriculum development, such as the Institution of Health and Physical Education.²

In existing facilities and administration, according to school publication "Baltimore County Schools: a presentation in two acts", the Baltimore Public School System is the "17th largest in the nation". The 162 school buildings, which include 107 elementary schools, 7 special education facilities, 24 junior highs, 19 senior highs, 2 middle schools and 3 votech schools are organized into 5 administrative and geographic areas. Over half of the school buildings have been built since 1959, and all buildings built after 1965 are air conditioned.

¹ Separated white and colored schools were in use in the County during the 19th and the first half of the 20th Century.

² Crewe, Amy C. No Backward Step was Taken, Teachers Association of Baltimore County, Maryland, Inc., 1949.

Each of these areas is under the direct coordination of an assistant superintendent who in turn is responsible to the Deputy Superintendent and the Superintendent.

In addition to this coordinative arm, the District's administrative structure also has a Division of Instruction, a Division of Staff and Community Relations, a Division of Business and Finance, and a Division of Physical Facilities.

Policy decisions within the Public School System are made by an autonomous Board of Education, consisting of 9 County residents, appointed for specific terms by the State. Cooperation with the County government results from the Board's reliance on the County's tax revenues for operation and a portion of the Capital Budgets for the school system. Since 1971, the majority of capital improvement funds have come from the State. Prior to 1971 all funds required by the School System were derived from County resources.

The administration headquarters of the Public School System are located in the Towson area.

FACILITIES PLANNING

Planning for new school facilities is accomplished internally by the Division of Physical Facilities. Critical to this planning process is the ability to project population shifts as they pertain to public school enrollments.

Two types of long-range planning occur, site selection which is performed into the distant future; and capital facility improvement planning which annually is projected 5 years into the future.

The Division of Physical Planning evaluates the pattern of future land use as presented in the County zoning ordinances and the long range utility plans of water and sewer as key factors in determining the shape and location of future growth. Major proposed highway and arterial improvements also are reviewed; however, due to the uncertainty of these projects becoming "real", analysis of this data plays a less significant role in the planning process. Once the "shape", general density, characteristics, and utility service plans have been determined, future school sites are identified and proposed for acquisition. A major rationale for this future land purchasing is the knowledge that land prices escalate once development actually occurs. In working practice, for every three sites acquired by the School Board, one site is proposed for development within 5 years and the remaining two sites are "futures".

Currently the Baltimore County School Board has approximately 25 properties which it has purchased for potential school sites. Annually this "site bank" is reviewed and properties purchased in the past, which now appear unsuited, given the new growth trends, are declared surplus and returned to the County for sale or other use by the County.

Separate from the long-range school site acquisition process is the planning which guides the 5-year Capital Improvement Budget. As new school buildings or additions to existing school facilities are required, the Division of Physical Facilities performs a very sophisticated analysis of anticipated school populations. There are two key ingredients to this process, each with an internal check procedure.

The first piece of planning data is derived from the County subdivision and building approval process. School officials receive copies of all tentative and approved plats as they proceed through the subdivision process. Building permits also are collected by the school district. This information is recorded and evaluated by the Division of Physical Facilities to determine the type of housing units which are being constructed. As a cross-check, informal communications occur between school officials and realtors to verify growth trends, to determine the anticipated rate which the growth will continue, and to find out the prices of the newly constructed units.

The second phase of the facilities planning process has been developed over a long period of time. Faced with the rapid growth the County experienced in the 40's and the 50's and 60's, school planning officials determined the need for a method to predict new school populations. After much trial and error, school officials discovered that a knowledge of the types of housing types (as apartments, rows, single-family), together with the knowledge of the number of bedrooms each of these units contained, could be used as a very accurate tool in predicting the school enrollment population. This finding was verified by comparing school attendance records and existing housing patterns as far back as the turn of the century. Since this discovery, called the "pupil yield count", school officials have sensitized this analytical tool to account for the specific socio-economic area of the County. The extra test of pupil yield count is (and was) on-going discussions with the individual school principals. School officials update the pupil yield count assumptions every 3 to 4 years.

The net result is that based on knowledge of the types of housing units being built, their exact locations, and information on the strength of this building pattern, together with the "pupil yield count", the school planning officials are able, with great accuracy, to predict future school enrollment demands. This knowledge of future school demands allows school officials to prepare capital improvement requests for the 5-year capital improvement period and also allows officials to determine whether certain schools are becoming surplus in terms of their usefulness to future school populations. The product of the planning process is also used by the school officials in short-range planning.

Annually the product of the pupil yield counts is refined to net out the expected distribution and total number of students for the next school year. From this study, school officials prioritize their next year's capital improvement budget and their operating budget.

Another facet of the land banking and facility construction operation conducted by the school system is the joint cooperation with the Baltimore County Department of Recreation and Parks. When future school sites are identified, coordination occurs between these two agencies. The effect is that a site, sufficient for school need and sufficient for the establishment of a recreation facility, is jointly purchased by these two agencies.

Similarly, when a new school building is programmed for construction, coordination occurs so that the needs of the Parks Department are built at the same time the school is constructed. For example, under the State Capital Improvement funding arrangement,, the square footage allowable for school use is determined. Parks Department then pays for additional gymnasium space, on a prorated square foot basis, so that the finished gym is adequate to accommodate

the needs of the entire community. Other features, such as recreation staff offices and storage space, also are added to school facilities at the cost of the Department of Recreation and Parks.

Programming of the finished structure is coordinated between school and parks officials to allow the maximum utilization of the building. Specific codified guidelines have been developed to coordinate the extra curriculum uses of the building.¹

CURRICULUM PLANNING

Curricula in the Baltimore County Public Schools are constantly being evaluated and revised. The primary means for curriculum revision are annual curriculum workshops conducted by teachers, supervisors and administrators during the summer vacation. Based on prior meetings which establish objectives and based on recommendations from parent advisory committees, outside consultants and student surveys, new guidelines and long-range development programs are developed.

Based on the products of these workshops, the central staff for curriculum prepares guides and other materials necessary to integrate the new programs into the overall framework of the County curriculum. However, because of the need to inform the many teachers who will be using the new guides, the teachers and other staff members who participated in the workshop frequently are responsible for promulgating the new methods. Professional study days and inservice courses are the occasions used for this transferral of new knowledge.

Testing, questionnaires, and the observation of teachers are monitored to determine the effectiveness of any modifications to the curriculum. Follow up questionnaires also are mailed to school graduates and to the parents of students. It is interesting to note that all instruction in County classrooms is based on internally developed guides. It is also noteworthy that some County developed curriculum have received national attention.

PERCEIVED PROBLEMS

The major perceived problem facing the Baltimore County Public Schools is the inverse of the growth problems faced in the 40's, 50's and 60's. In 1971, the school system had an enrollment of 134,042 students, which was the largest school population ever and was a result of the dramatic growth in the County during the last 30 years. Since 1972, enrollments have been declining, due to the aging of the population and due to the reduced rate of growth in the County, among other factors. School enrollment for 1977 is 113,900 and projections indicate that by 1981 the enrollment will be approximately 96,000 students.

The result of this school population decline is that the school system needs to reduce the total number of schools and staff, and to reallocate its physical resources to serve the continuing and future population shifts in the County.

¹ See the Growth Management Program Open Space and Recreation Plan for a more complete description of this process.

Another major need identified by the school system is to intensify the search for a solution to the use of illegal drugs and alcohol by the students of the system.¹

The final perceived problem identified by school officials concerns the existing State commitment to fund new school construction. Since 1971, the State has funded approximately 90% of the cost of new school construction. However, school officials indicate the State might be in the process of reducing its level of funding to a more moderate percentage of new school costs.

GOALS AND OBJECTIVES

As identified in the speech, "Casting Stones and Building Bridges - On the Path to Excellence", presented by Robert Y. Dubel, Superintendent of Schools, at a staff meeting August 24, 1977, the major goals and objectives of the Baltimore County Public Schools are designed to increase the excellence of the system.

GOALS

1) Forward with basic objectives

--"Implementation of the forthcoming recommendations of the Reading Strategy Task Force to refine our inter-disciplinary approach to the teaching of reading ..."

--"Implementation of the English Program Study Committee recommendations..."

--"New approaches for teaching about the Constitution of the United States and new directions in the teaching of American History with emphasis on chronology and sequence..."

--Increased emphasis on basic math skills and the continuation of the cooperation of the Office of Mathematics in formulating a functional math test.

--Improvements in scores on all standardized tests used in the system.

2) Continuation "to confront systematically problems caused by disruptive youth".

Objectives - intensification of the program of drug education, counseling and detection.

- implementation of the recommendation of the Coordinating Committee for Disruptive Youth.

¹ The source for this section in perceived problems was the 1976-1977 Annual Report, President's Message, Baltimore County Public Schools, Office of Publications.

3) "Zero-based Budgeting"

Objective - continued development of more sophisticated budgeting to enable improvement in instructional programs.

4) "Management by Objectives"

Objective - refinement of the existing system of management by objectives.

5) "Conservation of Energy"

Objective - increased cooperation with national efforts to conserve energy and to convert budget dollars for instructional purposes.

6) "School Closings"

Objectives - cooperation between staff and citizen committees to recommend which schools should be closed.

- retention of all current staff members.

7) "Improved relationship with other Agencies of Government"

Objectives - continued cooperation with the County Executive's Task Force on Education.

- continued efforts to build bridges of understanding with County and State governments.

8) "Improved Community Relations"

Objectives - continued open government operations.

- continued and expanded use of volunteers in the schools.

9) "School visitation by Central Staff"

Objectives - increased school visits by central staff administrators.

- increased communications with students, teachers and school based administrators.¹

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

The maps accompanying this chapter illustrate the location of existing schools.

¹ "Casting Stones and Building Bridges - On the Path to Excellence" remarks by Robert Y. Dubel, Superintendent, made at a staff meeting, August 24, 1977.

Using the measures developed for long-range planning purposes during the Growth Management Program, development under the Growth Management Plan results in the following need for additional schools by 1995 under the Growth Management Plan.¹

Elementary Schools	18
Junior High Schools	3
Senior High Schools	1

Additional considerations concerning schools relative to Growth Management include the following:

1. Elementary schools should generally be located in the centers of neighborhoods so that they may best fill the needs of families through their highly accessible locations within practical walking distance of homes.
2. Middle and senior high schools should be located in a central location within the community in order to serve their populations more efficiently.
3. Community colleges and vocational centers should be located in town centers.
4. In addition to being located at central locations within their respective service areas, schools should also be spatially associated with other public facilities, such as the library, police and fire stations and post office.
5. Schools should continue to be used as recreation centers for their areas, as well as be associated with other public services.
6. More funds should be used for the renovation of older school facilities.
7. Consider replacement and expansion of facilities through the purchase of parochial school facilities if these school facilities become available.²
8. Intensification should continue on programs of drug education, counseling and detection and other programs designed "to confront systematically problems caused by disruptive youth."³

¹ Needs for schools and all other public facilities discussed in this and subsequent chapters of this plan are based upon long-range planning methods developed with the appropriate County agencies during the Growth Management Study and described in Technical Memoranda 13A and 24F.

² Baltimore County Planning Board, Baltimore County Comprehensive Plan, Towson, Maryland, 1975, p. 41.

³ Dubel, R.Y., "Casting Stones and Building Bridges - On the Path to Excellence", Remarks by Superintendent at Staff Meeting, August 24, 1977.

9. School closings should be evaluated from the perspective of future demand for additional school facilities; where future demand can be anticipated, temporary rather than permanent closings should be considered.
10. Where possible, the recreation facilities associated with a closed school should continue to be available to residents of surrounding areas after the school closing.
11. Alternative re-uses of closed schools are important options in each of the affected communities. The Growth Management Study has found the areas in which school closings are planned are frequently areas in which there is a need for a center for the aging, or in areas the centralized location of which make them well suited for location of a health center. Although these facilities have special design requirements, considerations of efficiency would suggest the conversion of closed schools to other public uses where suitable.
12. In addition to joint provision of after-school recreation programs by the Board of Education and Department of Recreation, coordinated efforts might be undertaken with other agencies in joint funding, planning and administration of child day-care services and pre-school programs.

The following pages discuss policy issues affecting projected future school need.

The additional school facilities described here are those that would be needed under projections of future school-aged population prepared during the Growth Management Program.

These projections and the method for their preparation are described in Growth Management Technical Memorandum 1.

The County Board of Education prepares a very detailed yearly projection of school population in each school, using information about specific subdivisions that are approved or actually under construction.

The nineteen-year growth projection throughout Baltimore County is based necessarily upon considerably less immediate data.

Because immigration patterns in response to regional industrial growth are much more important in determining the long-range future growth patterns of Baltimore County than the birth rate of the existing population (between 1970 and 1975, natural increase accounted for only 35% of the County's population growth, with 65% of growth accounted for by immigration), an employment-based population projection system was selected for use in projecting Baltimore County population through 1995.

Thus school-aged population projections represent a combination of an assumed gradual increase in birth rate, as described in Growth Management Technical Memo 1, and substantial migration into the County. It is assumed that there will be considerable variation in growth rates throughout the nineteen-year period. The disparities between any year's enrollment and the Growth Management projections for that year can be accounted for partly by such a variation.

Based upon their experience with preparing short-term projections of school-aged population, the Board of Education has developed public school student projections for 1980, 1985, 1990, and 1995 based on the following assumptions:

1. The number of births in Baltimore County will level off at 7,000 from 1978 to 1990.
2. Approximately 81% of the children born in Baltimore County will enter Baltimore County Public School Kindergarten five years after birth.
3. The number of Special Education students will level off at 3,300 from 1983 to 1995.
4. Student return at each grade level (cohort survival) will follow current trends for the next five years, then will increase to reflect increased migration from 1984 to 1995 as indicated below:

Grade 1	-	107%
Grades 2-6	-	100%
Grade 7	-	104%
Grade 8	-	100%
Grade 9	-	102%
Grades 10-12	-	99%

Based on these assumptions, the student enrollment projections for the Baltimore County Public Schools resulted in the following:






1980	-	99,000
1985	-	84,000
1990	-	80,000
1995	-	83,000

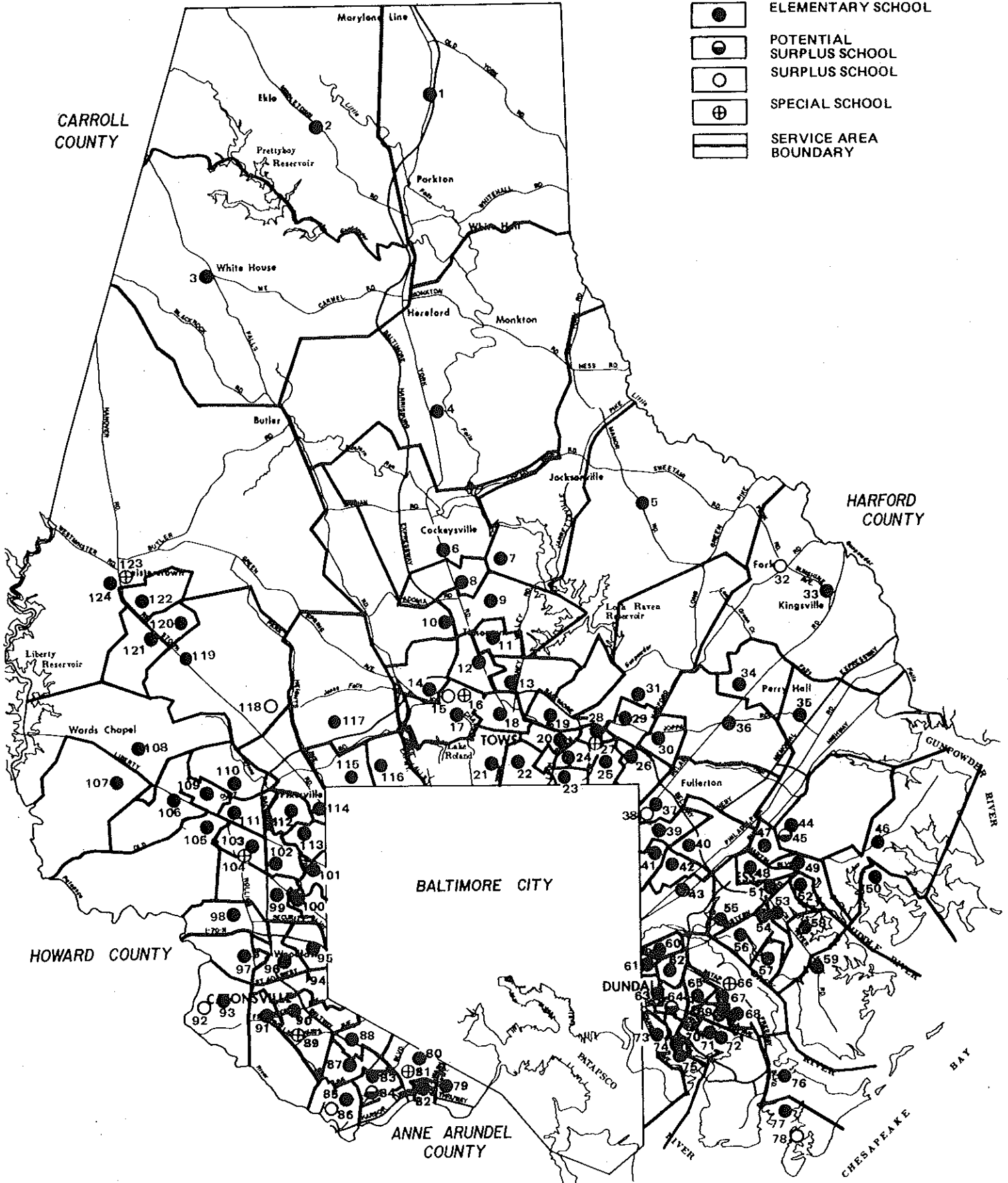
A comparison with Growth Management Technical Memorandum No. 1 shows that the Board of Education's projections are considerably lower than the Growth Management projections.

This Plan does not select either set of projections as those projections to be adopted; rather, the plan concludes that the discrepancies between short-range projections by the Board of Education and the nineteen-year projections of the Growth Management Program do not obviate the value of either system and can be adjusted to through annual monitoring of the rate and patterns of growth of various portions of the County.

Far more important than two-, three-, and four-year population growth cycle variations in determining the need for additional schools are County policies concerning continued use or future re-use of schools in older areas of the County, where school-aged population has been decreasing, redefining school district boundaries to make use of this "excess capacity", and the distance that school children can be expected to travel to school.

PENNSYLVANIA

-  ELEMENTARY SCHOOL
-  POTENTIAL SURPLUS SCHOOL
-  SURPLUS SCHOOL
-  SPECIAL SCHOOL
-  SERVICE AREA BOUNDARY



ELEMENTARY SCHOOLS

ELEMENTARY SCHOOLS

1. Seventh District	43. Rosedale	84. Old Halethorpe (p.s.)
2. Prettyboy	44. Glenmar	85. Relay
3. Fifth District	45. Vilgar Annex (p.s.)	86. Relay Annex (s)
4. Sparks	46. Chase	87. Arbutus
5. Carrol Manor	47. Victory Villa	88. Maiden Choice
6. Cockeysville	48. Orems	*89. Rolling Road
7. Warren	49. Martin Boulevard	90. Catonsville
8. Padonia	50. Seneca	91. Hillcrest
9. Pot Springs	51. Middlesex	92. Westchester Annex (s)
10. Pinewood	52. Hawthorne	93. Westchester
11. Timonium	53. Mars Estate	94. Westowne
12. Lutherville	54. Deep Creek	95. Edmondson Heights
13. Hampton	55. Essex	96. Johnnycake
14. Riderwood	56. Sussex	97. Woodbridge
15. Woodvale Annex (s)	57. Sandalwood	98. Chadwick
*16. Ridge	58. Middleborough	99. Featherbed Lane
17. Ruxton	59. Back River	100. Woodlawn
18. Towson	60. Colgate	101. Powhatan
19. Cromwell Valley	61. Eastwood	102. Woodmoor
20. Pleasant Plains	62. Berkshire	103. Hebbville
21. Rodgers Forge	63. Norwood	*104. Hebbville Ed. Center
22. Stoneleigh	64. Patapsco Neck (p.s.)	105. Winfield
23. Hillendale	65. Gray Manor	106. Randallstown
24. Loch Raven	*66. Battle Monument	107. Hernwood
25. Villa Cresta	67. Charlesmont	108. Deer Park
26. Parkville	68. Battle Grove	109. Church Lane
*27. White Oak	69. Bear Creek	110. Winand
28. Oakleigh	70. Grange	111. Scotts Branch
29. Harford Hills	71. Inverness	112. Bedford
30. Carney	72. Sandy Plains	113. Campfield
31. Pine Grove	73. Dundalk	114. Milbrook
32. Fork Annex (s)	74. Logan	115. Wellwood
33. Kingsville	75. Merritt Point	116. Summit Park
34. Gunpowder	76. Edgemere	117. Fort Garrison
35. Chapel Hill	77. Chesapeake Terrace	118. Chattolane (s)
36. Perry Hall	78. Fort Howard (s)	119. Owings Mills
37. Fullerton	79. Baltimore Highlands	120. Timber Grove
38. Old Fullerton (s)	80. Lansdowne	121. Cedarmere
39. Elmwood	*81. Lansdowne Ed. Center	122. Reisterstown
40. Shady Springs	82. Riverview	*123. Chatsworth
41. McCormick	83. Halethorpe	124. Franklin
42. Red House Run		

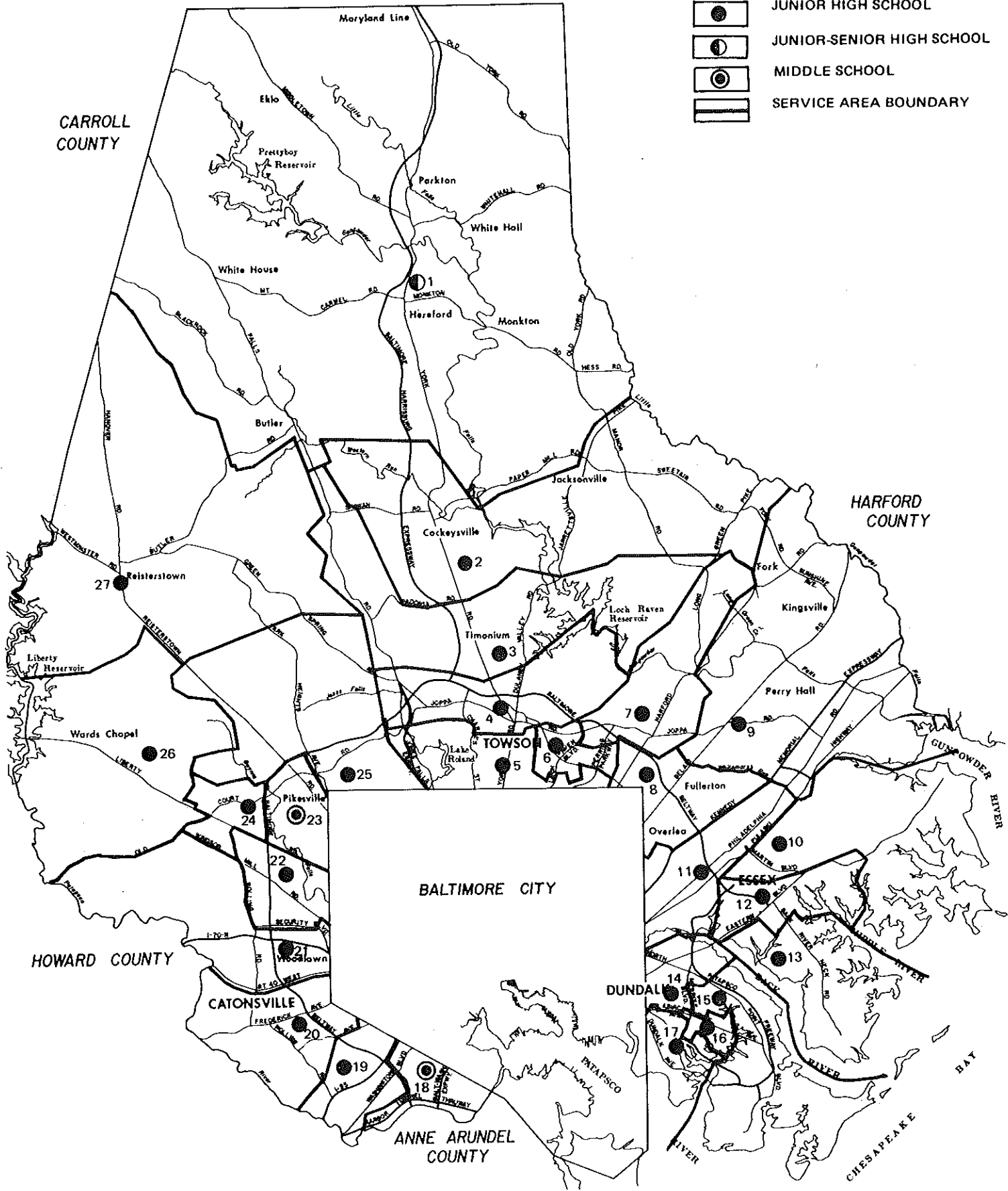
*Special Schools

(s) Surplus

(p.s.) Potentially Surplus

PENNSYLVANIA

- JUNIOR HIGH SCHOOL
- JUNIOR-SENIOR HIGH SCHOOL
- MIDDLE SCHOOL
- SERVICE AREA BOUNDARY








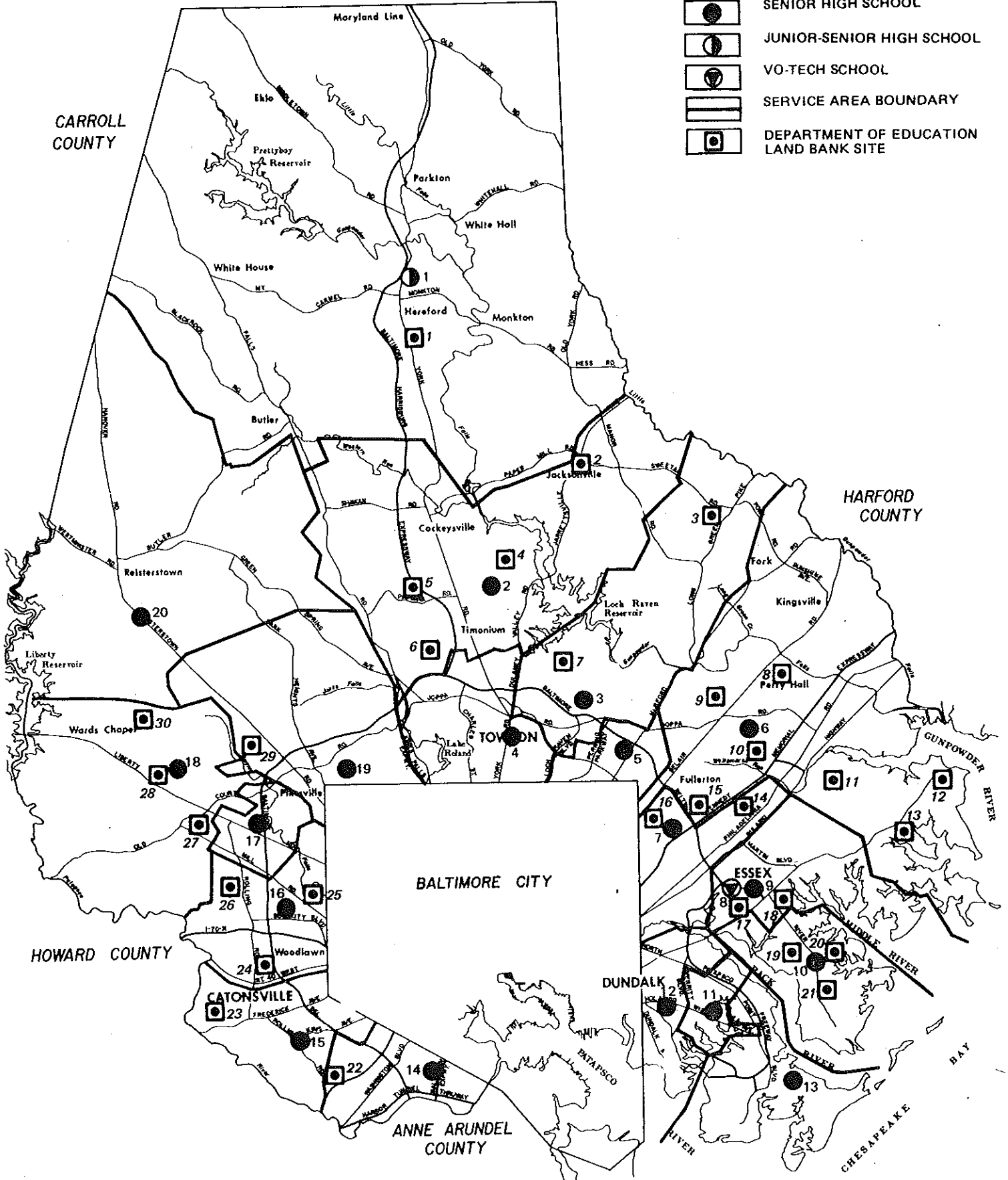
JUNIOR HIGH SCHOOLS

JUNIOR HIGH SCHOOLS

1. Hereford Junior-Senior
2. Cockeysville
3. Ridgely
4. Towsontown
5. Dumbarton
6. Loch Raven
7. Pine Grove
8. Parkville
9. Perry Hall
10. Middle River
11. Golden Ring
12. Stemmers Run
13. Deep Creek
14. Holabird
15. General John Stricker
16. North Point
17. Dundalk
18. Lansdowne Middle
19. Arbutus
20. Catonsville
21. Johnnycake
22. Woodlawn
23. Sudbrook Middle
24. Old Court
25. Pikesville
26. Deer Park
27. Franklin

PENNSYLVANIA

-  SENIOR HIGH SCHOOL
-  JUNIOR-SENIOR HIGH SCHOOL
-  VO-TECH SCHOOL
-  SERVICE AREA BOUNDARY
-  DEPARTMENT OF EDUCATION LAND BANK SITE



SENIOR HIGH SCHOOLS

SENIOR HIGH SCHOOLS

1. Hereford Junior-Senior
2. Dulaney
3. Loch Raven
4. Towson
5. Parkville
6. Perry Hall
7. Overlea
8. Eastern Vocational-Technical
9. Kenwood
10. Chesapeake
11. Patapsco
12. Dundalk
13. Sparrows Point
14. Lansdowne
15. Catonsville
16. Woodlawn
17. Milford Mill
18. Randallstown
19. Pikesville
20. Franklin

CHAPTER III

LIBRARIES

INTRODUCTION

The Baltimore County Public Library was created in 1948 by consolidating the 12 existing independent community libraries in the County into a single system. Although this unity allowed the introduction of centralized cataloging, a book mobile service, inter-system binding and increased access to the other library services, a 1956 study indicated areas where significant improvement could occur. Based on the results of this study, Library Services for Baltimore County, A Report to the County Librarian and Board of Trustees,¹ County appropriations to the Library Systems began to increase after 1960 allowing for rapid expansion. During the period 1960-1970, "four new county-rural area libraries and three community libraries were opened, two new branches were opened in leased buildings, substantial renovation and upgrading of facilities was carried out, and a third book mobile route was added. Book stock was increased by 209 percent".²

This same 1957 study also recommended an organizational restructuring. Smaller community libraries were designated to serve the general needs of the population. To augment the capabilities of these community libraries, six area libraries were designated or proposed to provide access to more extensive information collections.

Other library services added to the BCPL during the 60's and early 70's were: 1) the use of an automatic photo-charging system at all branches, now being replaced with an on-line charging system; 2) the first use of a computer-produced book catalog by any public library, now being replaced by a microfilm catalog system; and 3) various inter-branch and inter-library system borrowing systems.

EXISTING AND SOON TO BE COMPLETED FACILITIES

The current BCPL system consists of 18 libraries, with two new libraries to be opened by the end of this year, two book mobiles and a special mobile library called a Merry Mobile, primarily designed to serve the needs of the elderly in nursing homes and state institutions.

Functionally, the fixed facilities are organized vertically with six area libraries offering the most comprehensive services (and the largest collections), followed by community libraries, satellite libraries and the soon to be opened mini-libraries. The clearest explanation of the distinction

¹ Library Services for Baltimore County, A Report to the County Librarian and Board of Trustees; Lowell A. Martin, James E. Bryon, Mary Voaver, Towson, Md., December 1957.

² To Satisfy Demand: A Study Plan for Public Library Services in Baltimore County, Public Research Institute, Arlington, Va., June 1977.

between these types of libraries was offered by Charles Robinson, Director of BCPL. Mr. Robinson stated that satellite libraries are analogous to Seven-Eleven Stores; community libraries are analogous to supermarkets; and area libraries are analogous to shopping malls, all in terms of the increased services the facilities are able to supply and in the size and varieties of their collections.

The area libraries are Catonsville, Essex, North Point, Randallstown, Rosedale and Towson which also serves as the BCPL administrative center. "Community" libraries are located at Arbutus, Cockeysville, Lansdowne, Loch Raven, Parkville, Perry Hall, Pikesville, Reisterstown and Woodlawn. The Dundalk and Turner Station satellite libraries are administered by the North Point area library and the Middle River satellite library is administered by the Essex Area library.

Two new mini-libraries located in Edgemere and Jacksonville will be opened by the end of 1977. Mini-libraries have been described as "book shops" and differ from the other types of libraries in that they are largely operated by volunteers rather than paid staff and will offer the same book selection as a book store.

The two book mobiles and the Merry Mobile operate out of area libraries. The primary purpose of the book mobiles is to serve County residents living in the more rural portions of the County not served with a branch library within a reasonable driving distance.

Under the supervision of the Director and the Board of Library Trustees, BCPL is organized into four major divisions. Operations Support is in charge of physical facilities, purchasing, maintenance and delivery functions.

The Library Resources Section's major responsibilities are technical services, special projects and bookkeeping. Personnel, staff training and the organization of volunteers are the responsibility of the Staff Resources Section. Users Services has the co-responsibility of public services support and monitoring the activities of the branches.

In perspective, Mr. Robinson, Director of BCPL, stated that the primary positions in the library system were the Branches and that the key people in the system are the area librarians. Robinson stated the BCPL has attempted to control the growth of administration which is viewed as support services to the branches.

The administrative headquarters for BCPL is the Towson Library.

BALTIMORE COUNTY PUBLIC LIBRARY PLANNING PROCESS

The Baltimore County Public Libraries, like most other County Service agencies, produces its own Comprehensive Plan. The most recent Planning study completed for BCPL entitled, To Satisfy Demand: A Study Plan for Public Library Service in Baltimore County was performed by the Public Research Institute, a division of the Center for Naval Analysis in Washington. Through an internal evaluation of the County Library System, demographic analysis and questionnaires and surveys, the study documented the growth of the County Library system, evaluated the needs and size and demands of the existing and potential library uses, and

finally developed goals and objectives for BCPL. The study also developed priorities for implementing the objectives of BCPL given different budget conditions.

Many interesting findings were made in this study. For example, although the "demographic characteristics of the population of Baltimore County ... are not such as to predict heavier library use" the study found that ... "BCPL in 1974-75 had the highest per capita circulation of materials in any Maryland library system." The study also found that "service provided by BCPL (was) almost universally satisfactory to users," "the system provides convenient access to library facilities and materials for a large proportion (84% of questionnaire respondents) of the County residents" and that "overall funding support has generally kept pace with increased user demands for library service" (according to the study BCPL ranked third in per capita expenditures and first in the percentage of budget spent on material expenditures).

Past physical improvement planning for BCPL has been performed by the County Department of Planning. As a general rule, the library system has discovered that sites that will make good retail locations (e.g., good accessibility, good traffic patterns, high visibility) make the best library locations. Therefore, wherever possible, a concerted effort is made to locate new branches in shopping centers; however, this decision is modified by the availability to County-owned land and the desires of the immediate community.

Another general policy followed by BCPL is to delay the construction of a new branch until significant build up has occurred in the surrounding community. This guideline to build all libraries five to ten years after the need is perceived is to control the possibility of underutilized libraries. The rationale behind this guideline is that BCPL policy is not to provide neighborhood libraries (i.e., within a walking service area). Studies performed by the library indicate the high reliance on automobiles of County residents. Therefore, BCPL also designs facilities to be accessible by auto primarily.

As a direct product of this delayed-build policy, major new facilities are not a high priority at present. However, library officials indicate that with the continued growth in the County, some new facilities ultimately will be necessary. The only new facilities being built by BCPL currently are mini-libraries. Primarily, the mini-libraries are designed to serve small or traffic-isolated areas of the County.

Currently, BCPL evaluates branch performance on an ongoing basis primarily through cross evaluation of operating costs, staff, etc. by circulation. With its major emphasis on services to County residents, BCPL has been able to restructure the uses of its existing facilities to accommodate shifts in the County population numbers and demographic characteristics. Examples of this restructuring are the recent designation of the Cockeysville Branch as an area library.

PERCEIVED PROBLEMS

Another product of the planning study was to identify under-served segments of the population. Three target groups were identified:

- "1) Residents age 55 and over
- 2) Adults with less than 12 years of school completed, and
- 3) Residents who lack convenient access to library services"¹

Another problem identified in the study deals with the direction BCPL will take in the future. As population grows in the county, BCPL officials are concerned that increasing portions of their budget will be spent on new facilities. As a projected consequence, library officials fear that the costs of increased operations will not be adequately funded resulting in a decline in the quality of library services.

The final perceived problem identified by BCPL concerns the necessary function of restructuring libraries to accommodate shifts in population. Library officials concede that it is possible that eventually it might prove efficient to close an existing library facility. However, library officials have stated that this move probably would be impossible due to adverse public reaction. Although restructuring of the use of a facility to a certain extent provides an answer to the use of underutilized facilities, BCPL officials stated this ultimate solution is a problem.

GOALS AND OBJECTIVES

As part of the planning process completed in 1977, the philosophy, goals and objectives, and priorities and reductions of BCPL were identified. Separate goals, objectives, priorities and reductions were developed in the areas of Service, Resource Management and Administration.

SERVICE GOALS AND OBJECTIVES

The basic service philosophy of BCPL was defined as: "To make readily available to the greatest possible number of County residents the most wanted library materials of all kinds, and to serve as a point of access for any needed information."

As a direct result of this philosophy, the following Service Goals and Objectives were identified.

Goal I: To increase the proportion of the population served by the Baltimore County Public Library.

Objective A: To increase the number of registered borrowers in the BCPL system to 50 percent of the total population by 1982.

¹ To Satisfy Demand: A Study Plan for Public Library Service in Baltimore County, Vernon E. Palmoni and Marcia C. Bellassai, Public Research Institute, a Division of the Center for Naval Analyses, Arlington, Va., June 1977.

- Objective B: To increase the number of persons utilizing information services.
- Objective C: To encourage use of telephone information services by individuals who do not use other library services.
- Objective D: To reach a larger number of persons through library programs.
- Objective E: To provide access to library services to all institutionalized persons in the County who can utilize them.

Goal II: To increase the volume of information services provided.

- Objective A: To double the total number of questionnaires answered by 1982.
- Objective B: To increase telephone reference services by 2.5 times by 1982.
- Objective C: To increase the number of group information transactions provided through library programs.

Goal III: To increase the use of library collections.

- Objective A: To increase per capita circulation to 12.3 items with a total annual circulation of 9,000,000 items by 1982.
- Objective B: To increase the use of materials in the library.

RESOURCE MANAGEMENT GOALS AND OBJECTIVES

Goal I: To make collections relevant to the needs and demands of the local communities.

- Objective A: To reach a minimum annual turnover rate of seven uses per item by 1982.
- Objective B: To reduce the volume of little-used materials in collections to not more than 5 percent of total collections by 1982.
- Objective C: To have 95 percent of titles purchased by no less than two branches by 1982.
- Objective D: To increase the ability of local collections to answer information requests.

Goal II: To improve the delivery of materials to users.

- Objective A: Adult materials: to fill 50 percent of title requests on demand from local collections; to fill an additional 25 percent of requests within one week (from local collections and other branch resources); to bring the fill rate for title requests to 95 percent within one month (from local collections, other branch resources and interlibrary loans).

Objective B: Juvenile materials: to fill 70 percent of title requests on demand from local collection; to fill an additional 20 percent of requests within one week (from local collection and other branch resources); to bring the fill rate for title requests to 95 percent within one month (from local collections, other branch resource, and interlibrary loan).

Goal III: To determine best collection levels and utilization of non-print materials, particularly in serving needs of target groups.

Objective A: To permit increased flexibility among branches in determination of proportions of materials budgets allocated to print and non-print materials, to reflect local demand and use.

STAFF

Good library service is above all dependent upon a competent staff, well-informed concerning the system philosophy and goals, and committed to them. BCPL is fortunate in both the competence and commitment of its staff; professional staff in particular has made valuable and substantial contributions in the development of these goals and objectives. All levels of staff provided basic input in evaluating the library system and suggesting improvements. (See Appendix D, Survey of BCPL Staff).

The rapid growth of the system in the past 20 years, however, has stretched the informal communications channels beyond their effectiveness, and development of improved system documentation, as well as establishment of structured formal and informal channels of communication are necessary. Communications channels developed must be clearly two-way; while keeping staff informed of new policies and programs is clearly essential, return channels permitting regular staff input to and communication with administrative levels are of equal importance.

Projected increases in staff productivity are based on the introduction of automated systems in labor intensive activities, and on the development of more effective systems of methods for accomplishing tasks. Increased centralization of duplicative planning and operations which require only minimal local input should also be undertaken.

A coordinated, scheduled program of staff training should be developed, stressing development of attitudes and skills necessary to meet system goals and objectives. Of particular importance are improved training in administration, workshops in user relationships, and development of the data collection and analysis techniques necessary to identify population changes and needs and to interpret library response to them. Staff requirements for continuing education should be clearly elucidated, particularly as they meet qualifications for advancement.

Staff management goals and objectives include:

Goal IV: To improve staff/supervisory/administration communications.

Objective A: To evaluate, improve and add as necessary, channels for staff communications, input and feedback.

Objective B: To provide for periodic staff evaluation of the system and its service to the public.

Objective C: To improve participation of all staff in the decision making process.

Goal V: To improve staff productivity.

Objective A: To reach the following staff productivity levels of 1982:

Circulation (circulation/total full-time equivalent staff)
20,000 per staff member. (An increase of about 50 percent).

Objective B: To analyze job activities so as to make proper use of staff at their full potential for cost effectiveness.

Goal VI: To improve staff training.

Objective A: To develop scheduled continuing education programs, with minimum requirements to qualify for advancement.

Objective B: To develop periodic mandatory training programs in user's services and relationships.

Objective C: To develop formal training programs in supervisory skills for clerical staff members.

Objective D: To update the performance evaluation program and offer system-wide training opportunities for all staff in supervisory positions (on an annual basis).

Objective E: To provide effective training in, and awareness of, current and new programs or developments affecting the system.

Objective F: To provide special training for professional staff, particularly branch librarians, in the analysis of community environments and their identifiable population segments; and in observation and sampling techniques for determining user response to new library products or approaches.

Objective G: To develop for staff use, lists of procedures necessary for completion of assigned tasks.

Objective H: To develop a list of supervisory responsibilities for the orientation of new staff members.

FACILITIES

Public libraries are not archives for materials, they are service points for people. Without satisfied users, a public library performs no meaningful function. Well designed, arranged, and staff facilities are important to providing this satisfaction.

In evaluating existing library facilities or in developing new ones, the need for adequate, convenient, well-arranged and comfortable work space for both users and staff must be given adequate consideration. The size of a library facility should be sufficient to provide the levels of service required by the community it serves; it is not cost effective to provide a facility which is substantially larger than local requirements dictate, nor can users be adequately served where space provided for people or materials is inadequate.

The location of a library should afford maximum convenience of access to users and potential users in the community to be served. It is not necessary that each facility provide the full range of library services, but it is important that every facility provide access to the full resources of the system.

There are at present no written criteria or standards with regard to the size or service requirements of facilities in the Baltimore County Public Library System, nor for their expansion, reduction, merger, or elimination. Development of more comprehensive written guidelines for facilities should provide more adequate input into the decisions regarding them so as to maximize effective use and provide greater cost effectiveness in their operations.

The arrangement and labeling of library materials should provide maximum user access to them. Few readers have memorized the Dewey Decimal System, and many are daunted by large stack areas. Prominent location of small browsing collections and non-print collections; scattered stack areas with interspersed user work and reading areas, and clear language labeling (in addition to numbering) of collections would do much to improve user utility. Visual directories should inform the user of the types of materials and services available, and prominently displayed announcements should alert him/her to library programs and special projects or services. User input concerning convenience and utility of facilities should be solicited periodically. Furnishings, as well as entrances, should consider the age and physical condition of branch users and potential users.

Goal VII: To provide facilities adequate for the needs and uses of communities served.

Objective A: To determine the type and size of facilities required in given areas of the County, in order to provide convenient access to services for all County residents.

Objective B: To establish criteria for the expansion or addition of facilities, or for the diminution, merger, or elimination of them.

Objective C: To reach maximum utilization of all library facilities.

Goal VIII: To insure that all facilities provide maximum utility to users.

Objective A: To provide prominently located and easily visible external signs identifying library facilities.

Objective B: To develop guidelines for interior arrangement of branches which will provide maximum user awareness of and access to collections and services.

Objective C: To improve labeling of all elements of collections, as well as providing visual directories for collections and services.

Objective D: To provide comfortable and convenient areas and pertinent equipment for use of materials within the library.

Objective E: To promulgate standards for space needs for various levels of facility use, including user table space and seating.

Goal IX: To develop operational standards for facilities.

Objective A: To establish standards for required work space per staff member.

Objective B: To develop formulas for establishing the number of telephone lines required in branches, to insure that sufficient lines are provided to meet service needs.

Objective C: To institute needed automated materials security systems by 1982.

Objective D: To inaugurate schedules for regular maintenance of facilities, grounds, equipment, and system mechanics.

Administrative and Directional Goals

Community service is the "bottom line" of all library activity, and both resource management and administrative goals are directed to promoting the ability of the system to achieve service goals.

Resource management goals are primarily concerned with library operations, both at the branch and system levels. Administrative goals encompass developments in system organization, and coordination with pertinent governmental and private organizations and individuals within the library's public and information environments. Through allocation of resources, the administration also substantially controls the direction in which the system moves and ultimate implementation of the proposed plan for services.

For the most part, specific objectives of the administrative and directional goals are qualitative rather than quantitative and serve primarily to verbalize the commitment of library administrators to a course of action designed to implement service goals and meet perceived county-wide responsibilities.

Goal I: To secure staff understanding and support of long-range plan.

Objective A: To maximize participation of staff leadership groups in achieving goals.

Objective B: To encourage communication between staff and leadership

Goal II: To update the long-range plan annually and to provide for continuous evaluation of it.

Objective A: To improve the collection and use of management information.

Objective B: To periodically obtain information from staff and public to effect viable updating and evaluation.

Objective C: To monitor changes in the County and in specific community areas, and to develop new target groups as necessary.

Goal III: To assure a pattern of organization which will support service goals.

Objective A: To evaluate the reorganization of Public Service Support.

Objective B: To evaluate current organization of service outlets.

Objective C: To monitor effectiveness of central service functions.

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

Long-range planning standards used for libraries in this study were as follows:

LIBRARY PLANNING STANDARDS

<u>Type</u>	<u>Population Served</u>	<u>Location</u>
Area	80-120,000 people	Major Town Center
Branch	20-60,000 people	Smaller Town Center
Mini	As needed to respond to demand and test need for larger facilities	

Using these standards, it was determined that three new mini libraries and two area libraries should serve the additional library demand in the County under the Growth Management Plan by 1995.

Other growth-related recommendations include the following:

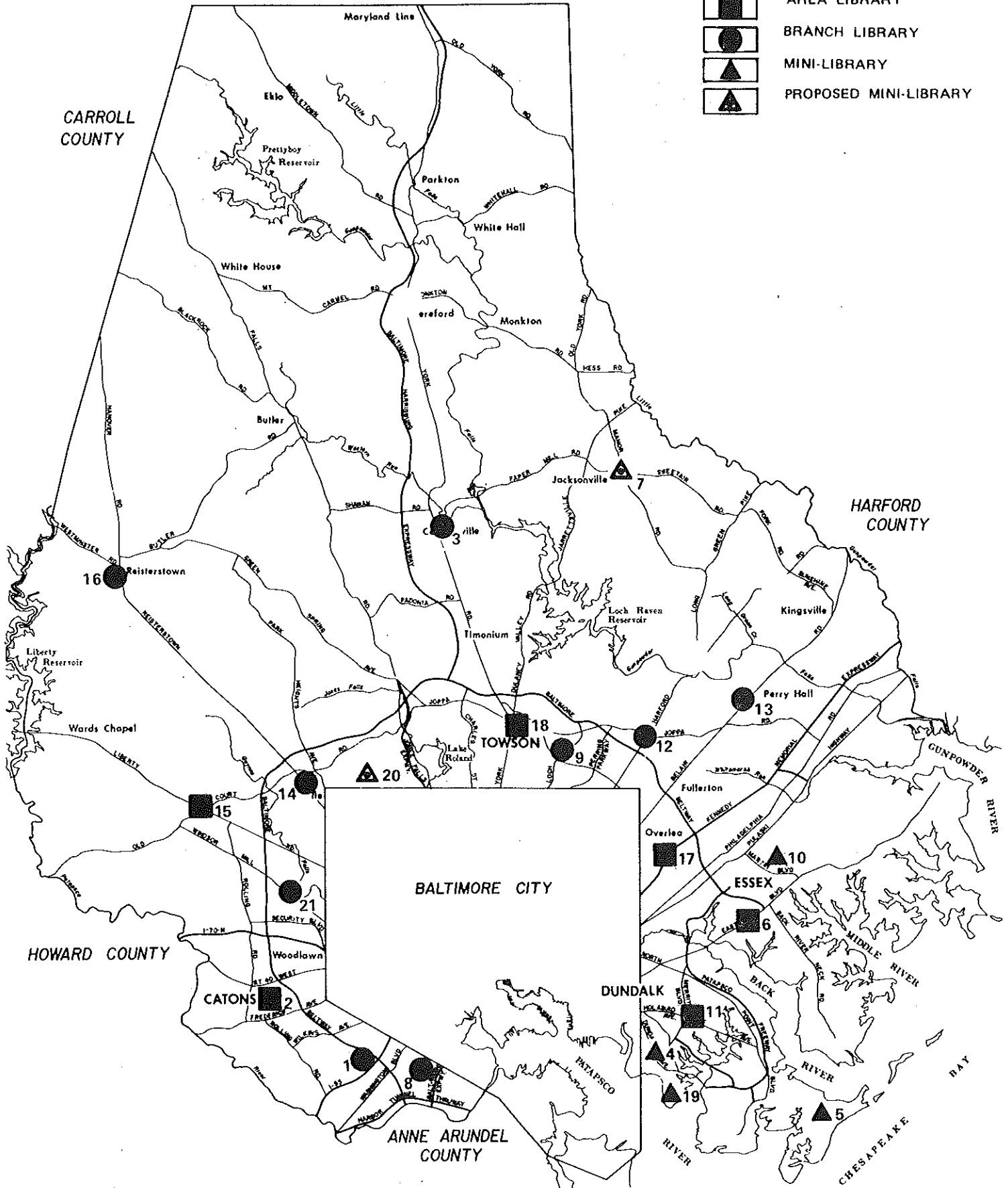
1. Maintain present hierarchy of types of libraries, composed of:
 - mini-libraries
 - branch libraries
 - area libraries
2. Locate new mini-libraries near local activities and neighborhood functions.
3. Locate branch libraries in or close to community shopping centers.
4. Locate area libraries in major shopping complexes tentatively identified as "town" centers.¹

¹ Baltimore County Op. Cit. p. 42.

5. Participate in regional planning for library services under the regional statement of agreement with the Maryland State Department of Education, Division of Library Services, to provide for coordination of planning, research and development activities among libraries in the region.
6. Participation in the efforts of the regional Technical Committee for Library Services to study:
 - the fiscal structures of library systems
 - the introduction of automated systems into various library programs
 - the development of close ties between libraries and other cultural institutions
 - means of improving long-range library planning among jurisdictions in the region
7. Participate in the efforts of the regional Technical Committee for Library Services to develop a regional museum-library partnership, designed to enhance the collections and exhibits of both libraries and museums and to create a public awareness of the complementary offerings of the region's libraries and museums.
8. Participate with the regional Technical Committee for Library Services in considering the recommendations of the Johns Hopkins University Center for Metropolitan Planning and Research for improved coordination of management of regional cultural resources.¹
9. With the primary goal of increasing the proportion of the population served by the Baltimore County Public Library, options for service to future development areas include the alternatives of service by means of bookmobiles, mini-library, or, in the case of major new settlements, branch libraries.²
10. Investigate alternative recipients for books no longer needed for the County Library collections.

¹ RPC General Development Plan, Human Resources Op. Cit. pp. 7-7, 7-8.

² Palmoni, Vernon E. and Bellassai, Marcia C., To Satisfy Demand: A Study Plan for Library Service in Baltimore County, Arlington, Va. Public Research Institute, A Division of the Center for Naval Analyses, June 1977, p. 9.



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CHAPTER IV

POLICE DEPARTMENT

INTRODUCTION

Police service in Baltimore County began in 1634, when a sheriff was appointed by the Provincial Governor and a constable was appointed by the County Commissioners. However, the direct ancestors of today's Police Department date from 1874 when the Baltimore County Police Department was created, with a legislatively limited staff of 30 men. The first major change to the police occurred in 1882 when a work shift system was employed, officers were required to wear uniforms and the Police Chiefs were given greater administrative control.

Between 1882 and 1939 various improvements were made to the Police Department. Call boxes were first installed in 1885. The first police detectives were assigned to duty in 1892. Various new stations were built. Telephones and automobiles were added to the department.

In 1939, there was a major reorganization within the department. The County was divided into two divisions, each commanded by a lieutenant and within each division, districts were established under the supervision of sergeants. Other changes were the institution of physical and mental tests for applicants and the policy of keeping headquarters open 24 hours a day. Through the 40's and mid 50's, various improvements were made. A Bureau of Identification was created, a two-way radio system became operational, a training division, a public relations division and a narcotics squad were formed.

In 1956, the County Commissioner system was replaced by the County Executive system. Perhaps, as a response to this government change, the Police Bureau was divided into four divisions; patrol, investigation, traffic and administration. Again various changes were made to the bureau including the creation of a planning and inspection unit in 1963, the realignment of districts under the control of a captain in 1965, the creation of a Police Advisory Board and the division of the bureau into two divisions; Administration and Operations, in 1966.

In 1968, the administrative structure within the County was changed and the Bureau of Police, under the Department of Public Safety, was made a department by itself.¹

EXISTING FACILITIES AND ADMINISTRATIVE STRUCTURE

Geographically, the Police Department has divided the County into 10 major areas or districts. Each of the districts (which are Wilkens, Woodlawn, Garrison, Cockeysville, Towson, Parkville, Fullerton, Essex, Dundalk and Edgemere) has its own police station. Administratively, these 10 districts are organized into

¹ Source: Annual Report: Baltimore County Police Department, 1973, 100 years of Community Service, 1973.

patrol divisions under the command of a captain, and into patrol areas under the control of a major.

There are three patrol areas. The eastern patrol area is commanded by a major from the Essex Station. Within this patrol area there are two patrol districts; the southeastern patrol district which includes the Edgemere District and the Dundalk District, and the eastern patrol district which is the Essex District. The central patrol area is divided into three patrol divisions. The police major in charge of the area and the captain in charge of the Cockeysville Division are located in the Cockeysville District Station. The northeastern patrol division includes the Fullerton District and the Parkville District. The central patrol division is the Towson District. The western patrol area also includes three patrol divisions. Western patrol headquarters and the northwestern patrol division headquarters are located in the Garrison Station. Northwestern patrol division is the Garrison District. Western patrol division is stationed at the Woodlawn Station and includes the Woodlawn District. Southwestern patrol division covers the Wilkens District and is headquartered at the Wilkens Station.

Each of the patrol areas and the detective bureau, located in the Towson Police Headquarters Building, are under the command of the Line Operations Officer, a colonel. In addition to line operations, the Police Department also has two other functional areas: Support Services and Staff Services, each under the command of a colonel.

Support services is subdivided into three major groups: traffic, youth/crime prevention and special operations. All of the support services except for some of the juvenile offices stationed at Essex, and the K-9 section stationed at Wilkens, are located in the Towson Police Headquarters Building.

Staff services is subdivided into four major groups: personnel and training, services (communications and the crime lab), research and development and O.I.C. legal. All of the staff services are located in the Towson Police Headquarters Building.

Supervision of the support services, the line operations and the staff services is the direct responsibility of the deputy chief of police. The deputy chief is also responsible for supervision of Civil Defense and the County jail. The chief of police, in addition to his overall police responsibilities, is also directly in control of the Inspectional Services Division and the Intelligence Division.

The Administrative Center for the Baltimore County Police Department is the Police Headquarters Building in Towson.

PLANNING

Prior to 1970, planning performed by the Police Department was based on intuitive processes or relied on studies performed by the Planning Department. Beginning with a Federal Grant in 1971, the police have built a sophisticated statistical analysis system which results in all planning decisions.

Today, all crimes are geographically reported on a sub-census tract grid of approximately 100 persons population. All pertinent information such as the type of call, response time, time and day of call, follow-up time, etc. is stored on police computers. The key to the Police Department's planning process is to achieve an equal work pattern and response time for all areas of the County. Through the analysis of statistics, Baltimore County police have been able to determine that on an average, each police service call requires 45 minutes of the officer's time, regardless of the type of service call. In cooperation with the International Association of Police, the department has analyzed that only 1/3 of each patrolman's time is available for service calls. (The remaining time is equally consumed by administrative time and time spent on preventative programs.) Another factor discovered by the police is that although the types of service calls will vary due to the socio-economics of a specific area, the total number of service calls is largely dependent on the population, both resident and transient, of any area.

Therefore, based on the historic trend of service calls and the existing populations of an area, the department is able to "predict" the service demand hours for any area of the County. This knowledge results in daily re-assignments of patrols and "as needed" shifting of personnel and district boundaries to insure equal work loads. The data also allows the department to evaluate the locations of its fixed facilities and to estimate its future operational needs. The map of proposed changes included in this report is a product of this statistical analysis procedure.

To determine future needs, the Police Department has received a demonstration grant from L.E.A.A. for the MUNIES Computer Program. When the department is supplied with future growth projections and information on the locations of this growth, the existing police statistics together with this new growth pattern will yield estimates of the future operational and capital improvements required by the department. The program will also assist the department to "site" needed new facilities.

In addition to the new jail already under construction, the capital improvements budget for the next five years proposes only traffic improvements.

PERCEIVED PROBLEMS

The major problem expressed by the Police Department is the inability to obtain generally agreed upon population projections.

GOALS

The goals of the Police Department are:

- 1) The prevention of crime,
- 2) The apprehension of offenders, and
- 3) The protection of the public.

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

The map accompanying this chapter illustrates the location of existing police stations. The modification of trend growth recommended in the Growth Management land use pattern suggests that by 1995, additional 4 police stations required to serve the additional growth as well as existing development will include stations in the following general locations:

Essex
Catonsville
Reisterstown-Owings Mills
Parkville-Perry Hall

These proposed station locations imply redrawing district boundaries. This redrawing of boundaries as well as specific site designation for stations requires detailed block-level analysis not appropriate for the long-term planning of the Growth Management Plan.

Other growth-related recommendations concerning the County Police Department include the following:

1. Increase police manpower.
2. Furnish police with the most modern equipment available.
3. Expand new and innovative programs to bring citizens, junior citizens, and police together.
4. Construct new and modern facilities to replace out-moded buildings and to provide a more efficient operational basis. The Department of Planning and Zoning tentatively identified those areas as North Point, Perry Hall and Towson.
5. Add a police training facility within the police department.
6. Expand the Baltimore County jail facilities to insure safe and proper prisoner care.¹
7. Cooperate with the Regional Planning Council's efforts to make a more coordinated effective criminal justice system, specifically in assisting in the process of:
 - . identification of problem areas and needs,
 - . determination of existing resources,
 - . and recommendation of special programs to assist local criminal justice systems to provide improved services,

¹ Baltimore County Op. Cit. pp. 42-43.

in the five target areas of:

- . crime prevention,
- . crime detection and investigation,
- . apprehension,
- . adjudication, and
- . adult and juvenile rehabilitation.¹

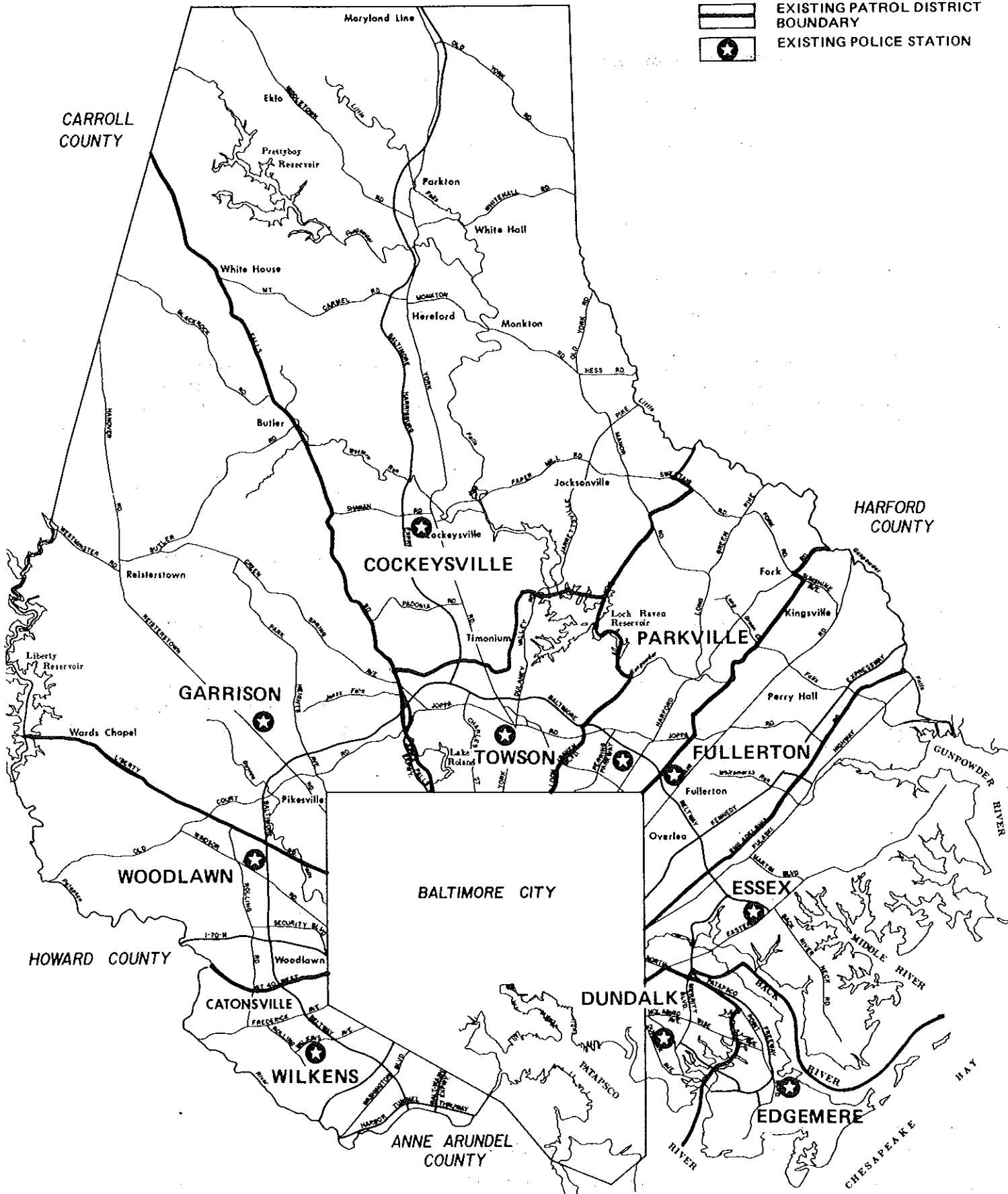
8. Evaluate alternative sites for new stations.
9. Continue activities of the Youth Bureau for Prevention of juvenile delinquency and increase liaison with the State Department of Juvenile Services and other public and private agencies concerned with youths and their families.
10. Continue to identify and eliminate non-police functions, such as performance of school guard functions, and receipt of annual complaints.
11. Expand crime analysis capabilities by increasing manpower assigned to this task.
12. Consider combining selected older police district stations to achieve greater cost-effectiveness in services.²
13. Coordinate the Department's Police Car Allocation Model and Hypercube Quering Model with land use information systems of other County agencies to improve the land use and community service data available to all departments to assist them in making decisions.

¹ RPC, General Development Plan Human Resources, p. 7-5.

² Baltimore County Police Department, Research and Development Department, Accomplishments Realized and Planned for the Year 1977, July 22, 1977.

PENNSYLVANIA

- EXISTING PATROL DISTRICT BOUNDARY
- EXISTING POLICE STATION



CHAPTER V

FIRE DEPARTMENT

INTRODUCTION

Established as an arm of the County Government by an Act of State legislature, the Fire Department began operations in 1882. Prior to 1882, fire protection in the County was solely the responsibility of volunteers. Since 1882, fire protection is provided by the cooperation of paid and volunteer firefighters.

EXISTING FACILITIES AND ADMINISTRATION

Of the existing 50 fire companies in Baltimore County, 19 are County-paid and 31 are volunteer companies. All fire trained companies are coordinated and directed through the department headquarters in Towson.

Functionally, the Fire Department is organized into six battalions, each of which incorporates paid and volunteer companies. The first battalion includes Stations 17, 1 and 14 which are manned by paid companies, and the Butler, Cockeysville, Hereford, Lutherville, Maryland Line and Hereford rescue companies, all of which are volunteers. (See the organizational chart for the constituents of the other battalions.) In addition to the fire supervision and ambulance companies, under the chief deputy of emergency operations, fire and medical, the fire academy, communications, fire prevention, and maintenance operations are administered by the paid staff of the department.

All fire calls in the County are handled through the communications center in the Fire Department Headquarters in Towson. The key information obtained is the nearest intersection. Each intersection in the County has a coded file card. This file card identifies the geographic area by Battalion and references the specific page of the map of the area which is to be found in the Master Map file book kept on all fire vehicles. In addition the coded file card tells the dispatcher which fire units are to respond to the fire. When the first paid fire officer reaches the scene, he is in charge of all firefighting or emergency efforts. The coded file card also tells the dispatcher which backup units are to respond should the primary units be committed or should additional assistance be required.

Because of the significant cooperative assistance provided by volunteer companies, fire officials in the County estimate that over \$30 million is saved per year. (This is the estimate of costs if all volunteer services would be provided by career personnel.)

PLANNING

Until recently, facility and manpower utilization planning within the Fire Department had been based on intuition or gut analysis. Realizing the need for more comprehensive analysis, the Fire Department has embarked on a two phase planning program. The first planning program is the development of pre-fire planning, and the second phase is the development of a sufficient statistical base to evaluate the pattern of fire protection and its costs both operational and capital.

The pre-fire planning program consists of fire officials visiting various high-risk structures or structures having high uses, such as apartment complexes or shopping centers. Detail drawings are made of the exteriors and interior floor plans indicating the locations of fire escape routes, elevator shafts, electrical systems, firefighting equipment and other features pertinent should a fire occur. Additional data such as the hours of building occupancy, life-safety information, the locations of primary and secondary water supplies, lists and locations of any hazardous materials, the ladder coverage and exposures, ventilation possibilities, areas where forcible entries can be made, sprinkler information, standby pipe information, the construction characteristics of the building, and other general information, such as utility shut off locations, are recorded. Based on this data, fire officials evaluate the tactical plan to suppress any fire in the structure and list the responding fire equipment duties.

When a fire call is received by dispatch, the coded file card lists whether the structure has a prepared pre-file plan. This information is transmitted to the responding vehicles. All fire vehicles are equipped with copies of the completed pre-fire plans. As a result, on the way to the fire, fire officers can review the specific information about this structure and arrive at pre-arranged locations with their duties defined.

An additional benefit derived from the pre-fire plans is that these plans form part of the continuing training process required of all firefighters in the County.

The second planning program underway in the Fire Department is the recently undertaken task of using computers to develop fire statistics.

Although fire reports have been regularly filed for some time, only within the last few months has the department gained sufficient expertise to evaluate the data. With aid of a package computer system all reports are now being analyzed. Such data as the number of runs and types of runs by station, the day of week and times of the day, the equipment utilization, etc. are now being processed. At the time this report is being prepared, the Fire Department had just completed the first run of material from this new computer system.

Ultimately the Fire Department hopes to be able to utilize the data for a variety of planning uses. For example, should areas be identified as having a chronic fire problem the department could intensify their fire prevention education programs in this area of the County. Through cross analysis, fire officials hope to be able to spot problem household equipment. (A few years ago a name brand TV set was discovered to be defective and causing household fires.) Through knowledge of peak demand periods, fire department personnel can be more efficiently staffed. In the long run, the department hopes to be able to predict work loads so that long-range facility planning can be more accurately programmed.

At present, the Regional Planning Council is assisting the department with its planning requirements. The department also is utilizing the book Urban Guide for Fire Prevention and Control Master Planning, prepared by the National Fire Prevention and Control Administration, National Fire Safety and Research Office, U.S. Department of Commerce.

PERCEIVED PROBLEMS

On a regular basis, at the request of the County, the American Insurance Association conducts a Municipal Survey to determine fire protection and prevention areas which need improvement. On a scale of one to ten, with ten being the worst condition and one being the best, the Baltimore County Fire Department was rated as a three overall. In 1967, the department was rated a five.

The 1973 update to the original 1967 survey noted the following problems.

Under the category of water supply, the report¹ noted fire test flows in seven residential locations were poor. The survey also noted that "Hydrant spacing is wide in residential districts and excessively wide in commercial districts."²

A lack of engine companies and ladder companies was noted in 1967; however, the department has added staff and equipment. The Municipal Survey also recommended that six members be on duty at all times with each engine and ladder company, and that the chief be appointed for an indefinite term, with removal only for cause.

The fire prevention section reported a lack of sufficient personnel in the fire prevention bureau and noted that both fire prevention bureau and building and electrical permit and inspection functions needed improvement.

In discussion with Fire Department officials, the additional perceived problems were identified: 1) the Fire Department needs to increase its ability to evaluate statistics and to translate past trends into long-range capital and operational plans; 2) based on the new data becoming available, the department needs to strengthen its internal administrative procedures; and 3) there is a need for additional training facilities and a need to coordinate training with both paid and volunteer fire-fighters. The Master Plan for fire protection, prepared by Chief Reincke, also states other problems facing the department. The report states, "Our fire protection capabilities are not being used effectively in fire prevention activities, pre-fire planning, and educating the public about fire safety."³ The report also states that "Baltimore County must specifically identify the level of fire protection that will be provided with County resources."

GOALS AND OBJECTIVES

The following goals and objectives were derived for the Master Plan for fire protection.⁴

¹ Supplementary Report on Baltimore County Metropolitan District, Maryland, Insurance Services Office, Municipal Survey Service, New York, 1973.

² Ibid., p. 91.

³ Master Plan for Fire Protection, Baltimore County Fire Department, submitted by Paul H. Reincke, Chief, undated, unpaginated.

⁴ Ibid.

Fire Protection System Goals

- 1) "To prevent and/or limit fire loss and property damage caused by fire"¹ through the increased cooperation and effort of the Fire Department and other County departments.
- 2) "To provide an adequate fire protection service at reasonable cost."

Objectives

- 1) "To prevent burn injuries, loss of life and reduce property damage due to fire through public education, code enforcement, pre-fire planning and inspection services.
- 2) "Rescue persons endangered by fire and control fire occurrences by maintaining a well-trained and equipped firefighting force.
- 3) "Provide emergency medical lifesaving and rescue service.
- 4) "To identify and recommend a specific level of fire protection which will best meet the needs of Baltimore County...
- 5) "Assist in maintaining a stable County economy by reducing the impact that fires cause in the County revenue sources.
- 6) "Assist in development of structures and control processes which contribute to improved aesthetics and ecological conditions.
- 7) "To meet Fire Department objectives in the most efficient and economical manner, including the maximum cost/benefit from reduced fire insurance rates.
- 8) "To provide and create a stimulating, challenging and enjoyable atmosphere which encourages personal growth and personal satisfaction for all Fire Department personnel."²

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

The map accompanying this Chapter illustrates the location of present fire fighting facilities and existing fire flow problems.

Development under the Growth Management Plan is estimated to require twenty-eight additional fire stations by 1995.

In addition, some of the volunteer fire departments that are located in areas planned for urban development may require conversion to professional companies.

¹ Ibid.

² Ibid.

Other growth-related recommendations concerning the fire department include the following:

1. Continue policy of locating fire stations close to present town and community centers and existing middle schools.¹
2. Participate actively in efforts of the Fire Chiefs' Advisory Council to develop a mechanism through which regional fire services can function together for common objectives.
3. Participate actively in the master fire protection planning program for the region established under the National Fire Protection and Control Act of 1974, encompassing the following activities:
 - . Defining the current and future fire protection environment by establishing and maintaining a comprehensive data base;
 - . Defining accepted life and property risk levels by setting goals and objectives;
 - . Defining the fire protection system which will provide the level of service commensurate with the level of accepted risk;
 - . Identifying and justifying the resources necessary to develop and operate the fire protection system; and
 - . Providing a detailed program of action to implement and maintain the system.²
4. Establish or strengthen the following Fire Department programs with emphasis upon neighborhood improvement, community involvement, and coordination with other Community Service agencies:
 - a. Fire Prevention
 - 1) Fire Code Enforcement
(Fire Prevention Bureau Inspections)
(Fire Suppression Division Inspections)
 - 2) Fire Code Permits
 - 3) Hazardous Chemicals and Processes Control
 - 4) Building Construction Fire Protection Plan Review
 - 5) Fire Flows and Fire Hydrant Spacing and Location
 - 6) Fire Lanes for Emergency Access

¹ Baltimore County Op. Cit. p. 43.

² Baltimore Regional Planning Council, Op. Cit. p. 7-5.

- 7) Fire Code Review and Revision
 - 8) Participation in Neighborhood Rehabilitation
 - 9) Fire Investigation
 - 10) Central Record and Statistics Maintenance
- b. Public Education; Fire Prevention and Life Safety
- 1) Fire Prevention Consultation and Education as part of Inspection, Plan Review and Fire Investigation Programs
 - 2) Home Fire Safety Program
 - 3) School Fire Safety and Life Safety Training
 - 4) Fire Prevention Week Activities and Seasonal Promotions
 - 5) Speakers Bureau for Fire and Life Safety Presentations
 - 6) Health Care Facilities Fire Safety Program Disaster Planning
 - 7) Industrial, Mercantile and Office Occupancies Fire and Life Safety Programs
 - 8) Scouting Merit Badge Programs
 - 9) Fire Department Personnel Community Involvement
- c. Fire Fighting and Life Saving
- 1) Rescue and Fire Control
 - 2) Rescue, Resuscitation and First Aid
 - 3) Pre-Fire Planning and Critique of Emergency Operation
 - 4) Develop and maintain skills in the use of fire fighting and rescue equipment
 - 5) Maintain emergency equipment at high level of readiness
 - 6) Provide and maintain a communications system to receive, dispatch and coordinate service for Fire Department operations.
 - 7) Develop Mutual Aid Plans to utilize and provide assistance in emergencies together with neighboring jurisdictions
- d. Miscellaneous Services
- 1) Provide a Non-Emergency Ambulance Service

- 2) Train County employees in first-aid and resuscitation techniques
- 3) Recover drowning victims and vehicles from the water
4. Other services for residents and for other County departments
 - a. Maintenance of Fire Department Physical Plant and Grounds
 - 1) Routine cleaning and minor maintenance
 - 2) Emergency generators
 - 3) Office of Civil Defense shelters and supplies.¹





¹ Baltimore County Fire Department, Op. Cit., pp. 18-21.

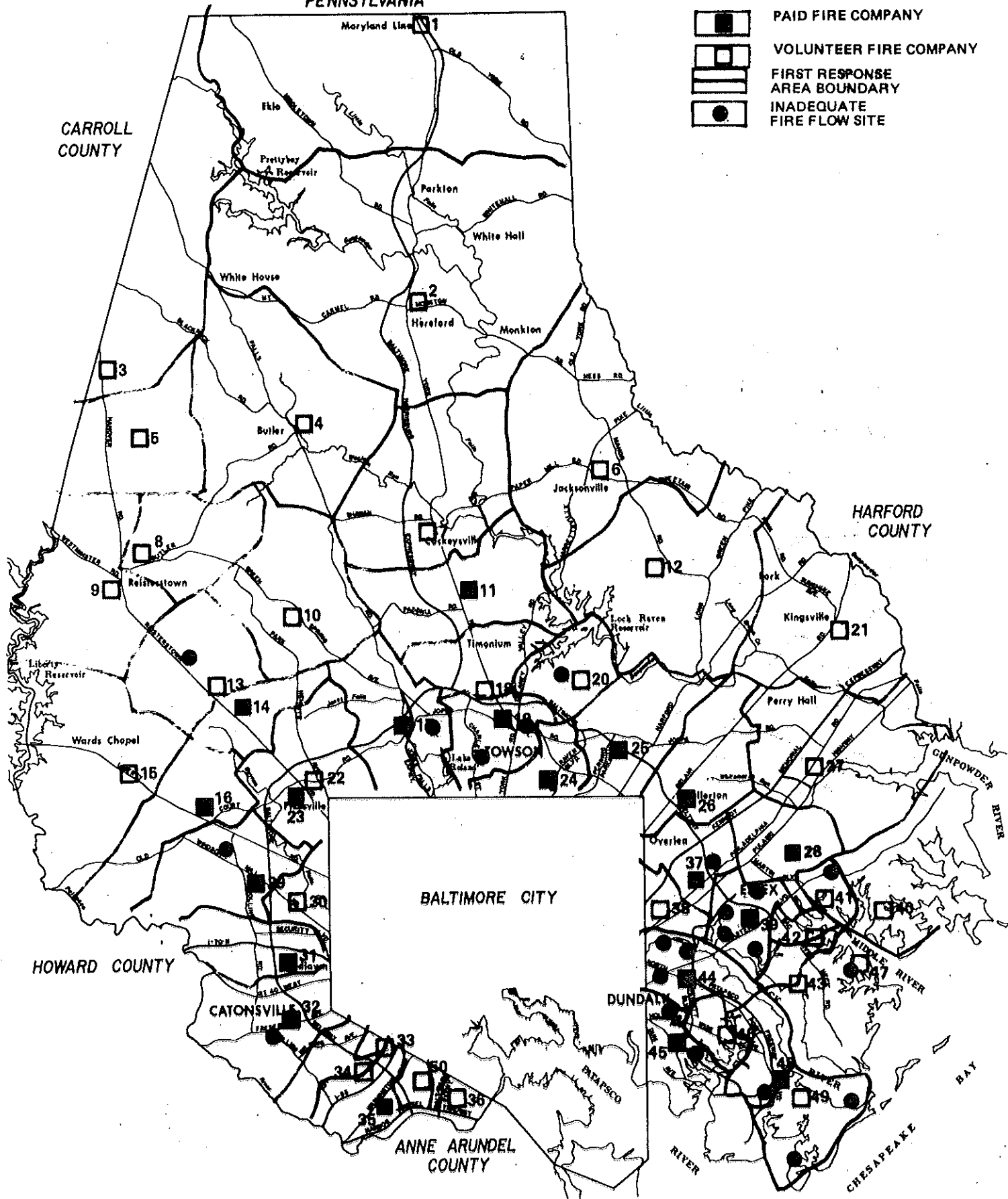
FIRE PROTECTION

1. Maryland Line Volunteer Fire Co.
2. Hereford Volunteer Fire Co.
3. Arcadia Volunteer Fire Co.
4. Butler Volunteer Fire Co.
5. Boring Volunteer Fire Co.
6. Jacksonville Volunteer Fire Co.
7. Cockeysville Volunteer Fire Co.
8. Glydon Volunteer Fire Co.
9. Reisterstown Volunteer Fire Co.
10. Chestnut Ridge Volunteer Fire Co.
- *11. Texas Fire Co.
12. Long Green Volunteer Fire Co.
13. Owings Mill Volunteer Fire Co.
- *14. Garrison Fire Co.
15. Liberty Road Volunteer Fire Co.
- *16. Randallstown Fire Co.
- *17. Brooklandville Fire Co.
18. Lutherville Volunteer Fire Co.
- *19. Towson Fire Co.
20. Providence Volunteer Fire Co.
21. Kingsville Volunteer Fire Co.
22. Pikesville Volunteer Fire Co.
- *23. Pikesville Fire Co.
- *24. Hillendale Fire Co.
- *25. Parkville Fire Co.
- *26. Fullerton Fire Co.
27. Cowenton Volunteer Fire Co.
28. Middle River Fire Co.
- *29. Woodlawn Fire Co.
30. Woodlawn Volunteer Fire Co.
- *31. Westview Fire Co.
- *32. Catonsville Fire Co.
33. Arbutus Volunteer Fire Co.
34. Violetville Volunteer Fire Co.
- *35. Halethorpe Fire Co.
36. English Consul Volunteer Fire Co.
- *37. Golden Ring Fire Co.
38. Rosedale Volunteer Fire Co.
- *39. Essex Fire Co.
40. Bowleys Quarters Volunteer Fire Co.
41. Middle River Volunteer Fire Co.
42. Middleborough Volunteer Fire Co.
43. Hyde Park Volunteer Fire Co.
- *44. Eastview Fire Co.
- *45. Dundalk Fire Co.
46. Wise Avenue Volunteer Fire Co.
47. Rockaway Beach Volunteer Fire Co.
- *48. Edgemere Fire Co.
49. North Point-Edgemere Volunteer Fire Co.
50. Lansdowne Volunteer Fire Co.

*Paid Fire Companies

PENNSYLVANIA

-  PAID FIRE COMPANY
-  VOLUNTEER FIRE COMPANY
-  FIRST RESPONSE AREA BOUNDARY
-  INADEQUATE FIRE FLOW SITE



CHAPTER VI

DEPARTMENT OF HEALTH

INTRODUCTION

With the growth in population in Baltimore County and because of the increasing sophistication in the health field, the Baltimore County Department of Health has dramatically changed in the last two decades. The history of the environmental services is an example of the growth experienced by the department.

Approximately 25 years ago, the sanitary section, progenitor of today's bureau, had approximately five employees. The section's primary concern dealt with storm water and sewer overflow problems, the inspection of food handling establishments including abattoirs, and the inspection of dairy farms.

Reorganized into the environmental section in the 50's, work was specialized by the creation of three divisions; the Division of Community Hygiene; the Division of Sanitary Engineering; and the Division of Food Protection. Primary reasons for this change were the increasing sophistication of the work and the resulting specialization required to perform the work, and the transference of percolation test responsibilities from license and permits to the bureau. A fourth division was added in the 60's in response to the increased need to control air pollution. Health care was added in response to the increased inspection problems created by nursing homes, laboratories, and hospitals.

This one bureau within the department now employs approximately 60 people. Currently the department employs 650 people, of whom 175 are part-time employees, primarily school nurses serving elementary schools in the County. According to Mr. Beck, head of the Bureau of Administrative Services in the department, 10 years ago the department employed approximately 220 people and 20 years ago the department employed about 50 people.

EXISTING FACILITIES AND ADMINISTRATION

Organizationally, the Department of Health is divided into eight bureaus. Four of these bureaus could be categorized as medical; the bureaus of medical services, preventive services, patient care, and mental health. One bureau, Nursing Services, deals with nursing care. One bureau, Environmental Services, provides community facilities inspection. The Animal Control Bureau provides inspection and control of animal complaints and the last bureau, Administrative Services, is the administrative arm of the department. Overseeing the bureaus are a deputy director, a director and the Board of Health of Baltimore County.

An important distinction within this administrative structure is that the department is a joint County and State agency. In addition to enforcing State, Federal and County regulations and the fact that the department receives slightly more than half of its funding from State and Federal sources, the director of the department is, by law, a co-County and State employee. Appointed by the State with the approval of the County, the director of the department also is the State Health Officer for the County and serves as the

Secretary to the County Board of Health. This tie to the State, through the department's director, results in the County Health Department being an official part of the State Health Department despite the fact that all employees and all Board members, except the director, are appointed or hired by the County.

The bureaus providing medical services operate approximately 28 facilities throughout the County. For example, the Bureau of Mental Health operates 5 community mental health centers and mental health satellite facilities. The Bureau of Medical Services, Preventive Services and Patient Care operates out of 14 health centers located throughout the County. The headquarters for the department, which also serves as the base station for all departments and the facility out of which the remaining bureaus operate is in Towson.¹

Due to internal administration studies and in response to the growing population in the County, the department is in the process of decentralization. Prior to the completion of the Eastern Regional Health Center, all operations and programs were headquartered and controlled in Towson. Since the completion of the eastern regional facility, Health Department activities within the sections of the County covered by Election Districts 11, 12, 14, and 15 have come under the area control of the center. Within the near future the operations in the western portion of the County will be coordinated out of the Western Regional Health Center, while the remainder of the County will be coordinated out of the Towson Department Headquarters Building.

PLANNING

Within the Department of Health, two types of planning are performed: program and delivery system planning, and physical improvement planning.

Annually 5-year Comprehensive Plans are developed, for each bureau and for each division within the bureaus that deal with programs and delivery systems. The most recent example of the process is the publication, Baltimore County Department of Health Plan Fiscal Years 1979-1983, prepared by the department April 29, 1977. In addition to developing detailed demographic and health care statistics for the County's population, each division develops goals, objectives, evaluates its past performance, identifies needs and plans to resolve these needs. A fiscal summary, itemizing the existing funding levels and the projected funding levels, also is prepared by the division.

Facility planning occurs at two levels. Comprehensive planning has been performed by the department to determine the need, location, and characteristics of major facilities such as the Eastern Regional Health Center. Other facilities were planned in a less vigorous manner. For example, some facilities have been established, in structures which the department considers to be inadequate, in response to community demands. Although the department has requested funding to develop long-range comprehensive planning for physical facilities, these requests have not been funded by the County. At the present time, the department does not have a comprehensive long-range plan for physical facilities.

¹ Environmental Services also operates out of the Eastern Regional Health Center.

In addition to the planning performed by the department, the federally funded Health Systems Agency performs regional planning and controls the federal funding for all health care improvements in the region. According to Health Department officials, the Health System Agency, after evaluating regional needs and supplies, develops specific priorities. For example, Health Department officials indicated that the Health System Agency has discovered the need for halfway and quarterway mental health care facilities in Baltimore County. In effect, the agency, through the development of priorities and its control of federal funding, has directed the County Health Department to provide these facilities.

As a general observation, the Department of Health has discerned that neighborhood health care facilities can be located in response to population shifts in the County. A successful cooperative venture along these lines was the joint development of a new facility by the Library and Health Departments. Regional Health Care Centers differ from the neighborhood centers in that they should precede population shifts. The department has discovered that regional centers should be located next to or in major health care complexes such as regional hospitals.

PERCEIVED PROBLEMS

In discussions with Dr. Sherrard, Deputy Director of the Department of Health, the following problems were identified:

- 1) The public transit system in the County is inadequate.
- 2) At the present time, there are inadequate services due to the policy of deinstitutionalization. Since hospitals are discharging patients earlier and attempting to enter patients more slowly into the community, there is a need for additional facilities like mental health outpatient clinics, increased home health programs, more day care centers for the retarded, etc.
- 3) There is a need for more nursing staff.
- 4) The existing facilities operated by the department frequently do not meet minimal standards, especially for adult health uses.
- 5) There is a need for more health care education and for the more adequate distribution of health care information.
- 6) There is a need for comprehensive planning, especially facility planning.

STANDARDS

The Baltimore County Health Department will be governed by the proposed Standards/Guidelines for Local Health Department Programs prepared by the Maryland State Department of Health and Mental Hygiene, when these standards are officially adopted. Currently these standards are in the process of final revision and comments.

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

Maps accompanying this Chapter illustrate the locations of existing health and mental health centers in the County.

To serve development under the Growth Management Plan by 1995, it is estimated that there will be a need for the following additional facilities:

- 8 District Health Centers;
- 3 Regional Health Centers;
- 2 Comprehensive Community Mental Health Centers; and
- 4 Satellite Mental Health Centers

As noted in Chapter I of this plan and reiterated below, these centers are generally well-suited for location within designated Town and Community Commercial, Office and High Density Residential Centers.

Other growth-related recommendations concerning health and medical facilities include the following:

1. Maintain the present goal of three major and a number of minor levels of public health facilities in the County.
2. Individual clinics and out-patient services, where justified by needs, should be placed in community centers.
3. Maintain the present hierarchy of types of health and medical facilities composed of:
 - . Public Health Centers
 - . District Health Centers
 - . Comprehensive Community Mental Health Centers and Satellites
4. Public health centers should be located in major town centers; district health clinics in community centers in conjunction with other uses, such as libraries, in a single public building complex; and comprehensive community mental health centers should be located in each of the 5 MH areas with satellites in conjunction with other neighborhood community services.
5. Continue cooperation with the Central Maryland Health Systems Agency in improving health services to Baltimore County.¹

¹ Central Maryland Health Services Agency, Inc., Health Systems Plan and Annual Implementation Plan, Baltimore, 1977.

6. Seek expanded cooperation with the Department of Education in delivery of school health services.
7. Anticipate expansion of local outpatient and health maintenance service requirements in proportion to future County population in planning for Community Health Centers.¹
8. Coordinate environmental health concerns of water pollution and air pollution in the implementation mechanisms for Growth Management.²

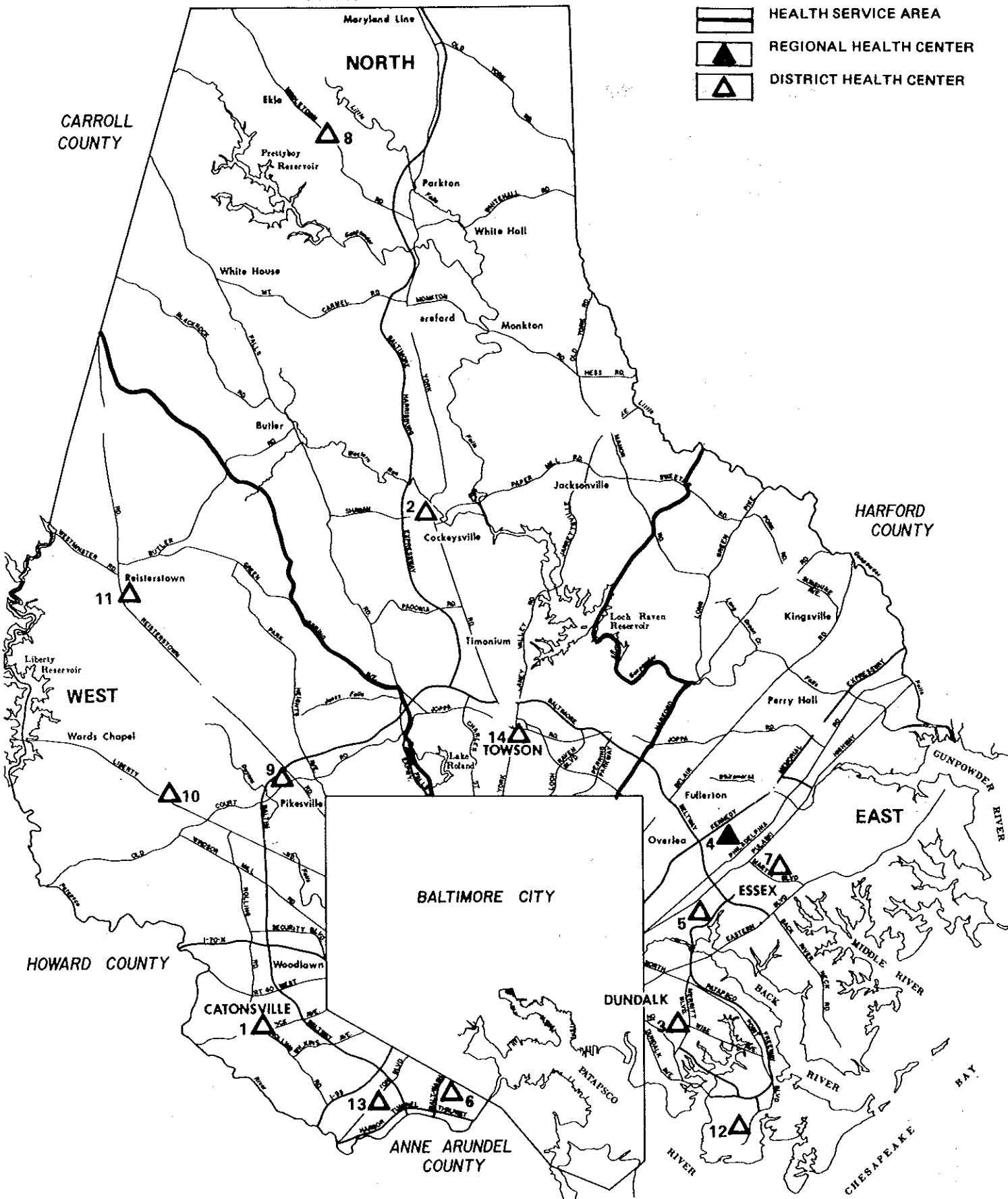
¹ Baltimore County Department of Health, Baltimore County Health Facilities Five Year Plan, Towson, Md., August, 1977, p. 1.

² Baltimore County Department of Health, Baltimore County Department of Health Plan, Towson, Md., 1976, p. 4.

HEALTH SERVICES

1. Catonsville District Health Center
2. Cockeysville District Health Center
3. Dundalk-Turner District Health Center
4. Eastern Regional Health Center
5. Essex District Health Center
6. Lansdowne-Highlands District Health Center
7. Middle River District Health Center
8. North Baltimore County District Health Center
9. Pikesville District Health Center
10. Randallstown District Health Center
11. Reisterstown District Health Center
12. Sparrows Point District Health Center
13. Thirteenth District Health Center
14. Towson District Health Center

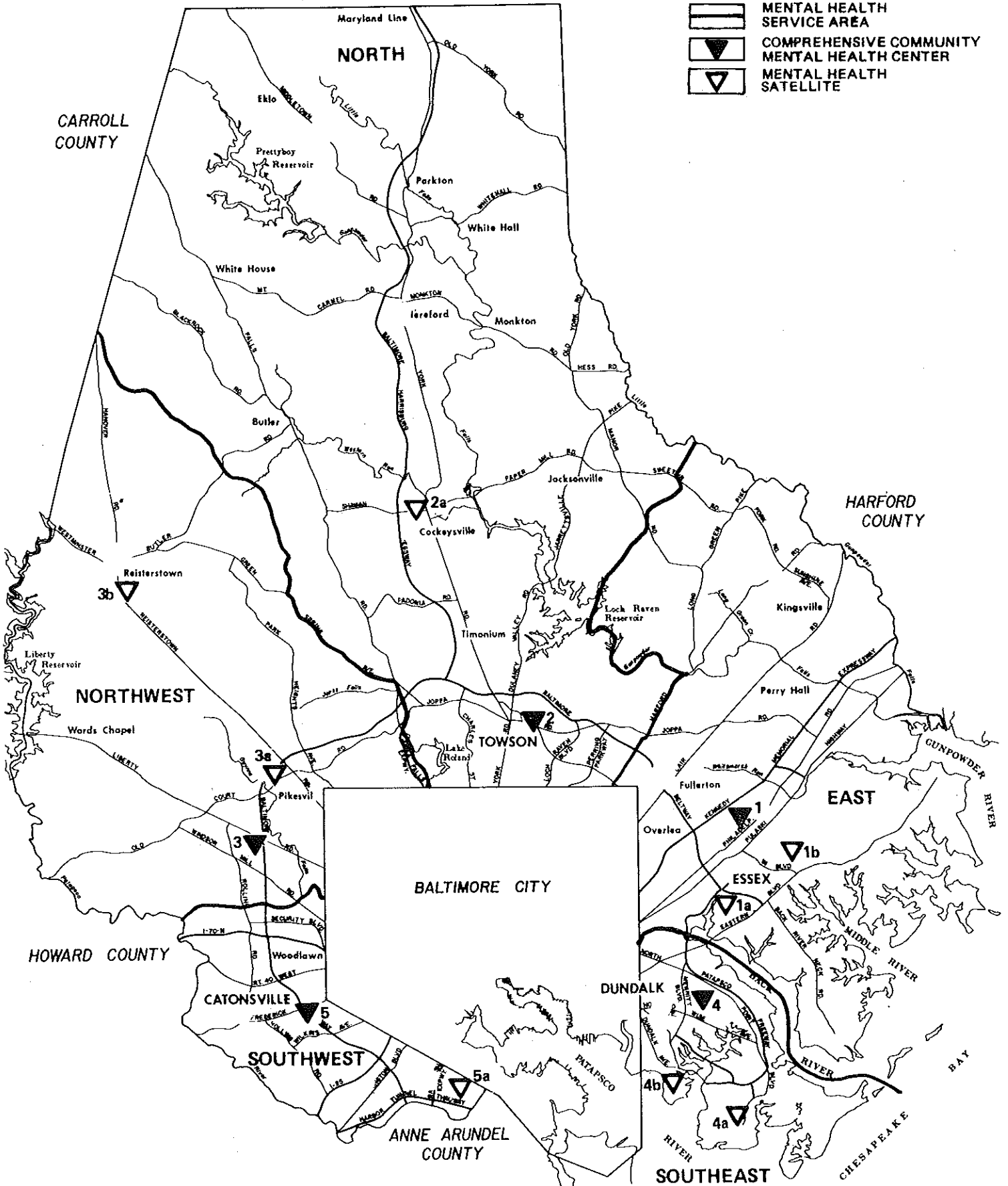
PENNSYLVANIA



MENTAL HEALTH SERVICES

1. Eastern Community Mental Health Center
 - a. Essex Satellite
 - b. Middle River Satellite
2. Northern Community Mental Health Center
 - a. Cockeysville Satellite
3. Northwestern Community Mental Health Center
 - a. Pikesville Satellite
 - b. Reisterstown Satellite
4. Southeastern Community Mental Health Center
 - a. Sparrows Point Satellite
 - b. Turner Satellite
5. Southwestern Community Mental Health Center
 - a. Lansdowne-Highlands Satellite

PENNSYLVANIA



- MENTAL HEALTH SERVICE AREA
- COMPREHENSIVE COMMUNITY MENTAL HEALTH CENTER
- MENTAL HEALTH SATELLITE

CHAPTER VII

AGING PROGRAMS AND SERVICES

INTRODUCTION

The predecessor of the Aging Programs and Services Bureau was the Commission on the Aging, which was a division under the Department of Social Services. Primarily the small staff in this bureau served a referral and grant processing function for the other County agencies working with the aged.

In 1976, in response to increased awareness of the needs of the elderly by the County and in response to the increased demands for services being made by the elderly, the Bureau of Aging Programs and Services was created.

In 1978, the electorate approved the creation of the Department of Aging.

By 1980, the Department estimates that there will be approximately 100,000 people aged 60 plus living in the County. Services are currently being provided through the 28 community Senior Centers. However, support services to the elderly frequently are a product of coordination between the Department of Aging and other County departments, whose goals include a commitment to providing service at a local level. Direct services provided by the Department include, among others: information and referral; counseling, a monthly newspaper, home maintenance, transportation services, nutrition, and outreach.

The Department has organized its delivery of services through the Centers in five districts. Associate and Assistant Directors of these areas are responsible for administering programs and services to all Centers within their district as well as administering several Countywide services. This decentralized management is part of the Department's comprehensive plan to provide services directly in the County's communities.

It is the goal of the department's development plan to acquire, construct, renovate, and equip thirty multi-purpose senior centers which will individually have the capacity to serve 60 to 500 elderly persons, per day; a single-event design population of from 150 to 750 persons, and an annual participation of between 30-40% of the County's 1995 adult population.

The value of intelligently located and designed, energy efficient, and properly equipped quarters for senior adult activities and services is clear. The general health status of our senior citizens as well as the opportunity to preserve positive life experiences becomes the harvest of this community effort. The fact is that none of our 28 current centers would meet even a reasonable standard at this time.

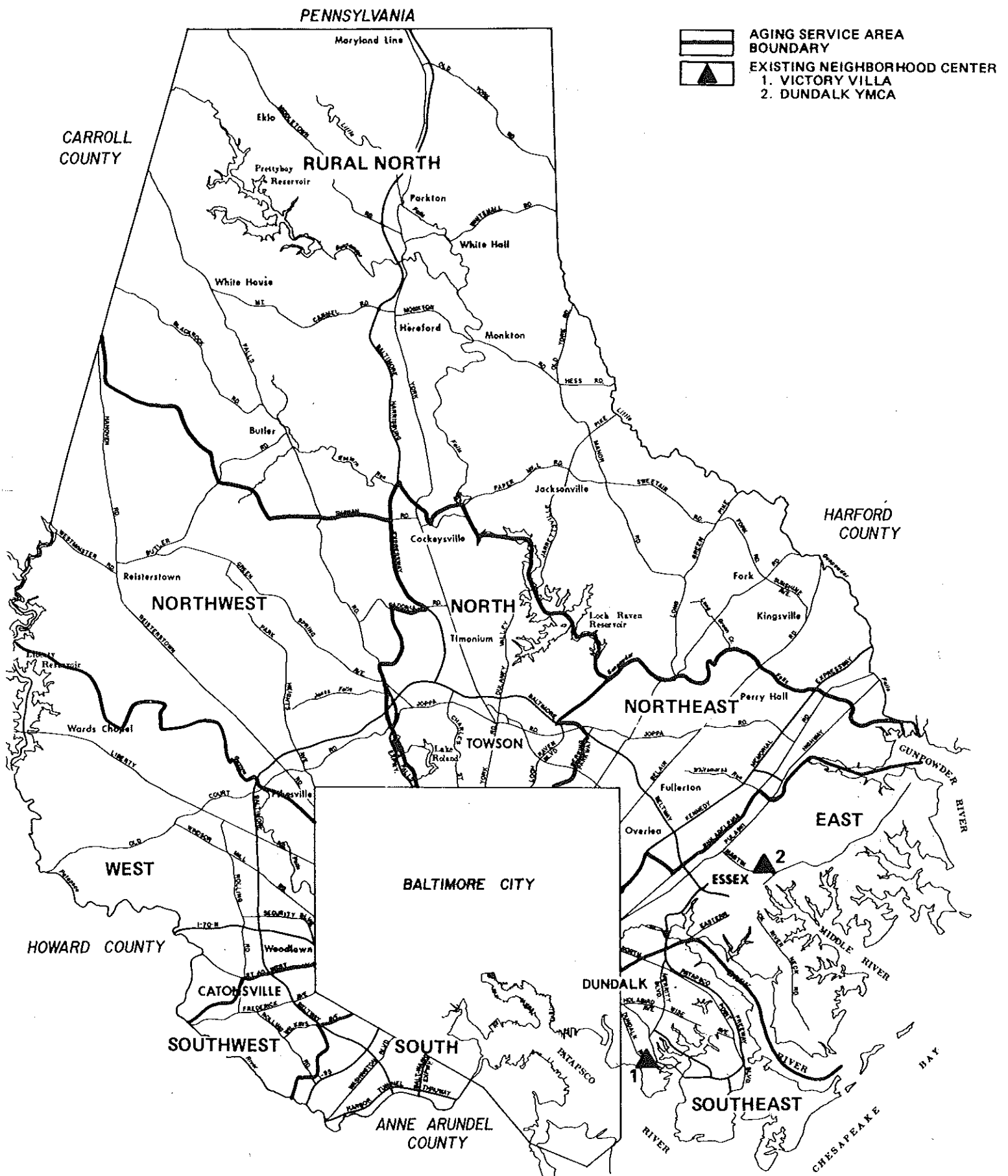
The senior population in every neighborhood and community in the County has been analyzed. Those with the required threshold population for a center have been allocated senior center space in proportion to their projected elderly population. General locations for facilities were determined by elderly

population densities. Projected membership and attendance from the communities around these centers of density support the assignment of space to that general location. The resulting senior centers range from 3,000 square feet to 15,000 plus square feet. The actualization of this development plan will provide the County with the capacity to economically coordinate and deliver a full spectrum of service to the elderly.

The total cost of all projects, unadjusted for inflation, will require 10 million County bond dollars, two million of which has been approved at referendum for development activity over the next two years.

With completion of the total projected development plan, all major senior activity and service centers, including supporting office quarters, will have been relocated in 175,000 square feet of renovated, retrofitted, or improved County-owned and operated buildings at 30 locations.

Shared use arrangements with other service and program providers should continue at present permanent locations as well as be utilized at most of the new locations. State grants should continue to be made available to support funding requirements, and transportation subsidy will be available to support access to the senior centers. Programs need to be designed to help the elderly to remain in their own homes and remain part of the community. The cost is much less than institutionalizing them. Specific programs through projects like the Youth Job Corps should provide funds for lawn cutting, snow shoveling, and minor maintenance.



CHAPTER VIII

DEPARTMENT OF SOCIAL SERVICES

INTRODUCTION

Although the Department of Social Services is a direct extension of the State Department of Human Resources, the working relations, the cooperation, aid, and advice of the County have resulted in this State agency being "adopted" as a County department.

Originally begun as the Board of State Aid and Charities in 1900, the modern predecessor of today's department was a product of the New Deal. With the enactment of the Federal Social Security Act in 1935, the State Board was reorganized into the State Welfare Board. Reorganized in 1939 into the Department of Welfare at the same time the old Board of State Aid and Charities was abolished, the initial programs provided continue and have been expanded.

Originally mandated to provide general public assistance, foster care, adoption and certain forms of income maintenance, the services provided have been increased until today's agency has over 20 different assistance and aid programs.

Another major change over the years has been the requirement of funding assistance from the County. Although County funding assistance was mandatory, this has been phased out until in 1976 the only obligatory County assistance was in the food stamp program. Despite the limitation of mandatory County funding, Baltimore County continues to allocate funds to the department so that the services funded by the Federal Government and matched by the State legislature can be expanded. For example, under the Foster Parent Program, the County provides an additional payment supplement for the care of each foster child. County funds have also augmented the State staff. The Homemaker Program has one County-provided social worker and four County-provided homemakers in addition to this program's state-provided staff.

The agency currently has a combined staff of approximately 300 people.

EXISTING FACILITIES AND ADMINISTRATION

The department has its headquarters in a leased building, paid by State funds, in Towson. Two branch offices, one in Catonsville and the other in Dundalk, are supplied rent free by the County and operated by the department.

Organized into five sections -- finance, district operations, centralized services, eligibility, and services and supplies -- the agency currently offers twenty types of program of three general categories. Under the public assistance category, the agency provides aid to families with dependent children (including employables), general public assistance, and general public assistance to employables. The foster care, adoption care, day care, foster homes, adoption homes, family day-care homes, protective services, homemaker

services and service to single-parent programs are grouped under the category of Child Welfare Services. The remaining category of "other services" includes the food stamp, medical assistance, foster care for aged, services to adults, homemaker services to adults, community home care, and requests from other agencies programs.

Directing the operation of the department, in addition to the State Employee Director, is a local board. This board consists of nine members, eight citizen members appointed by the County Executive or his appointed representative, and the County Executive or his appointed representative.

It is interesting to note that although the department is a State agency primarily staffed with State employees, the department, in fact, operates as a County department. For example, the director of the Department of Social Services attends all County department director meetings. Similarly, the Department of Social Services, acting as a County department can, without consulting other State officials, seek direct assistance and cooperation from the County agencies, such as the Department of Health.

PLANNING - GOALS AND OBJECTIVES

As a State agency, long-range planning in the department is consolidated and funded at the State level. However, the Baltimore County Department of Social Services prepares its own five-year plan which is coordinated with the County as well as being forwarded to Annapolis.

This annual planning process also identifies problems and affects the development of State goals and objectives.

PERCEIVED PROBLEMS

The Annual Report of the Baltimore County Department of Social Services, for the period of July 1, 1976 to June 30, 1977, identified the following problems: "...service programs continue to suffer with protective services and community home care staff increasing at the expense of services to families with dependent children and services to adults non-aged. ...The loss of preventive services will result in an increase in crisis situations and a reduction in the quality of services."¹

STANDARDS

As a State agency, the Department of Social Services adheres to standards developed by the State Department of Human Resources.

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

The impact of the Growth Management Plan upon the need for social services is calculated as follows. This measure is the number of households in the low (less than \$5,500 income in 1977 dollars) and moderate (from \$5,500 to 10,000)

¹ Annual Report, July 1, 1976 - June 30, 1977; Baltimore County Department of Social Services: letter to Messrs. Venetoulis, Bateman and Richardson, written by Katherine Cochran, dated September 30, 1977.

income groups. The low and moderate income groups are more likely to generate service requests for the Baltimore County Department of Social Services than higher income groups. The number of households in each group is presented below, again in 1977 dollars.

HOUSEHOLDS BY INCOME GROUP UNDER THE GROWTH MANAGEMENT PLAN

	<u>1985</u>	<u>1995</u>
\$5,500 or less	15,400	17,200
\$5,501 - \$10,000	27,500	33,300
Over \$10,000	<u>236,400</u>	<u>293,500</u>
Total Households	279,300	344,000

Recommendations are presented in the next Chapter in combination with recommendations applicable to Human Resources.

CHAPTER IX

HUMAN RESOURCES DEVELOPMENT AGENCY

INTRODUCTION

Started about 12 years ago, the Human Resources Development Agency is a private organization which receives all of its operational and capital funding from the Federal and State Government. The primary sources of funds are the Federal O.E.O. and H.E.W. Although such contributions from the County are not received, the agency does receive "in kind" services from the County, such C.E.T.A. employees.

Other forms of cooperation and aid received from the County include the use of certain public buildings for agency programs, and the coordination of delivery services with some of the County departments. The Head Start program operated by the agency is coordinated, for example, with the County Department of Social Services.

EXISTING FACILITIES AND ADMINISTRATION

Programs provided by the Human Resources Development Agency are: 1) Head Start; 2) a Winterization Program; 3) a Veterans Discharge Upgrading Program; and 4) a Housing Consultation and Outreach Program. All of the programs operated by the agency serve the needs of the County's poor.

Operating out of a headquarters in the Sandy Plains Elementary School in Dundalk, the agency operates 8 Head Start programs throughout Baltimore County. Six of these programs are operated out of churches, one is located in the Fleming Community Building; other services are provided at the agency's headquarters in Dundalk.

In addition to a director and a central staff, the Human Resources Development Agency has a Comprehensive Plan as required by Federal guidelines. The agency has recently undertaken the task to reevaluate this planning document.

PERCEIVED PROBLEMS

According to the agency's recently appointed director, Mr. Rosenfeld, problems have been identified in the following areas: housing, employment, transportation, youth, health, and legal.

According to the agency, there is no public housing for the poor or needy anywhere in Baltimore County despite the fact that the agency has identified a need for this housing. Other housing problems are that there is a need for additional housing rehabilitation programs and a need for some form of emergency funds or aid to assist displaced persons (e.g., poor people who have been evicted and have nowhere to go).

Employment problems in the County revolve around the fact that a high percentage of the County's poor are unemployed and relatively unemployable. To combat this problem, the agency sees the need for added job training opportunities in the County. Of particular concern to the agency was the job training provided by the public school system. According to the director, the admission prerequisites for vo-tech training, now in force in the public school system, tend to eliminate this training opportunity from the poor's youth.

The primary transportation problem was identified as the need for greatly improved public transit service. According to the agency, the existing service makes it very difficult for the poor to travel to employment and health service locations.

Youths, particularly those between the ages of 16 to 24 years and who have no job training, represent a problem. The agency states that their needs for training and employment, and recreational opportunities that appeal to them, are going unserved.

Due to the lack of a County-supported hospital, the agency stated that many low and moderate income families living in the County go without necessary health services.

The legal need in the County is a result of the fact that no form of legal assistance is available to the County's poor.

GOALS AND OBJECTIVES

Although the agency's goals and objectives are in the process of reevaluation due to the ongoing review of the Comprehensive Plan, the director stated the following goals are still operational:

- 1) To facilitate the County's poor to help themselves; and
- 2) To provide adequate facilities and programs for the poor and to insure that the poor avail themselves of all other available services so that these people can upgrade themselves.

GROWTH MANAGEMENT RELATED ISSUES AND RECOMMENDATIONS

Growth-related recommendations concerning social services and human resources planning include the following:

- 1) Participate in development of a comprehensive human resources plan for the Baltimore Region to ensure coordination of community services planning and delivery, to address special issues indicating:
 - . high unemployment among unskilled youth;
 - . withdrawal of numerous students from school at age 16;
 - . health needs of inmates of correctional institutions;
 - . needs identification of the various population sectors of the County and region;

and to:

- . define the types and provide the level of services necessary for all persons to function as healthy individuals; and
 - . systematically evaluate all plans and policies to determine their impact on the citizens of the region.¹
- 2) Consider establishment of a human services coordinator or Council to coordinate the provision and planning of fragmented human services, and publicize availability of these services to those groups in need of them.²

¹ Baltimore Regional Planning Council, Op. Cit., p. 7-13.

² Anderson, Wayne F., Frieden, Bernard J. and Murphy, Michael J., Managing Human Services, Washington, D.C.: The International City Management Association, 1977, p. 204.

APPENDIX

Community Concerns Expressed in Formal Complaints to the County for the Year 1977

Another set of information describing community concerns that go beyond local neighborhood or community boundaries was found in recorded formal complaints made to the County, as compiled by the County Community Affairs Division.¹

The findings of the compilation are examined in the table, graph and maps on the following pages. The table indicates the total number of each type of complaint and the council districts in which these complaints were made, as well as the relative number of total complaints in each category.

Almost consistently throughout the Council Districts, the largest number of complaints concerned, in descending order:

Highway Maintenance (street repair, road drainage, curb and gutter, snow and ice control, etc.) (25.9% of all complaints)

Health Code Violations (unsanitary conditions and dumping) (17.7% of all complaints)

Permits and Licenses (code violations, building plumbing and electrical inspections and permit inquiries) (13.2% of all complaints)

The circle graph in this section illustrates the relative significance of types of complaints, based upon number made of each type, showing, in descending order after the major three:

Sanitation (street cleaning, trash collection and leaf pick-up) (5.5% of all complaints)

Utilities (sewage back-ups, water meter repair) (5.2% of all complaints)

Zoning (zoning violations) (5.1% of all complaints)

Police (emergency call-out, traffic control) (4.0% of all complaints)

Traffic Engineering (street name signs, traffic devices) (4.0% of all complaints)

Although the pattern of numbers of complaints by concern is quite consistent, across the County, there is significant variation among Council Districts in numbers of complaints about:

Highway Maintenance,
Health Code Violations,
Sanitation, and
Utilities.

¹ Memo from John D. Seyffert, "Annual Analysis on Complaints Processed by Community Affairs Division", December 20, 1977.

This variation is illustrated on the maps accompanying this section.

For each of these four types of complaint, the largest number of complaints occurred in the older, more densely built districts abutting the City of Baltimore in the southwestern and southeastern portions of the County.

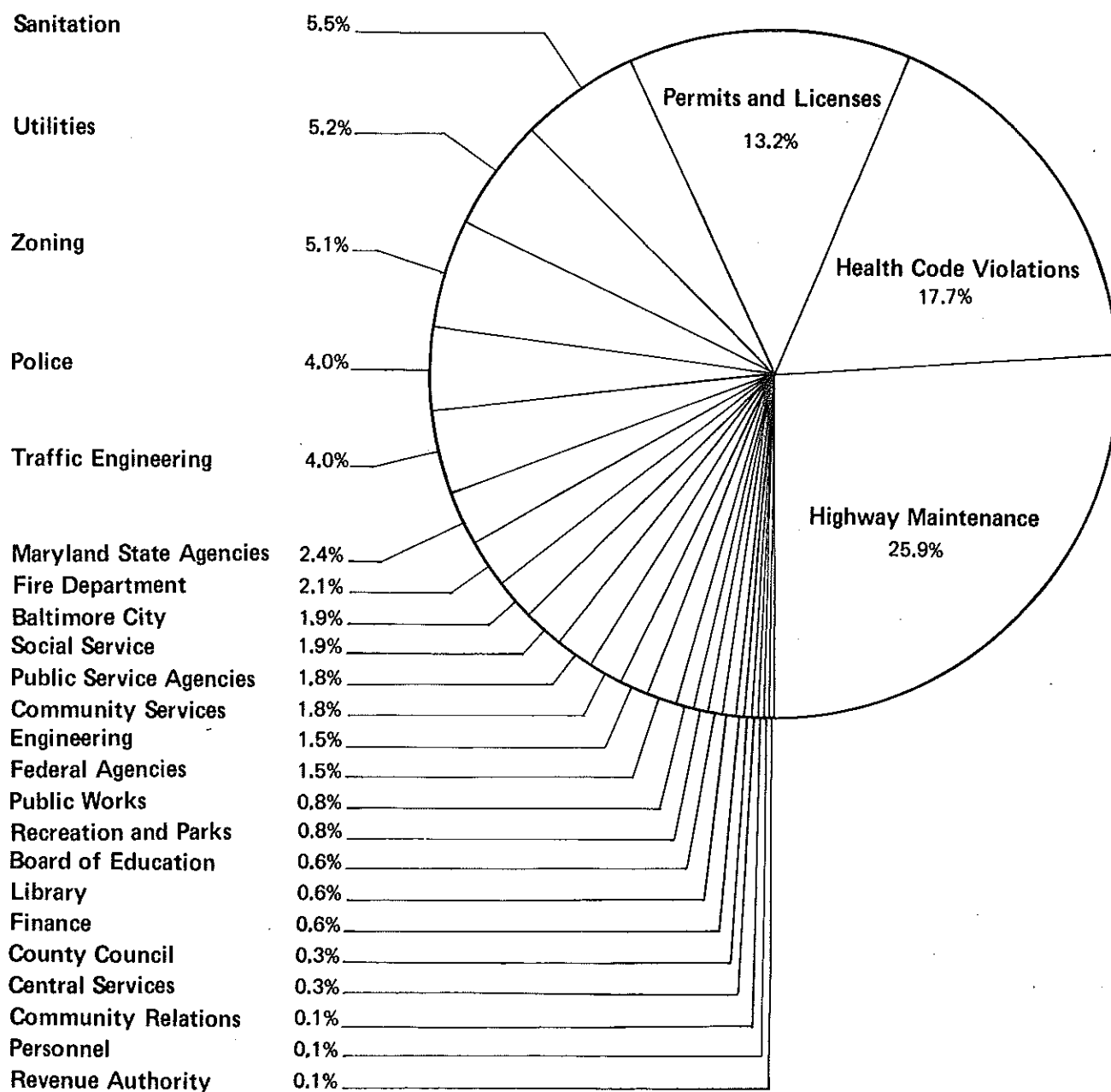
As measured by numbers of complaints, however, different ones of these concerns clearly had greater importance in different ones of the older, more densely built districts. By far the largest number of complaints concerning highway maintenance and sanitation in 1977 came from Council District 1, the southwesternmost portion of the County. By far the largest number of complaints concerning health code violations and utilities in 1977, on the other hand, occurred in Council District 7, the southeasternmost portion of the County.

This data reinforces preliminary evaluations by sector planners and members of the Citizens' Advisory Committee on Growth Management and Coalition on Adequate Public Facilities, identifying major community concerns.

NATURE OF COMPLAINT	COUNCIL DISTRICT														COUNTY TOTAL	
	1	2	3	4	5	6	7									
Highway Maintenance	354	17.9 29.8	278	14.1 27.3	195	9.9 26.0	310	15.7 29.7	266	13.5 24.3	318	16.1 26.5	249	12.6 19.2	1970	100 25.9
Health Code Violations	191	14.2 16.1	192	14.3 18.8	143	10.6 19.1	179	13.3 17.1	181	13.4 16.5	181	13.4 15.1	280	20.8 21.5	1347	100 17.7
Permits and Licenses	147	14.6 12.4	126	12.5 12.4	112	11.1 14.9	116	11.5 11.1	198	19.7 18.1	164	16.3 13.7	143	14.2 11.0	1006	100 13.2
Sanitation	97	23.3 8.2	68	16.3 6.7	42	10.1 6.6	83	19.9 7.9	27	6.5 2.5	42	10.1 3.5	58	13.9 4.5	417	100 5.5
Utilities	59	14.9 4.9	56	14.1 5.5	27	6.8 3.6	53	13.4 5.1	38	9.6 3.5	79	19.9 6.6	84	21.2 6.5	396	100 5.2
Zoning	42	10.9 3.5	62	16.1 6.0	36	9.4 4.8	55	14.3 5.3	63	16.4 5.8	61	15.9 5.1	65	16.9 5.0	384	100 5.1
Police	54	17.6 4.5	42	13.7 4.1	44	14.3 5.9	45	14.7 4.3	34	11.1 3.1	40	13.0 3.3	48	15.6 3.7	307	100 4.0
Traffic Engineering	75	24.7 6.3	32	10.5 3.1	23	7.6 3.1	47	15.5 4.5	45	14.8 4.1	57	18.8 4.8	25	8.2 1.9	304	100 4.0
Maryland State Agencies	25	13.9 2.1	10	5.6 0.9	19	10.6 2.5	15	8.3 1.4	48	26.7 4.4	34	18.9 2.8	29	16.1 2.2	180	100 2.4
Fire Department	24	14.9 2.0	28	17.4 2.7	16	9.9 2.1	23	14.3 2.2	28	17.4 2.6	18	11.2 1.5	24	14.9 1.9	161	100 2.1
Baltimore City	20	13.6 1.7	21	14.3 2.1	19	12.9 2.5	15	10.2 1.4	18	12.2 1.6	19	12.9 1.6	35	23.8 2.7	147	100 1.9
Social Services	13	9.1 1.1	13	9.1 1.3	9	6.3 1.2	17	11.9 1.6	26	18.2 2.4	23	16.1 1.9	42	29.4 3.2	143	100 1.9
Public Service Agencies	15	10.7 1.3	19	13.6 1.9	10	7.1 1.3	21	15.0 2.0	24	17.1 2.2	18	12.9 1.5	33	23.6 2.5	140	100 1.8
Community Services	17	12.3 1.4	15	10.9 1.5	8	5.8 1.1	6	4.3 0.6	6	4.3 0.6	40	28.9 3.3	46	33.3 3.5	138	100 1.8
Engineering	19	16.2 1.6	15	12.8 1.5	9	7.7 1.2	8	6.8 0.8	22	18.8 2.0	31	26.5 2.6	13	11.1 1.0	117	100 1.5
Federal Agencies	5	4.5 0.4	7	6.3 0.7	12	10.8 1.6	12	10.8 1.1	15	13.5 1.4	19	17.1 1.6	41	36.9 3.2	111	100 1.5
Public Works	1	1.7 0.1	14	23.7 1.4	3	5.1 0.4	11	18.6 1.1	8	13.6 0.7	8	13.6 0.7	14	23.7 1.1	59	100 0.8
Recreation and Parks	2	3.4 0.2	3	5.1 0.3	6	10.2 0.8	9	15.3 0.9	15	25.4 1.4	6	10.2 0.5	18	30.5 1.4	59	100 0.8
Board of Education	7	14.9 0.6	3	6.4 0.3	5	10.6 0.7	3	6.4 0.3	8	17.0 0.7	5	10.6 0.4	16	34.0 1.2	47	100 0.6
Library	11	25.0 0.9	3	6.8 0.3	4	9.1 0.5	5	11.4 0.5	4	9.1 0.4	8	18.2 0.7	9	20.5 0.7	44	100 0.6
Finance	3	6.8 0.3	3	6.8 0.3	2	4.5 0.3	4	9.1 0.4	6	13.6 0.6	14	31.8 1.2	12	27.3 0.9	44	100 0.6
County Council	3	11.5 0.3	1	3.8 0.1	3	11.5 0.4	4	15.4 0.4	3	3.8 0.3	8	30.8 0.7	4	15.4 0.3	26	100 0.3
Central Services	1	4.2 0.1	5	20.8 0.5	1	4.2 0.1	2	8.3 0.2	6	25.0 0.6	3	12.5 0.3	6	25.0 0.5	24	100 0.3
Community Relations Commission	2	20.0 0.2	3	30.0 0.3	1	10.0 0.1	2	20.0 0.2	0		1	10.0 0.8	1	10.0 0.8	10	100 0.1
Personnel	1	12.5 0.1	0		0		0		4	50.0 0.4	1	12.5 0.1	2	25.0 0.1	8	100 0.1
Revenue Authority	1	100 0.1	0		0		0		0		0		0		1	100 0.1
TOTAL COMPLAINTS	1189	15.7 100	1019	13.4 100	749	9.9 100	1045	13.8 100	1093	14.4 100	1198	15.8 100	1297	17.0 100	7590	100 100

a = number of complaints
b = % of County Total
c = % of Total Complaints

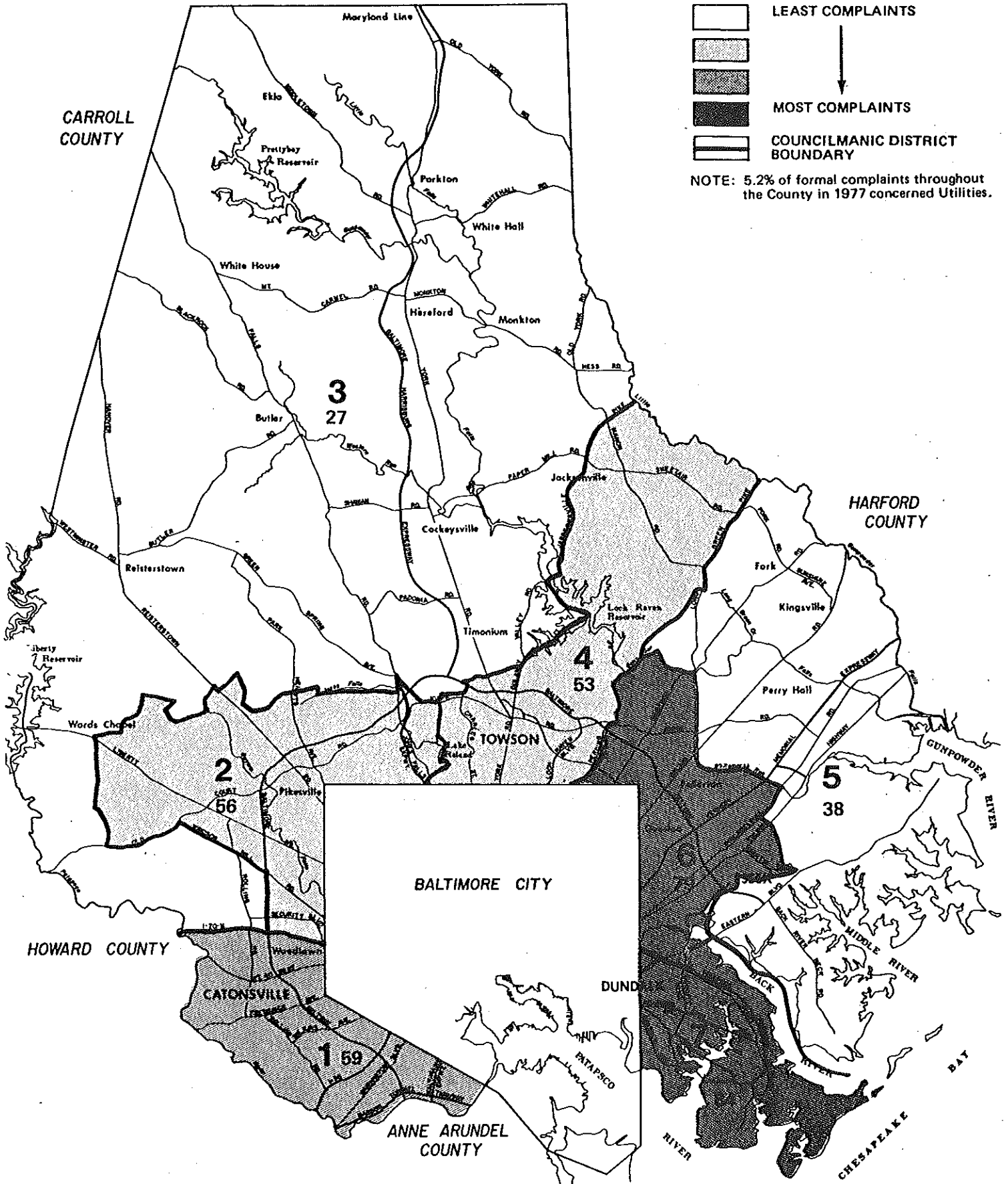
a	b
c	



Source: Baltimore County Community Affairs Division, 1977 Annual Analysis

PERCENT OF TOTAL RECORDED COMPLAINTS 1977

PENNSYLVANIA

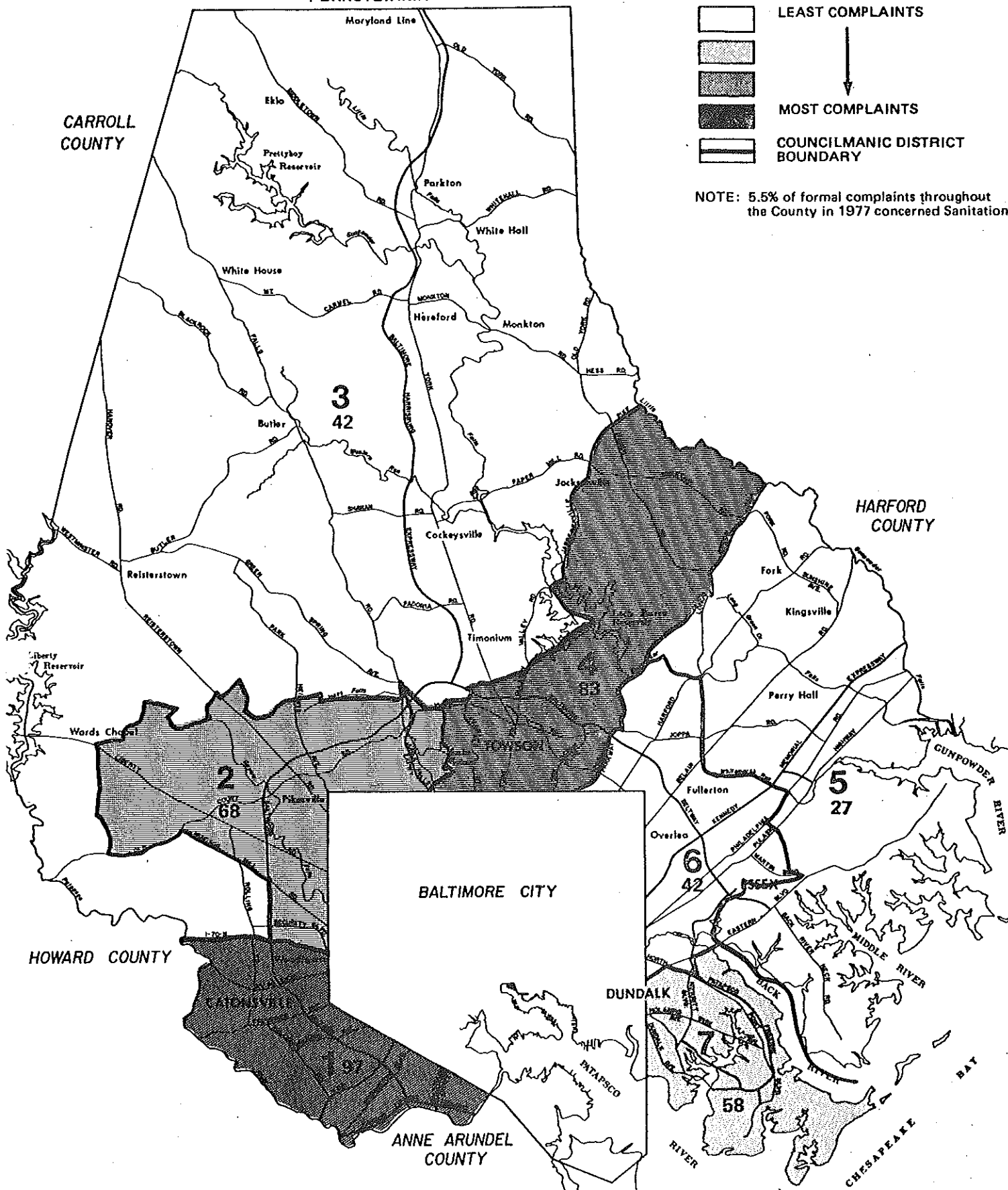


UTILITIES

SEWAGE BACK-UPS, WATER METER REPAIR



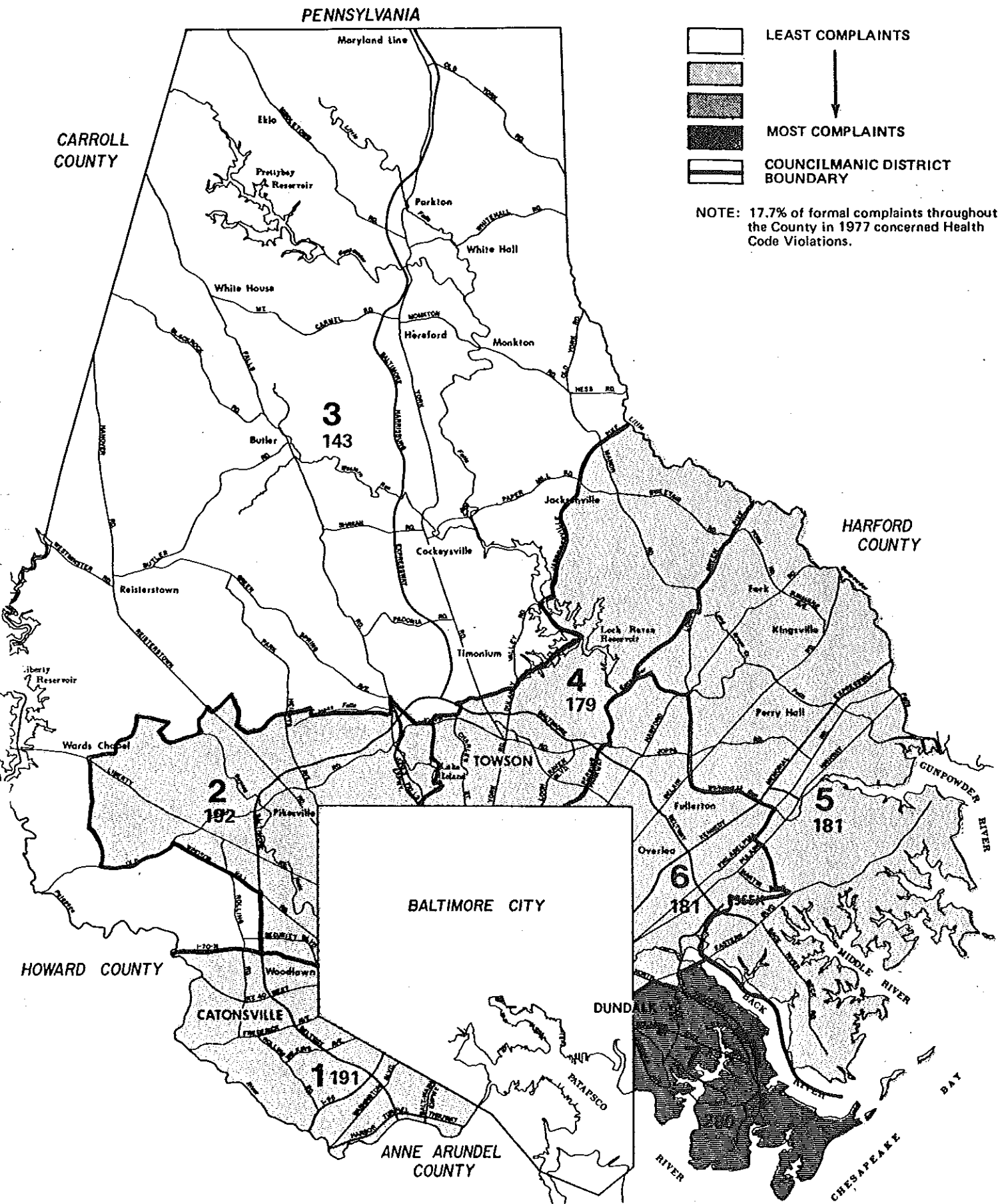
PENNSYLVANIA



SANITATION

STREET CLEANING, TRASH COLLECTION AND LEAF PICK-UP





HEALTH CODE VIOLATIONS

UNSANITARY CONDITIONS AND DUMPING



BALTIMORE COUNTY, MARYLAND

COUNTY EXECUTIVE: Donald P. Hutchinson

COUNTY ADMINISTRATIVE OFFICER: B. Melvin Cole

BALTIMORE COUNTY PLANNING BOARD:

William Kirwin, Chairman
Penelope Johnson, Vice Chairman
Dale Balfour
Jeanne Beck
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Dr. Theodore Patterson
Cynthia Wagner

DIRECTOR OF PLANNING AND ZONING: John D. Seyffert

