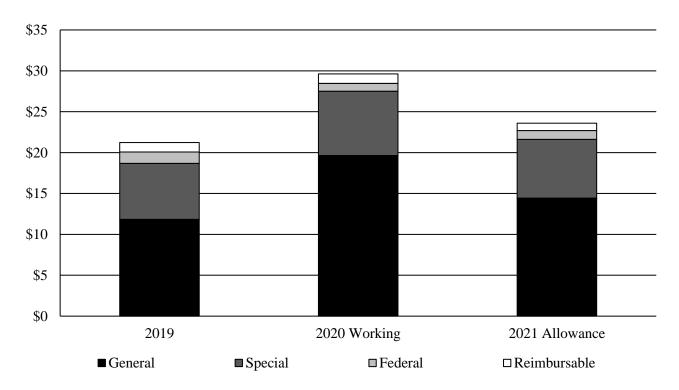
# D40W01 Department of Planning

# **Program Description**

The Maryland Department of Planning (MDP) provides information and services that aid State and local governments and nonprofit organizations in supporting desirable growth in Maryland and protecting and interpreting historic resources. MDP's goals are to provide efficient State Clearinghouse review of federal, State, and local plans and projects requiring intergovernmental coordination; provide timely data and intelligent tools to aid in implementation of State and local land use, conservation, community enhancement, and business development policies; support and enhance the vitality of towns, cities, and rural centers with existing or planned infrastructure; encourage economic development by enhancing historical resources and leveraging non-State investment; and protect and interpret historic resources.

# **Operating Budget Summary**

Budget Decreases by \$6.0 Million or 20.3% to \$23.6 Million in Fiscal 2021 (\$ in Millions)



Note: Numbers may not sum due to rounding. The fiscal 2020 appropriation includes deficiencies, planned reversions, and general salary increases. The fiscal 2021 allowance includes contingent reductions and general salary increases.

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• The overall adjusted change in the MDP fiscal 2021 allowance is a decrease of \$6.0 million, or 20.3%. The major changes are decreases of \$5.0 million for the 2020 Census Grant Program and \$1.3 million for MDP-led census outreach activities.

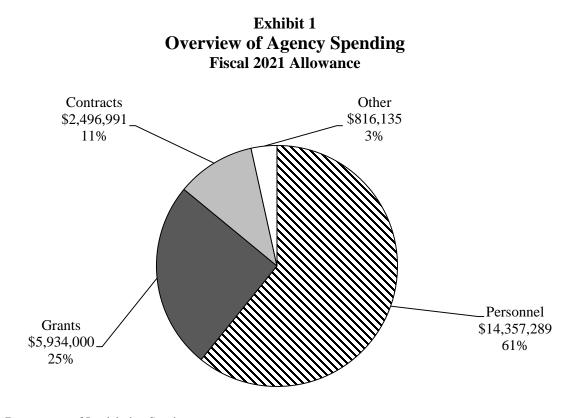
# Fiscal 2020

# **Proposed Deficiency**

The Governor has submitted deficiency appropriations for the fiscal 2020 operating budget for two programs that would increase MDP's appropriation overall by \$58,349 in federal funds from the U.S. Department of the Interior's Historic Preservation Fund Grants-In-Aid funding. This funding reflects the carryover of unspent federal funds from fiscal 2019. The deficiencies would increase the Preservation Services program appropriation by \$45,924 for a contractual full-time equivalent (FTE) easement inspector for the Maryland Historical Trust and would increase the Management Planning and Educational Outreach program appropriation by \$12,425 for salaries and grant funding within the Certified Local Governments grant program.

# **Fiscal 2021 Overview of Agency Spending**

MDP's main expenditure categories are personnel, grants, contracts, and other administrative funding. **Exhibit 1** reflects this breakdown. The personnel category includes the funding for both MDP's 130.0 regular positions and 21.76 contractual FTEs and accounts for \$14.4 million, or 61%, of MDP's fiscal 2021 adjusted allowance. The next largest expenditure category is grants, which accounts for \$5.9 million, or 25%, of the fiscal 2021 adjusted allowance. The largest grant is the \$5.5 million in special funds for the Maryland Heritage Areas Authority (MHAA) grants for certified heritage areas within the Management Planning and Educational Outreach program. The third largest category of spending is contracts. Contracts account for \$2.5 million, or 11%, of the fiscal 2021 adjusted allowance. The main contract is \$0.8 million in general funds for Department of Information Technology (DoIT) service charges that are now being reflected in agency budgets. The other remaining expenditures in MDP's fiscal 2021 adjusted allowance reflect \$0.8 million, or 3%, of MDP's spending.



Source: Department of Legislative Services

# **Proposed Budget Change**

The MDP fiscal 2021 adjusted allowance decreases by \$6.0 million, or 20.3%, relative to the fiscal 2020 working appropriation, as shown in **Exhibit 2**. The major change is a decrease of \$6.3 million in general funds for the 2020 Census preparations, including \$5.0 million to provide grants to nonprofit organizations and local governments for census outreach as part of Chapter 18 of 2018 (2020 Census Grant Program – Establishment and Funding). Fiscal 2021 personnel changes and operating expenditures are discussed as follows.

# Exhibit 2 Proposed Budget Department of Planning (\$ in Thousands)

How Much It Grows:	General <u>Fund</u>	Special <u>Fund</u>	Federal <u>Fund</u>	Reimb. <u>Fund</u>	<u>Total</u>
Fiscal 2019 Actual	\$11,839	\$6,852	\$1,375	\$1,171	\$21,236
Fiscal 2020 Working Appropriation	19,646	7,855	961	1,169	29,631
Fiscal 2021 Allowance	<u>14,441</u>	7,186	1,077	<u>900</u>	23,604
Fiscal 2020-2021 Amount Change	-\$5,206	-\$669	\$117	-\$268	-\$6,026
Fiscal 2020-2021 Percent Change	-26.5%	-8.5%	12.2%	-23.0%	-20.3%

#### Where It Goes: Change **Personnel Expenses** \$277 General salary increase, including deficiencies and cost-of-living allowances ..... Retirement contributions ..... 128 Other fringe benefit adjustments ..... 8 -58 Reclassification ..... Employee and retiree health insurance..... -148 **Other Changes** 2020 Census Travel for outreach ..... -51 Census printing materials ..... -215 Maryland Department of Planning Census outreach..... -1.039-5,000 2020 Census Grant Program..... Redistricting Outside legal/consulting services ..... 322 Computers and two printers..... 110 2 contractual full-time equivalents ..... 98 Maptitude mapping software license..... 73 Administrative expenses..... 70 Grants National Park Service Underrepresented Communities grant ..... 50 Maryland Heritage Areas Authority one-time emergency grant funding..... -617 Other 345 Managing Maryland Archaeological Conservation Laboratory collections..... Fiscal 2020 deficiencies for Historic Preservation Fund Grants-In-Aid funding..... -53 State-controlled subobjects..... -77 -249 Other..... Total -\$6,026

Note: Numbers may not sum due to rounding. The fiscal 2020 appropriation includes deficiencies, planned reversions, and general salary increases. The fiscal 2021 allowance includes contingent reductions and general salary increases.

# Personnel

Overall personnel expenditures for MDP increase by \$206,977 in the fiscal 2021 adjusted allowance. The major change is a net increase of \$276,936 for salaries, which reflects an increase of \$132,558 for the general salary increase in fiscal 2021 as a result of hiring new staff above the budgeted base, \$49,035 for the annualization of the fiscal 2020 1% cost-of-living allowance, and \$100,768 for the fiscal 2021 2% cost-of-living allowance. These increases are offset partially by a decrease of \$5,425 due to a one-time deficiency in fiscal 2020. Other changes in the fiscal 2021 allowance include an increase of \$127,543 for retirement contributions and decreases of \$147,943 for employee and retiree health insurance and \$58,287 for reclassification funding.

# **Other Changes**

Overall, the nonpersonnel portion of the MDP fiscal 2021 adjusted allowance decreases by \$6,233,202. The major categories of change are the 2020 Census, redistricting, grants, and other administrative expenses.

## 2020 Census

Funding decreases by \$6,305,034 in general funds for 2020 Census preparations. This is comprised primarily of a decrease of \$5,000,000 in general funds to provide grants to nonprofit organizations and local governments for census outreach as part of Chapter 18. Other changes include decreases of \$1,038,847 for developing a census outreach program for hard-to-count areas, including advertising and accessing hard-to-reach populations to be administered by MDP, \$215,387 in general funds for printing materials related to the census, and \$50,800 in general funds for travel to conferences and trainings for promoting a full and accurate count. The 2020 Census is discussed further as a Key Observation in this analysis.

# Redistricting

The redistricting process follows the 2020 Census. In the fiscal 2021 allowance, there is a total of \$673,000 in general funds for this process in the Planning Data and Research Program. The funding consists of increases of \$322,155 for anticipated outside legal/consulting services; \$109,742 for computers and two printers to print the maps for the new districts; \$98,233 for two contractual FTEs; \$73,270 for Maptitude mapping software licenses; and \$69,600 for other administrative expenses, such as training, education, postage, and printing.

### Grants

Under grants, there is an increase of \$50,000 in federal funds in the Management Planning and Educational Outreach program. This funding reflects the U.S. Department of the Interior's National Park Service Historic Preservation Fund Grants-in-Aid (Underrepresented Communities) funding. The grant is anticipated to be received in late calendar 2020, so it is included in the fiscal 2021 allowance. The funding would be used to perform surveys and inventories of historic properties associated with communities underrepresented in the National Register as well as the development of nominations to

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the National Register for specific sites. In particular, the grant would fund a project focusing on the Asian American historic context in Baltimore City.

The largest change is a decrease of \$617,710 in special funds in the Management Planning and Educational Outreach program for MHAA grant funding. The reduction reflects the use of one-time funding in fiscal 2020 from the fiscal 2019 balance that was brought in by budget amendment to fund MHAA reserve list grants. The total grant funding for fiscal 2021 is \$5,530,000.

There is no change in the Maryland Humanities Council funding of \$257,000 in the Management Planning and Educational Outreach program, but there is a change in the fund split. The fiscal 2021 allowance includes \$257,000 in general funds, which reflects a shift from \$150,000 in reimbursable funds that was previously allocated for Maryland History Day and other programming from the horse racing funding provided under Section 11-403(a)(9)(iii) of the Business Regulation Article. The distribution of State Lottery revenues to the horse racing special fund, from which the Maryland Humanities Council funding is allocated, terminated on June 30, 2019, per Chapter 727 of 2016 (The Maryland International and Preakness Stakes Incentive Act). Chapter 727 was modified subsequently by Chapters 184 and 185 of 2019 (Horse Racing – Maryland International and Preakness Stakes Incentives – Modifications), which removed the \$1.0 million annual distribution of State lottery revenues to the horse racing special fund. Fiscal 2020 funding was available for the Maryland Humanities Council because the distributions from the horse racing special fund continued after fiscal 2019 but only to the extent that those distributions were from State lottery revenues, which ceased on June 30, 2019.

## Other

The largest change in the other administrative expenses category relates to the Maryland Archaeological Conservation Laboratory. There is an increase of \$345,217 in general funds for the moving and storage of the collections at the laboratory prior to the start of construction on the laboratory in fiscal 2022.

The fiscal 2020 deficiency includes \$52,924 in federal funds from the U.S. Department of the Interior's National Park Service Historic Preservation Fund Grants-in-Aid (Underrepresented Communities) funding. This reflects one-time funding of \$45,924 for a contractual FTE to monitor easements and \$7,000 for the Certified Local Governments grant program. Therefore, there is a decrease of \$52,924 in federal funds.

In addition, there is a net decrease of \$76,932 for State-controlled costs. The changes in State-controlled costs include decreases of \$116,882 for the DoIT services allocation, \$1,757 for the retirement administrative fee, \$1,469 for the Office of the Attorney General administrative fee, and \$794 for the statewide personnel system, which are partially offset by increases of \$21,767 for Human Resources Shared Services, \$14,706 for the enterprise budgeting system, \$7,482 for Administrative Hearings, and \$15 for Annapolis Data Center charges.

	FY 19 <u>Actual</u>	FY 20 <u>Working</u>	FY 21 <u>Allowance</u>	FY 20-21 <u>Change</u>
Regular Positions	129.00	130.00	130.00	0.00
Contractual FTEs	11.20	22.06	21.76	-0.30
Total Personnel	140.20	152.06	151.76	-0.30
Vacancy Data: Regular	• • •			
Turnover and Necessary Vacance Excluding New Positions	ies,	8.50	6.54%	
Positions and Percentage Vacant	t as of 12/31/19	14.00	10.77%	
Vacancies Above Turnover		5.50		

# Personnel Data

- Overall, regular positions remain unchanged between the fiscal 2020 working appropriation and the fiscal 2021 allowance. In fiscal 2020, a number of positions are reflected as moving between MDP's programs. This reflects payroll reconciliation so that positions are charged where they are budgeted.
- MDP has 14 vacant positions as of December 31, 2019. Five positions have been vacant for more than a year. The status of these 5 positions is as follows: administrator I (Operations Division) setting up interviews; administrative officer I (Research Survey and Registration) reclassified as a capital grants administrator and extended a verbal offer; planner IV (Planning Data and Research) currently recruiting; planner IV (Planning Data and Research) currently recruiting; and principal planner (Planning Coordination) on hold due to turnover with recruitment beginning shortly.
- Contractual FTEs decrease by a net of 0.3 positions in the fiscal 2021 allowance.
- The MDP turnover rate is decreased from 6.68% to 6.54% in the fiscal 2021 allowance, reflecting a shift from 8.68 necessary vacancies to 8.5 vacancies. This turnover rate is currently exceeded by 5.5 vacancies given the 14 vacancies, or 10.77% vacancy rate, as of December 31, 2019.

# Key Observations

# 1. MDP Reports on 2020 Census Grant Program as Focus Shifts to Redistricting

The fiscal 2020 budget includes \$5.0 million in general funds for the 2020 Census Grant Program created by Chapter 18 and an additional \$1.3 million for MDP to conduct statewide outreach on census preparation. For fiscal 2021, MDP's budget includes \$673,000 for redistricting expenses.

The committees requested that MDP submit a report on both the 2020 Census Grant Program and the MDP outreach program. The submitted report notes that MDP's goal is to be in the top 10 states for self-response rate in 2020. The 2020 Census Grant Program grant criteria included the following: goals and objectives; project readiness and timeline; budget; applicant qualifications and organizational capacity; project impact; project focus; and partnerships. MDP originally received 36 applications for a total request of \$4,099,321. Ultimately, 34 applications with signed grant agreements were funded for \$4,066,821, which leveraged the same amount of funding for a total impact of \$8,133,642. The remaining \$933,179 was allocated as follows: \$300,679 to the Maryland Complete Count Committee; \$300,000 in \$20,000 grant amounts to the 15 counties that did not receive initial funding; and \$332,500 to 32 municipalities.

In terms of other census outreach efforts, the report notes that MDP continues to collaborate with the U.S. Census Bureau and coordinate with local jurisdictions and is implementing a four-phase strategic outreach plan: education; awareness; motivation; and reminder and thank you. In addition, other State agencies have been enlisted for outreach. One of the major funding collaborations is with Maryland Public Television (MPT), in which MDP has invested \$1,150,000 through an interagency agreement to provide media services. The Maryland Complete Count Committee has received \$300,679 from the 2020 Census Grant Program, as noted previously, and another \$150,000 from MDP's 2020 Census outreach budget as part of a total budget of \$450,679 for outreach activities. In turn, the Maryland Complete Count Committee plans to invest approximately \$190,000 to supplement MDP's interagency agreement with MPT, with approximately \$70,000 for advertising on buses and trains and approximately \$112,000 for billboard advertisements. Finally, the report notes the progress of local jurisdiction Complete Count Committee operations in the 23 counties and Baltimore City. The Department of Legislative Services recommends that committee narrative be adopted requesting information on the outcome of the 2020 Census.

# 2. State Development Plan Submitted

Executive Order 01.01.2017.18 – State Development Plan rescinded Executive Order 01.01.2011.22 – PlanMaryland. The new executive order acknowledged that PlanMaryland was due for an update, which should involve local jurisdiction input and not be considered as usurping local government comprehensive plans. As a result, MDP worked with the Smart Growth Subcabinet and the Maryland Sustainable Growth Commission, local governments, and other stakeholders to prepare

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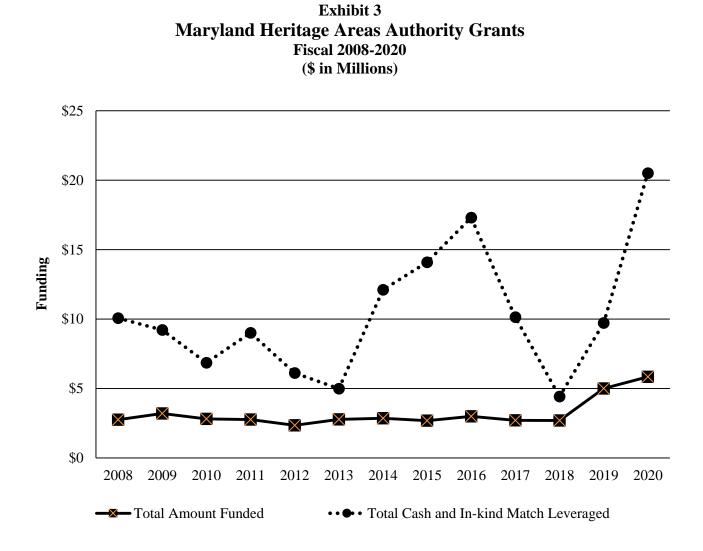
a revised State development plan to replace PlanMaryland. The updated plan, A Better Maryland, was unveiled on August 7, 2019.

A Better Maryland is broken down into the following topics, each of which has several strategies: sustaining the environment into the future; preserving land; adapting and becoming resilient to climate change; improving economic growth and development in existing communities; tackling the economic and workforce development needs of the next century; meeting clean and renewable energy goals; addressing Maryland's transportation, infrastructure, and technological challenges and opportunities; creating workforce/affordable housing; protecting historic and cultural resources; and creating quality places. The tools that will be used to implement the strategies include the following: increased technical assistance; publication of planning models and guidelines; planning forums; Smart Growth Subcabinet review of State programs and progress; and white papers, interactive dashboards, and story maps. Action items associated with strategies will be noted on A Better Maryland's Digital Resource Center website, which includes information about other State plans, areas of critical State concern, State programs provided to local jurisdictions, and other resources.

# 3. MHAA Grants Funded and Funding Leveraged Increased Substantially in Fiscal 2020

MDP's fourth goal is to encourage economic development by enhancing historical resources and leveraging non-State investment. Under this goal, MDP has an objective to achieve a target non-State leverage ratio of 1:1 or greater for MHAA grant awards. In fact, a 1:1 match is required for all grantees, so the 1:1 match may be seen as a floor on top of which the overmatch for projects – the non-State support for the whole, beyond the grant funds and required matching funds – is a more appropriate goal.

As shown in **Exhibit 3**, MDP has met its 1:1 non-State leveraging ratio goal between fiscal 2008 and 2020. While MHAA does not control the applications submitted, the leveraging of non-State investment is an important component of the review criteria even though it relies heavily on the types of projects funded and the size of those projects. Fiscal 2020 saw the highest grant funding provided between fiscal 2008 and 2020 due to the additional \$3.0 million in transfer tax funding made available by Chapter 660 and 661 of 2017 and the use of \$617,710 in fund balance that was used to fund 15 projects from the Reserve List, which was offset partially by \$130,000 held in reserve for potential emergency projects. In addition, fiscal 2020 funding reflects the greatest amount of non-State support leveraged, which is comprised of \$4.9 million in required cash match, \$0.6 million in required in-kind match, and \$15.1 million in additional non-State support, although it is not clear whether additional non-State support has been included in prior year leveraging calculations.





# **Operating Budget Recommended Actions**

## 1. Adopt the following narrative:

2.

**Outcome of the 2020 Census:** The committees are interested in the outcome from the 2020 Census, in particular, the influence on Maryland's self-response rate of the 2020 Census Grant Program created by Chapter 18 of 2018 (2020 Census Grant Program – Establishment and Funding), the Maryland Department of Planning's (MDP) own census outreach efforts, and the work of the Maryland Complete Count Committee. Therefore, the budget committees request that MDP report on whether Maryland met its goal of being in the top 10 states for self-response rate; the lessons learned from the 2020 Census Grant Program, MDP's own census outreach efforts, and the work of the Maryland the work of the Maryland Complete Count Committee Count Committee; and the funding and resources needed to improve the self-response rate for the 2030 census. The budget committees request that the report be submitted by January 1, 2021.

Information Request	Author	Due Date		
Outcome of the 2020 Census	MDP	January 1, 2021		
		Amount <u>Reduction</u>		Position <u>Reduction</u>
Abolish a vacant principal planner position in the Planning Coordination program. PIN 032069 has been vacant for over a year, and the agency claims that the position is being held vacant to meet turnover expectancy despite the agency having sufficient vacancies year-round to satisfy projected turnover.		\$ 104,221	GF	1.0
Total General Fund Reducti	ions	\$ 104,221		1.0

# **Updates**

• *MHAA Study:* MDP completed an economic impact study of 12 of Maryland's 13 certified heritage areas using the IMPLAN input-output model in November 2017 and released the study in December 2018. Subsequently, MDP convened a working group of stakeholders to develop a template for a program impact study that will look beyond the economic impact of certified heritage areas. This expanded review will address more qualitative factors such as quality of life and the preservation of historic resources and provide for a framework in which data can continue to be collected and analyzed after the study is completed. The firm Parker Phillips, LLC has been hired to complete the program impact study, and the final report is anticipated to be completed in spring 2020.

# Appendix 1 2019 Joint Chairmen's Report Responses from the Maryland Department of Planning

The 2019 *Joint Chairmen's Report* (JCR) requested that Maryland Department of Planning (MDP) prepare one report. Electronic copies of the full JCR responses can be found on the Department of Legislative Services Library website.

• *Census Outreach Efforts Report:* The committees requested that MDP submit a report on both the 2020 Census Grant Program and the MDP outreach program. The submitted report notes that MDP has allocated the \$5.0 million in 2020 Census Grant Program funding and has leveraged both U.S. Census Bureau and local Complete Count Committees support in order to meet the goal of being in the top 10 states for census self-response rate in 2020.

# Appendix 2 Object/Fund Difference Report Department of Planning

FY 20					
	FY 19	Working	FY 21	FY 20 - FY 21	Percent
Object/Fund	Actual	Appropriation	Allowance	Amount Change	<u>Change</u>
Positions					
01 Regular	129.00	130.00	130.00	0.00	0%
02 Contractual	11.20	22.06	21.76	-0.30	-1.4%
Total Positions	140.20	152.06	151.76	-0.30	-0.2%
Objects					
01 Salaries and Wages	\$ 12,056,637	\$ 13,017,672	\$ 13,080,271	\$ 62,599	0.5%
02 Technical and Special Fees	508,816	1,102,051	1,078,050	-24,001	-2.2%
03 Communication	206,498	52,685	55,797	3,112	5.9%
04 Travel	126,152	140,702	101,541	-39,161	-27.8%
06 Fuel and Utilities	285,959	282,990	278,990	-4,000	-1.4%
07 Motor Vehicles	105,659	46,223	33,065	-13,158	-28.5%
08 Contractual Services	1,332,499	3,154,419	2,496,991	-657,428	-20.8%
09 Supplies and Materials	186,950	171,004	198,535	27,531	16.1%
10 Equipment – Replacement	191,446	6,000	6,000	0	0%
11 Equipment – Additional	3,773	3,975	82,711	78,736	1980.8%
12 Grants, Subsidies, and Contributions	6,171,076	11,494,710	5,934,000	-5,560,710	-48.4%
13 Fixed Charges	60,602	50,825	59,626	8,801	17.3%
Total Objects	\$ 21,236,067	\$ 29,523,256	\$ 23,405,577	-\$ 6,117,679	-20.7%
Funds					
01 General Fund	\$ 11,838,937	\$ 19,603,042	\$ 14,264,653	-\$ 5,338,389	-27.2%
03 Special Fund	6,851,748	7,852,623	7,176,087	-676,536	-8.6%
05 Federal Fund	1,374,868	898,936	1,064,417	165,481	18.4%
09 Reimbursable Fund	1,170,514	1,168,655	900,420	-268,235	-23.0%
Total Funds	\$ 21,236,067	\$ 29,523,256	\$ 23,405,577	-\$ 6,117,679	-20.7%

Note: The fiscal 2020 appropriation does not include deficiencies, planned reversions, or general salary increases. The fiscal 2021 allowance does not include contingent reductions or general salary increases.