Baltimore County Council Structure Review Workgroup

Meeting #2

December 11, 2023, 5:30 p.m.

Workgroup Requirements:

- Workgroup was established by Council Resolution 32-23

- Meet on a monthly basis.

- Research the composition of peer legislative bodies in the State of Maryland and nationwide.

- Review demographic data and trends for Baltimore County and the State of Maryland.

- Obtain data on the potential taxpayer costs associated with a potential increase in the number of Councilmembers.

- Research, review, and report on other relevant issues the Workgroup deems appropriate.

- Convene at least one public hearing and consider input from the public.

- Submit a written report with analysis and recommendations to the Council by March 31, 2024.

Population and Demographics of Baltimore County

Baltimore County Population: 1950 - Present
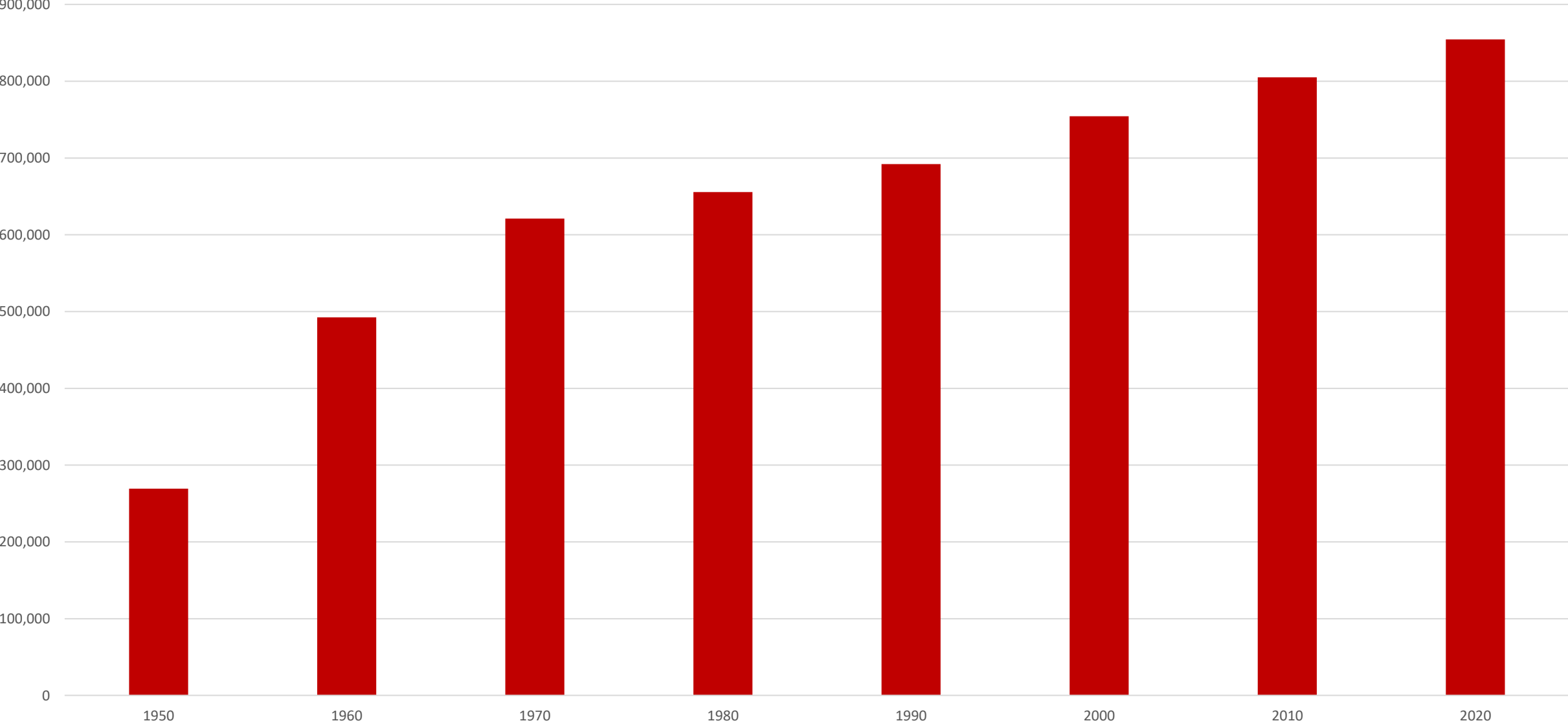
Source: United States Census Bureau

Takeaways from Population Growth

- Baltimore County Council was created in 1956, amid the fastest growing period in the County's history.

- Since 1956, the County's population has more than doubled, growing to more than 854,000 residents.

Demographic Trends: 1950-Present

Demographic Trends in Baltimore County
1950-Present
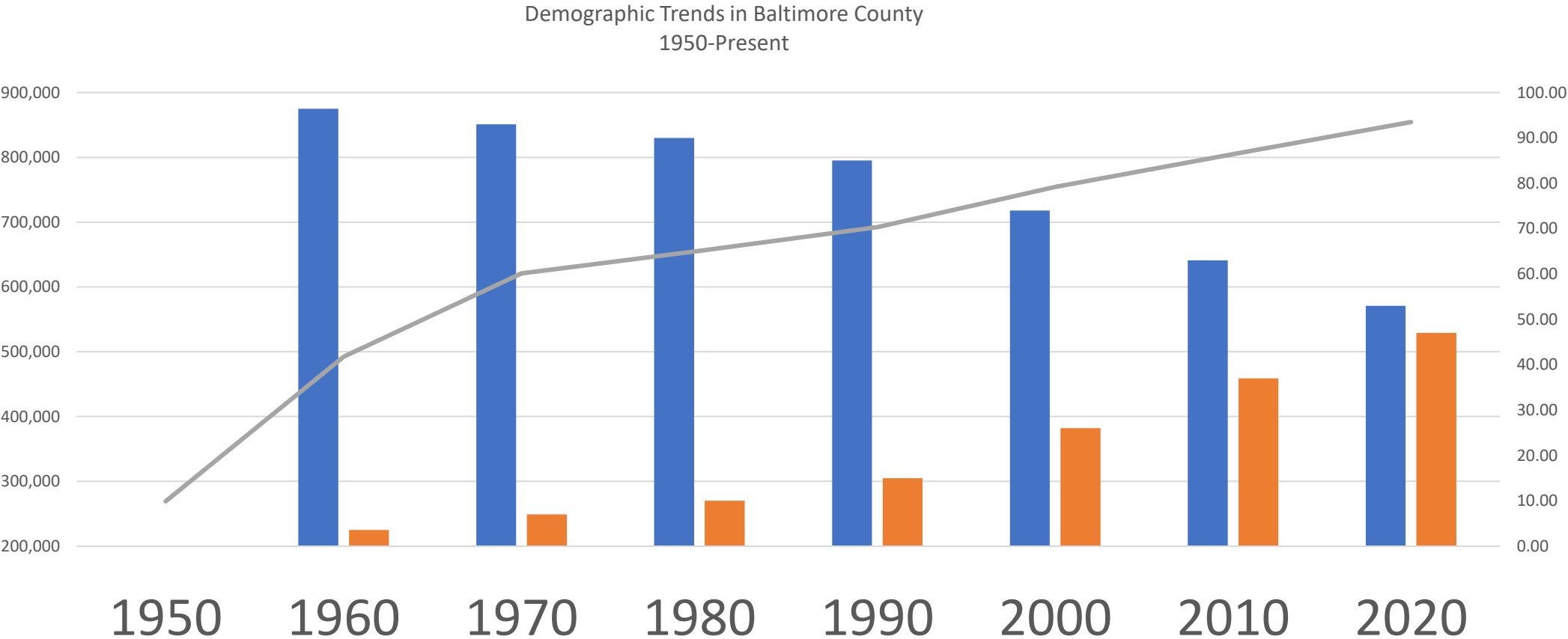
- Population is continuing to grow steadily.
- People of color now make up nearly half of County's population.

Source: United States Census Bureau

Baltimore County Demographics (cont'd)

- West side of Baltimore County is Majority Black, especially along Liberty Road corridor.
- Northern Baltimore County is predominantly white, with diverse communities in Cockeysville.
- East side of Baltimore County growing increasingly diverse, especially in Parkville, Rosedale, and Rossville.
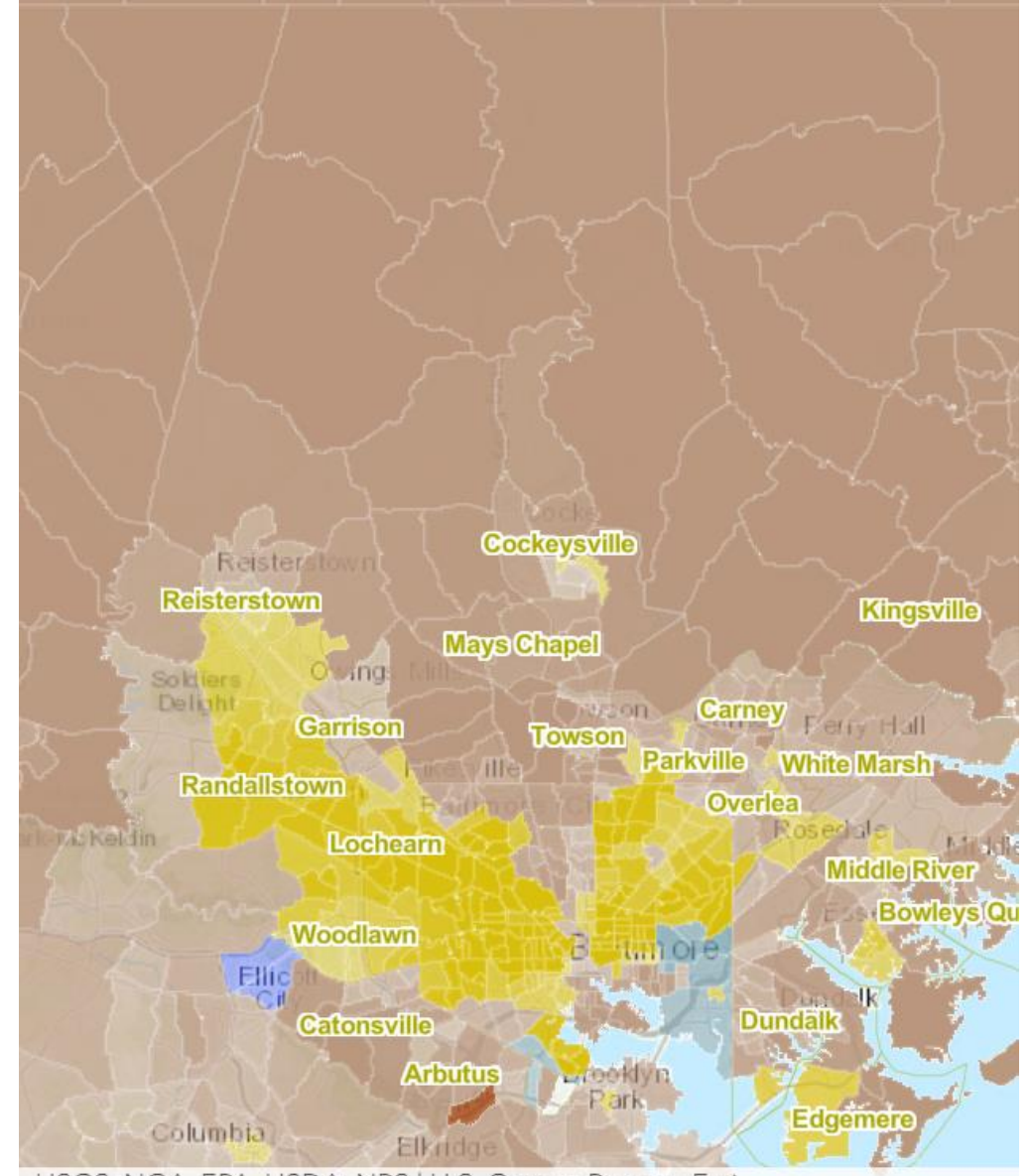
Map developed with ARC-GIS using Census Data

Key:
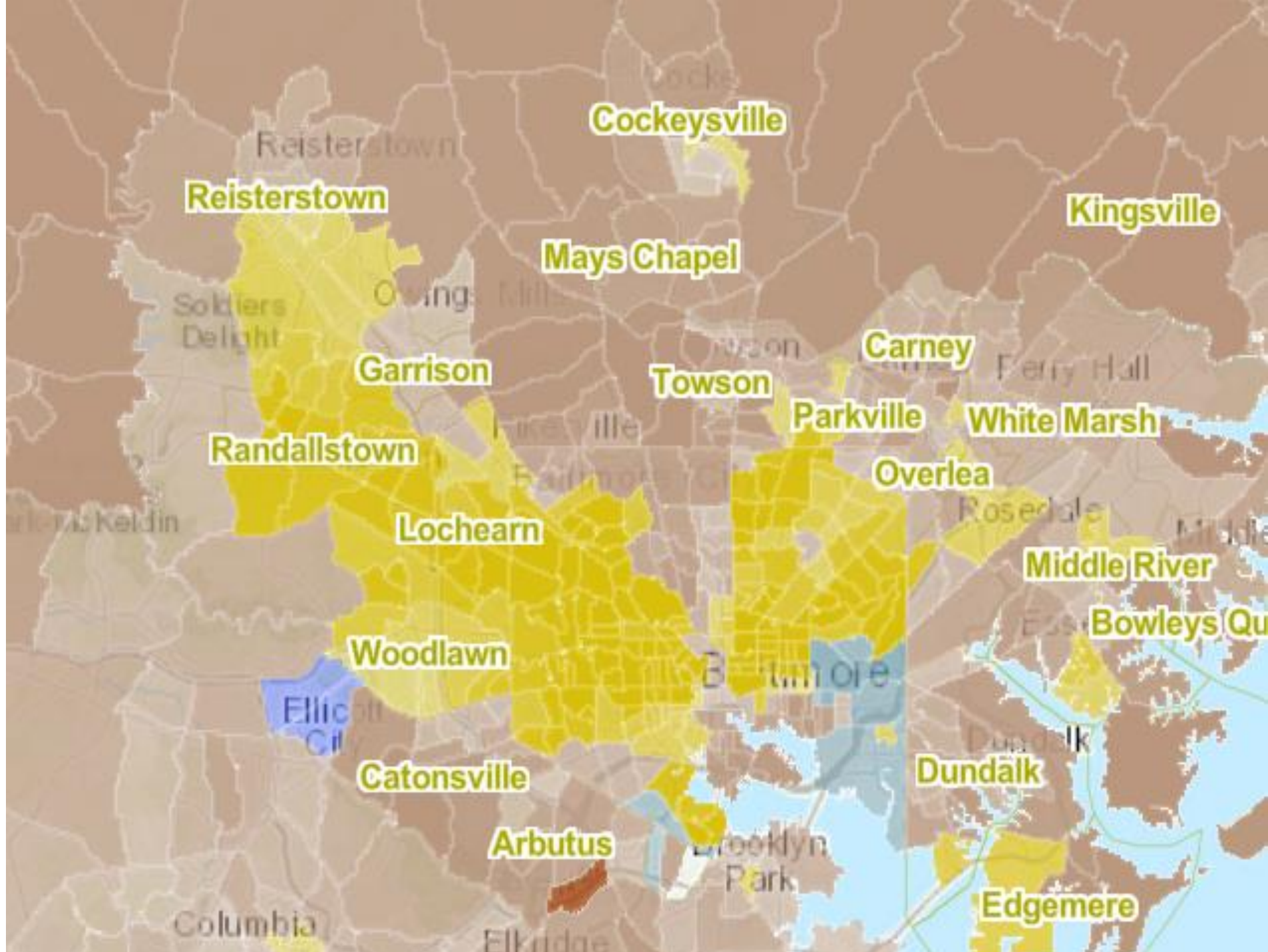
Yellow: Majority Black Precinct

Red: Majority White Precinct
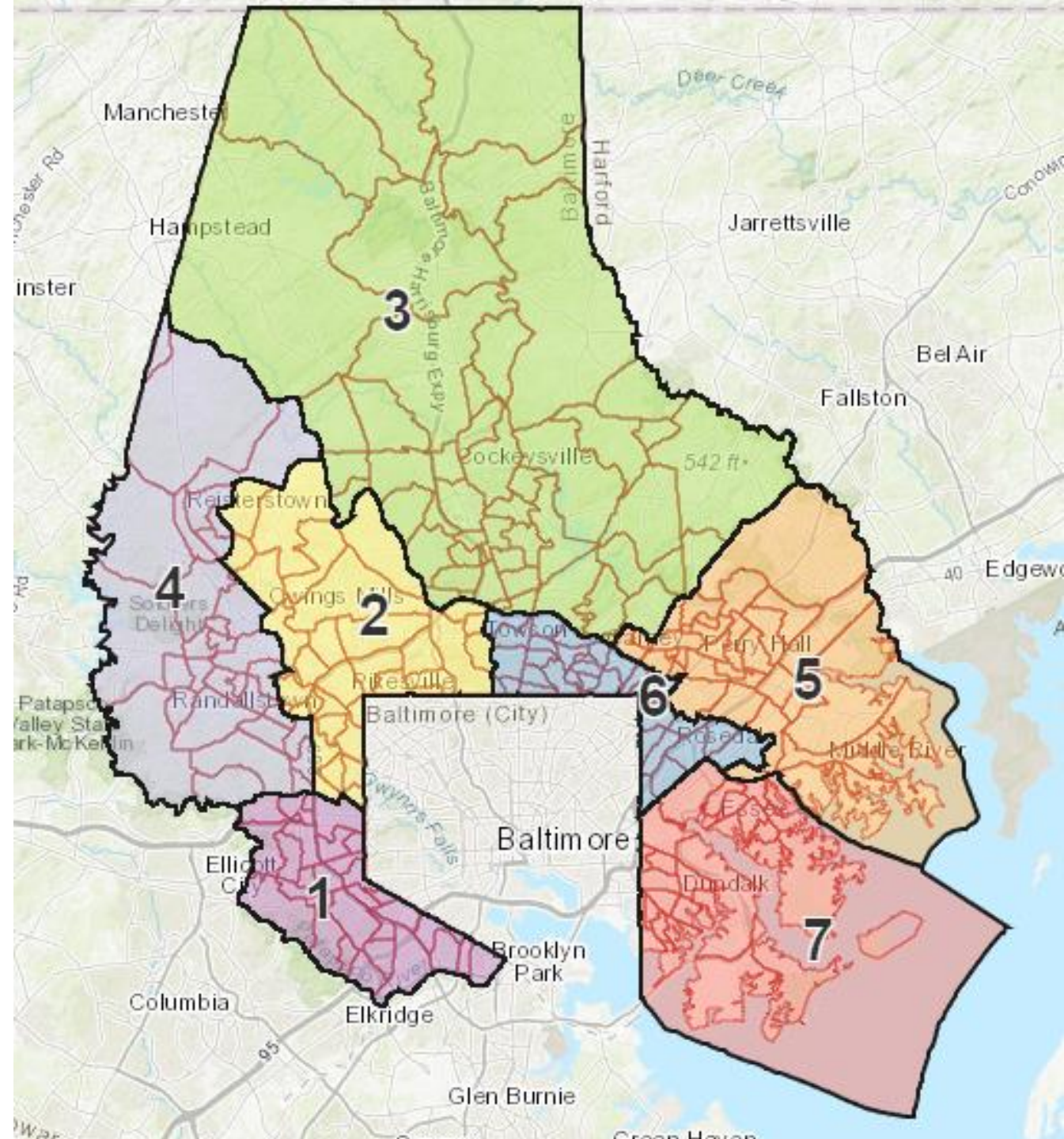
Blue: Majority Asian

Gray: Majority Hispanic/Latino

Council Districts Total Population

District	Total Population
D1	120,492
D2	117,868
D3	120,742
D4	120,066
D5	122,422
D6	127,655
D7	127,428

Demographics by Council District : Total Population

Council District	White	Black	Hispanic/ Latino	Asian	Two or More	Native American	Pacific Islander	Other
D1	46.61%	27.66%	8.72%	11.65%	4.53%	0.19%	0.02%	0.61%
D2	44.07%	41.33%	6.57%	4.02%	3.26%	0.14%	0.02%	0.60%
D3	75.03%	7.53%	5.55%	7.60%	3.70%	0.13%	0.04%	0.41%
D4	22.16%	62.34%	6.47%	4.62%	3.62%	0.14%	0.03%	0.63%
D5	62.12%	18.91%	4.85%	9.20%	4.29%	0.19%	0.03%	0.39%
D6	50.80%	31.46%	6.97%	5.85%	4.16%	0.20%	0.03%	0.52%
D7	60.97%	19.50%	10.96%	1.95%	5.50%	0.58%	0.03%	0.51%

Demographics by Council District: Total Population

White | Black | Hispanic/Latino | Asian | Two or More | Native American | Pacific Islander | Other
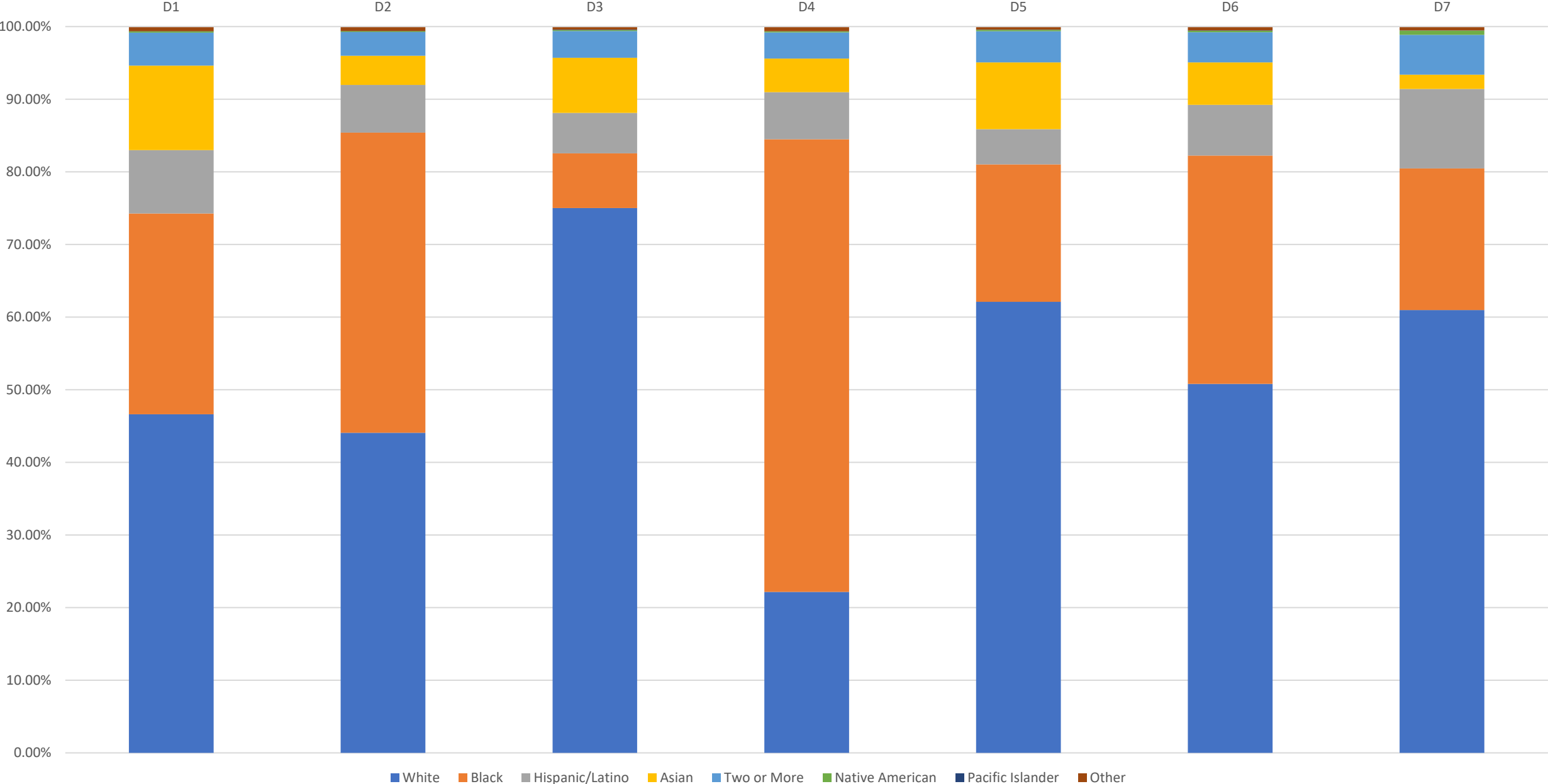
Council Districts Voting Age Population

District	Voting Age Population
D1	94,254
D2	92,191
D3	95,081
D4	93,830
D5	96,069
D6	102,122
D7	98,098

Demographics by Council District: Voting Age Population

	White	Black	Hispanic/Latino	Asian	Two or More	Native American	Pacific Islander	Other
D1	49.87%	27.39%	7.31%	11.16%	3.56%	0.18%	0.03%	0.50%
D2	45.80%	41.22%	5.52%	4.12%	2.65%	0.15%	0.02%	0.51%
D3	77.74%	7.01%	4.58%	7.39%	2.75%	0.12%	0.05%	0.36%
D4	24.82%	61.12%	5.58%	4.64%	3.14%	0.14%	0.02%	0.54%
D5	66.37%	16.91%	3.96%	8.92%	3.26%	0.20%	0.03%	0.35%
D6	54.15%	29.91%	6.09%	5.93%	3.26%	0.21%	0.20%	0.43%
D7	65.96%	17.95%	8.80%	1.96%	4.26%	0.62%	0.03%	0.42%

Demographics by Council District: Voting Age Population

White   Black   Hispanic/Latino   Asian   Two or More   Native American   Pacific Islander   Other
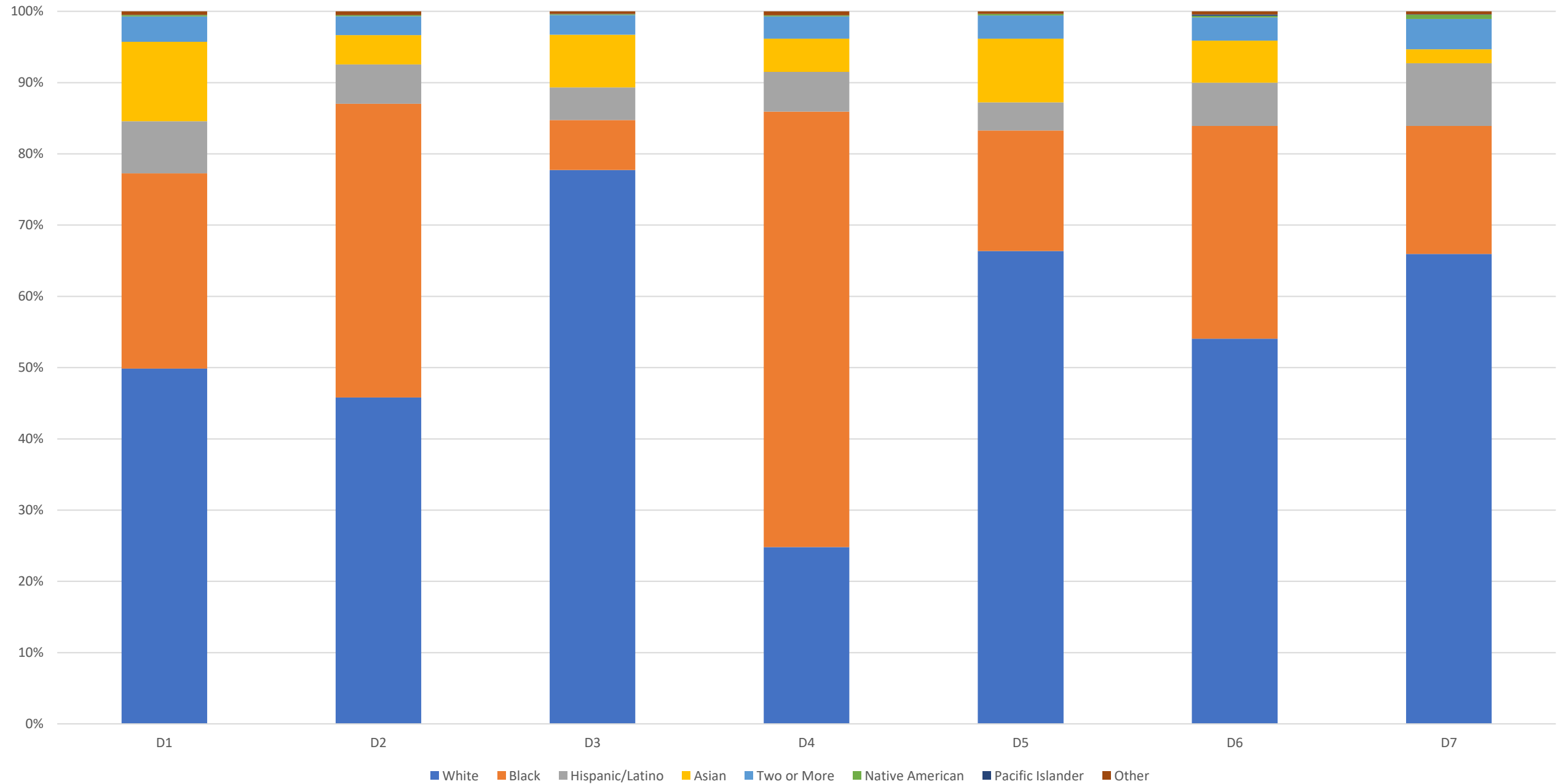
Comparison to Maryland's "Big 8" Jurisdictions

	Population	Members	Pop. Per Member	Districts	Pop. Per District	Governance Structure	At Large
Montgomery	1,062,061	11	96,551	7	151,723	Executive-Council	4
Prince George's	967,201	11	87,927	9	107,466	Executive-Council	2
Baltimore County	854,535	7	122,076	7	122,076	Executive-Council	No
Anne Arundel	588,261	7	84,037	7	84,037	Executive-Council	No
Baltimore City	583,132	15	38,875	15	38,875	Mayor-Council	1
Howard	332,317	5	66,463	5	66,463	Executive-Council	0
Frederick	271,717	7	38,816	5	54,343	Executive-Council	2
Harford	260,924	7	37,274	6	43,487	Executive-Council	1

Recap: Baltimore County Demographics

- Baltimore County has more than doubled in size since establishing a 7-member Council in 1956.

- At 122,076 residents per district, Baltimore County has the highest ratio of Residents per Councilmember in the state.

- Baltimore County has the second highest ratio of Residents per Council District, only behind Montgomery County (151,723), where there are seven districts and four at-large positions.

Recap: Baltimore County Demographics (cont'd)

- Nearly half of Baltimore County's population now consists of people of color.
  - West side of Baltimore County is Majority Black.
  - East side is increasingly diverse.
- One Majority Black Council District; District 4.
- One Majority Minority Council District; District 1.
- Districts 2 and 6 are both approaching 50 percent People of Color.

Governance Structure, Roles, and Responsibilities

An Overview of Baltimore County Government

- Population: 854,535 (2020 Census).
  - 3rd most populous Maryland County, after Montgomery and Prince George's.
- Geographic Size: 682 square miles.
  - 3rd largest Maryland county by land area, after Frederick and Garrett.
  - Surrounds the independent City of Baltimore on three sides.
- Form of Government: "Executive-Council" Charter (est. 1956).
- County Council: 7 members (elected by district).
- Incorporated Cities or Towns: 0.
- Annual Operating Budget: $2.7 Billion (including $1 Billion for BCPS).

Overview of Government Structures

- Four primary layers of government: Federal, State, County, and Municipal
  - Federal: President and Congress
  - State: Governor and Maryland General Assembly
  - County: County Executive and Council
  - No municipalities
- Each level has different responsibilities
  - Federal level has more influence on national issues, matters of national security and foreign policy, and other issues.
  - State legislators have focus on laws that affect entire state, budget, and education.
  - County level very focused on land use, education, public safety, public works and infrastructure, solid waste, and the water and sewer system.
  - Municipal governments have many of the same responsibilities of county governments, but often not as involved with school system, library system, or community colleges.

The Baltimore County Council

- Established as 7-member County Council in 1956.
  - Each member is elected by district.
  - Previously, Baltimore County had seven Commissioners, elected County-wide.
- Led by Council Chair, who is selected annually and voted on by fellow Councilmembers.
- The County Council serves as the Legislative Branch of Baltimore County Government, separate from the Executive Branch, led by the County Executive.

County Council Roles and Responsibilities

- Zoning Authority: Council has primary control over zoning
- Oversight of Budget: Votes on budget and can make cuts
- Drafting and voting on legislation
- Votes to approve on Department Heads and Board members appointed by County Executive
- Voting on certain County contracts
- Providing constituent services support

Comparison to other Levels of Government

- Baltimore County has <u>no municipalities</u>, like towns or cities.
  - Towns and cities, like Bel Air in Harford County or Annapolis in Anne Arundel County, are smaller governments below the County level.
  - Often have a Mayor and Town Council, with their own budget and land use authorities.
- Baltimore County has 24 Census Designated Places, which are unincorporated communities that are statistically similar to a municipality, but do not have a government structure.
  - Examples include Towson, Catonsville, and Dundalk.

Roles and Responsibilities of Counties and Municipalities in Maryland

- County and Municipal Governments often serve similar roles and functions, but there is not universal overlap.
- Overlap may be seen in planning and zoning, public safety, public works, transportation, recreation and parks, economic development.
- Counties generally are more actively involved in education, community colleges, libraries, and health departments.
- Municipalities may, sometimes, take a more active role than the County in "extracurriculars," such as parades, festivals, tree lightings.

Roles and Responsibilities of Counties and Municipalities (cont'd)

- Creating municipalities is **<u>NOT</u>** within the scope of the workgroup, nor is it a staff recommendation.

- This is an exercise to examine other structures and how they can provide additional representation in government.

- The mandate of this Workgroup to examine other structures and how they can provide additional representation in government.

- Because there are so many counties in the U.S. with municipalities, understanding their role in local government is important.

County and Municipal Governments: Roles and Responsibilities (cont'd)

- Taking a closer look at functions within levels of local government.
- Comparing Baltimore County's functions to the state's seven largest municipalities.
- Comparing the functions of Anne Arundel, Harford, Frederick, and Prince George's Counties to the municipalities within those counties.
  - Planning and zoning
  - Land use
  - Public safety
  - Economic development

Functions	City of Frederick[1]	Gaithersburg[2]	Bowie[3]	Hagerstown[4]	Annapolis[5]	College Park[6]	Salisbury[7]	Baltimore County
Education								X
Libraries								X
Community College								X
Health								X
Police	X	X	X	X	X	X	X	X
Fire		Fire Marshal		X	X		X	X
DPW	X	X	X	X	X	X	X	X
Rec and Parks	X	X	X	X	X	X		X
Economic Development	X	X	X	X	X	X	X	X
Permits, Planning and Zoning	X	X	X	X	X	X	X	X

Anne Arundel County

- Population: 588,261
- 7-member County Council
- 84,037 residents per council district
- Largest municipality: City of Annapolis
  - 40,687 residents
  - Mayor-Council government, with 8 Councilmembers
  - 5,000 residents per district

Anne Arundel County and Annapolis

Functions	Anne Arundel County[8]	Annapolis[5]
Education	X	
Libraries	X	
Community College	X	
Health	X	
Police	X	X
Fire	X	X
DPW	X	X
Transit Service	X	X
Rec and Parks	X	X
Economic Development	X	X
Permits, Planning and Zoning	X	X

Harford County

- Population: 260,924
- 7 Councilmembers and 6 Districts (At-Large Council President)
  - 37,274 residents per Councilmember
  - 43,487 residents per Council District
- Municipalities
  - Aberdeen (16,889 residents)
    - Mayor-Council with 4 Councilmembers
  - Bel Air (10,715)
    - 5 Commissioners
  - Havre de Grace (14,873 residents)
    - Mayor-Council: 6 members, including Council President

Harford County and its Municipalities

Functions	Harford County[9]	Aberdeen[10]	Bel Air[11]	Havre de Grace[12]
Education	X			
Libraries	X			
Community College	X			
Health	X			
Police	X	X	X	X
Fire	X	X		
DPW	X	X	X	X
Rec and Parks	X	X	X	X
Economic Development	X	X	X	X
Permits, Planning, and Zoning	X	X	X	X

Frederick County

- Population: 271,717
- 7 Councilmembers and 7 Council Districts
- 38,816 per council district
- Municipalities
  - City of Frederick (79,588 residents)
    - Mayor-Council with 5 Aldermen
  - Mt. Airy (9,755 residents)
    - Mayor-Council (5 members)

Frederick County and its Municipalities

Functions	Frederick County[13]	Frederick[1]	Mt Airy[14]
Education	X		
Libraries	X		
Community College	X		
Health	X		
Police	X	X	
Fire	X	X	X
DPWT	X	X	X
Rec and Parks	X	X	X
Economic Development	X	X	X
Permits, Planning, and Zoning	X	X	X

Prince George's County

- Population: 967,201
- 11 Councilmembers and 9 Council Districts (2 At-Large)
  - 87,927 residents per Councilmember
  - 107,466 residents per Council District
- Municipalities
  - Bowie (57,644 residents)
    - Mayor-Council with 6 Councilmembers
  - College Park (35,110 residents)
    - Council-Manager with 9 Councilmembers (Chair is called Mayor)

Prince George's County, Bowie, and College Park

Functions	Prince George's County[8]	Bowie[3]	College Park[6]
Education	X		
Libraries	X		
Community College	X		
Health	X		
Police	X	X	X
Fire	X		
DPW	X	X	DX
Rec and Parks	X	X	
Economic Development	X		X
Permits, Planning, and Zoning	X	X	X

Takeaways from County and Municipal Services

- Counties generally provide more services than municipalities.
- Municipalities add extra layer of representation in the form of Mayors, Councilmembers, and other local boards.
- While the services provided by municipalities varies, common themes include public safety, land use planning, and economic development.
- One advantage of municipalities is more attention or resources for land use planning in a specific area.
- As a reminder, Baltimore County has **<u>no</u>** municipalities – all of this work is done by County Administration and Council.

Municipalities vs Census Designated Places (CDP)

- **Municipalities are incorporated** towns or cities, with an active government structure and a legally defined boundary.
- **CDPs** are unincorporated communities that do not have a governmental structure or legally defined boundary.
  - Baltimore County has 32 CDPs, including communities like Catonsville, Towson, and Dundalk.
  - CDPs have no impact on county government or redistricting, but are important for understanding our communities.
  - CDPs are a product of the U.S. Census Bureau that provide meaningful statistics for well-known, unincorporated communities.

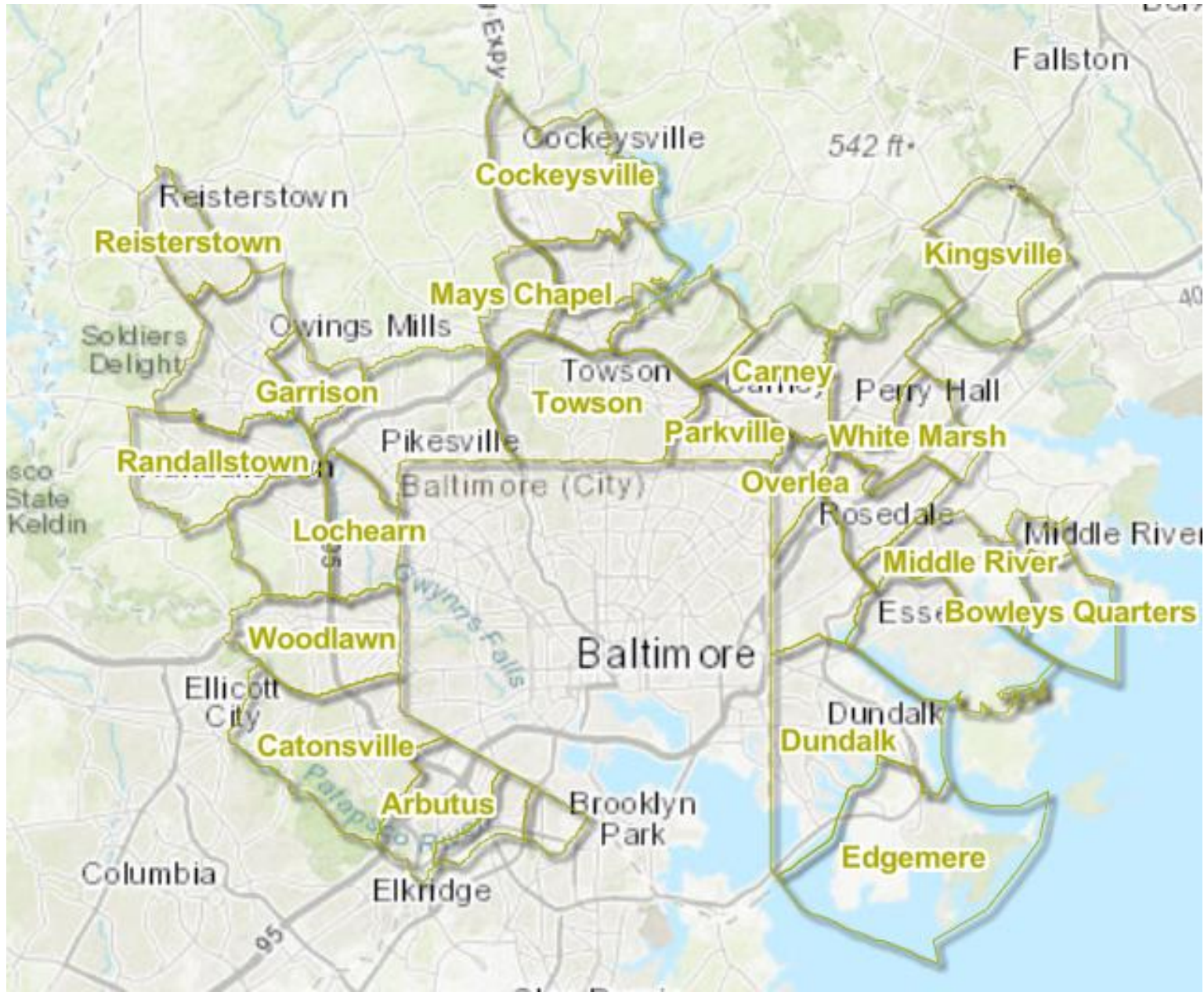# Census Designated Places: Criteria and Guidelines

- Constitute a single, named, contiguous geographic area containing a mix of residential, nonresidential, and commercial uses. Some predominantly residential communities may also be recognized as CDPs.

- Cannot be partially or entirely within an incorporated place or another CDP.

- Can be located in more than one county but cannot cross state boundaries.

- Contain at least some population or housing units. The Census Bureau may request a justification for CDPs delineated with fewer than ten housing units.

- May not have the same name as an adjacent or nearby incorporated place. Adding a directional to the name to differentiate is not acceptable if that name is not in local use.

- Can have a name change if the new name provides a better identification of the community.

- Boundaries should follow visible features such as roads, rivers, railroads, or nonvisible features such as parcel boundaries, adjacent incorporated place boundaries, or other Census Bureau geographies (e.g., school district boundaries, block group boundaries, etc.).

- Source: https://www.census.gov/programs-surveys/bas/information/cdp.html

Comparisons: Baltimore County CDPs

Key Takeaway: Baltimore County's seven most populated CDPs are comparable to the biggest municipalities in the State of Maryland (only excluding Baltimore City and the City of Frederick)

Baltimore County CDP	Population	Similar City or Town
Dundalk	67,796	Gaithersburg (69,522)
Towson	59,553	Bowie (58,226)
Catonsville	44,701	Hagerstown (43,326)
Essex	40,505	Annapolis (40,833)
Woodlawn	39,987	College Park (35,379)
Pikesville	34,168	Salisbury (32,798)
Randallstown	33,655	Laurel (29,959)

Baltimore County's CDPs

CDP	Population	CDP	Population
Arbutus	21,655	Lutherville	6,835
Baltimore Highlands	7,740	Mays Chapel	12,224
Bowleys Quarters	6,853	Middle River	33,203
Carney	29,363	Milford Mill	30,622
Catonsville	44,701	Overlea	12,832
Cockeysville	24,184	Owings Mills	35,674
Dundalk	67,796	Parkville	31,812
Edgemere	9,069	Perry Hall	29,409
Essex	40,505	Pikesville	34,168
Garrison	9,487	Randallstown	33,655
Hampton	5,180	Reisterstown	26,822
Honeygo	12,927	Rosedale	19,961
Kingsville	4,358	Rossville	16,029
Lansdowne	9,004	Timonium	10,458
Lochearn	25,511	Towson	59,553
		White Marsh	10,287
		Woodlawn	39,986

Governance Structure Recap

- Baltimore County has zero municipalities, which add an extra layer of representation and governance.

- Baltimore County's CDPs are comparable in population to some of Maryland's largest municipalities.

- Not a recommendation for municipalities, but a valuable comparison.

- Questions and Open Discussion.

Presentation Recap

- Baltimore County's population has more than doubled since 7-member County Council was created.

- The County has more residents per Councilmember than any other County.

- Baltimore County's population is nearly 50 percent People of Color.

- Baltimore County has no municipalities, despite being the State's third largest jurisdiction.

Open Discussion

References

- 1. "Departments," City of Frederick, accessed December 8, 2023, https://www.cityoffrederickmd.gov/8/Departments.

- 2. "Departments," City of Gaithersburg, accessed December 8, 2023, https://www.gaithersburgmd.gov/government/departments.

- 3. "Departments," Bowie, accessed December 8, 2023, https://www.cityofbowie.org/146/Community-Services.

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- 8. "Departments," Anne Arundel County Government, accessed December 8, 2023, https://www.aacounty.org/departments.

- 9. "Departments," Harford County Government, accessed December 8, 2023, https://www.harfordcountymd.gov/1180/Departments.

- 10. "Departments," City of Aberdeen, accessed December 8, 2023, https://www.aberdeenmd.gov/departments.

- 11. "Departments," Town of Bel Air, accessed December 8, 2023, https://www.belairmd.org/129/Departments.

- 12. "Departments, City of Havre de Grace, accessed December 8, 2023, https://havredegracemd.gov/havre-de-grace-departments/.

- 13. "Departments," Frederick County, accessed December 8, 2023, https://frederickcountymd.gov/7295/Departments.

- 14. "Government Services," Town of Mt. Airy, accessed December 8, 2023, https://www.mountairymd.gov/.

- 15. "Departments & Offices," Prince George's County, accessed December 8, 2023, https://www.princegeorgescountymd.gov/departments-offices.