



# PRINCE GEORGE'S COUNTY BID TOOLKIT

Prince George's County Planning Board Briefing





March 12, 2020



## AGENDA



## Introductions

**Project Overview** 

**Key Findings** 











## HR&A Advisors

is an economic development and real estate consulting firm working at the intersection of the public and private sectors.

Our work transforms communities and revitalizes urban environments in the United States and abroad.



HR&A Advisors

Our Team



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Introductions

**Project Overview** 

**Key Findings** 



## Project Context – DC Metro Region

### District of Columbia

- Georgetown
- Adams Morgan
- Golden Triangle
- DowntownDC
- Mt. Vernon Triangle
- NoMa
- **Capitol Hill**
- SouthWest
- **Capitol Riverfront**
- Anacostia
- Dupont Circle (new)
- **Greater Brookland**
- **Congress Heights**
- H Street
- Shaw
- MidCity (U St and 14<sup>th</sup> St)

### Northern Virginia

- National Landing BID (previously Crystal City BID)
- Ballston
- Rosslyn
- Fairfax Boulevard
- Clarendon Alliance
- Columbia Pike Revitalization Organization
- Lee Highway Alliance
- **Reston Town Center Association**

### Maryland

- Silver Spring (proposed)
- Silver Spring Urban District
- Bethesda Urban Partnership
- Wheaton Urban District
- College Park City-University Partnership
- Greater Bowie Chamber of Commerce

**Existing BIDs** 

Potential BIDs

Select BID-like entities



## Project Context – Local Momentum

2017 Precedent Legislation to **Facilitate BID Formation**  Consensus required to form a BID in Montgomery County, MD:

Property owner signatures



Property owner signatures

Plan Prince George's 2035 Strategic **Investment Priorities** 

- Invest in 3 Downtowns
- Designate an Innovation Corridor
- Revitalize 6 Neighborhood Reinvestment Areas

County Economic **Corridor Studies** 

- Most shopping centers in county are healthy but stagnant
- Some corridors are at risk or failing
- County lacks transit-oriented developments with live-work-play areas



## Project Purpose



Increase local understanding of BIDS

Engage with stakeholders Create tools to facilitate **BID** creation

## Project Process





## Stakeholder Engagement

### **County Agencies**

- **Economic Development Corporation**
- Department of Housing and Community Development
- Redevelopment Authority

### Municipalities

- Town of Capitol Heights
- City of Hyattsville

### Regional BID Case Studies

- NoMa BID
- Crystal City BID

### **Community Development Groups**

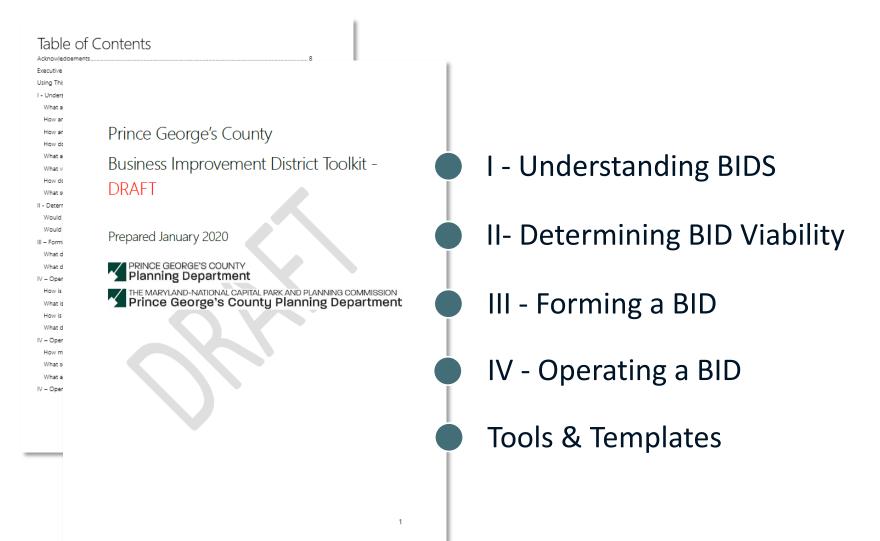
- Hyattsville Community Development Corporation (CDC)
- Northern Gateway CDC
- College Park City-University Partnership

### **Local Developers**

- **Brookfield Properties**
- Terrapin Development Company
- **Urban Atlantic**
- **RPAI**
- **Urban Investment Partners**



## Project Output: BID Toolkit





## I – Understanding BIDs

#### What are concrete examples of services provided by different-sized BIDs?

The Adams Morgan BID in Washington, D.C. exemplifies a small-scale BID that can form around a lively \$662,000 in 2018 with the goal of increasing the cleanliness, safety, and marketing in the Adams Morga neighborhood. Its staff of three—made up of an Executive Director, Operations Manager, and Security Director—focuses on economic development and identity initiatives through small business grants and streetlight banners. A Clean Team removes litter and recycling from 3.5 miles of sidewalk and one acre of park space every da-

about updates and up smaller budget, the Ad

The Oakland Business priented BID. The BID the area's transit acc with maps and directic and utilizing electric bu

that executes a compl

basic maintenance, er while also providing he with the city and other Team to provide first ru on four capital improv additional pedestrian partnership to repair b

Philadelphia Center Cit

Center City District (CC) and maintenance, sa maintenance, and cap the last twenty years, pedestrian signs and m a revitalization progra detailed customer ser commercial leasing, ar

How do BIDs fit into an economic development ecosystem?

BIDs are only one of several tools and structures that can provide economic development services in community. A BID does not replace city services or community planning efforts, but instead provides capacity to implement and activate area/corridor plans. Therefore, before a BID is formed, stakeholders should consider the ways in which a BID adds to and collaborates with the existing economic development ecosystem. See Table 1 for an overview of how BIDs compare to other economic development organizations in Prince George's County.

What sets BIDs apart from the existing organizations is that BIDs are both an economic development organization and a funding tool. RIDs have both the financial and over local economic developmen buy-in, due to the regulator

In Prince George's County, there are already existing associations, or Main Stre organizations, or they could additional capacity to work

> The Prince George's and expand jobs at Greenbelt Station To The Shops at Iversi economic developm Taxes (PILOT), to inc George's County.

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and capacity, bu

Community Dev

#### I - Understanding BIDs

#### What are BIDs, and what do they do?

A Business Improvement District (BID) is an economic development entity that provides a peographically defined district with special services, such as maintenance, streetscape improvements marketing, and public safety. BIDs can function as nonprofit organizations, public-private partnerships and city agencies in some cases. BIDs are typically led by boards that oversee a small staff to coordinate

community plans. BIDs help to advance both public and private objectives, such as economic development, job creation and retention, and growth in sales and property values (see Figure 1).

BIDs have proven to be impactful tools in localities across the country, with widespread use in New York City, Washington D.C., Atlanta and other metro areas. But besides a few examples in the Baltimore region, BIDs have not historically had a big presence in Maryland. In different parts of the country, BIDs may be known under different names, such as community improvement districts (CID), business improvement zones (BIZ), or municipal improvement districts

#### Figure 1. BID Outputs and Outcomes



#### How are BIDs established?

In Maryland, BIDs are authorized by state legislation and must be formed in accordance with the state egislative requirements, the most crucial of which is to meet a threshold of property owner approval BIDs are typically established by a local municipality or an existing economic development organization and they must receive a vote of approval from a certain share of the affected property owners, as

## **Section Components:**

- What are BIDs, and what do they do?
- How are BIDs established?
- How are BIDs funded?
- How do BIDs vary in scale and scope?
- What are concrete examples of services provided by different-sized BIDs?
- What value do BIDs bring to communities and local businesses?
- How do BIDs fit into an economic development ecosystem?
- What support do BIDs receive from local jurisdictions?



## BIDs provide a largely consistent set of services that achieve several key outcomes.

### What do BIDs do?



Marketing

Maintenance of Shared Spaces

Marketing and Events



Business Attraction and Retention



Safety Measures



Capital Improvements

### What do BIDs achieve?

- Preservation and enhancement of real estate value
- Revitalization
- Job growth and economic development
- Fiscal health



BIDs range in size, scope, and sophistication, as they serve different types of community needs.

1	Neighborhood-Level			Large-Scale	
		Anacostia	Silver Spring	Downtown DC	
	Operating Budget	\$ 0.27 M	\$3.2 M	\$11.1 M	
Activities	Commercial Tax Rate	\$.016/sq. ft.	\$.024/sq. ft.	\$.016/sq. ft.	
	Maintenance				
	Marketing				
	Business Attraction & Retention				
	Safety				
	Capital Improvements				

Note: BID tax rates do not have to be consistent across Prince George's County; they can vary based on the density and desire for services in a geographical area.

Sources: Respective BID Business Plans



## BID assessments are self-imposed by taxable properties, but tax-exempt entities can also play an important role within BIDs.

### Example tax-exempt entities in Prince George's County:

- Transit agencies, e.g. WMATA
- Academic institutions, e.g. University of Maryland at College Park
- Local government, e.g. municipal buildings
- Federal government, e.g. the Internal Revenue Service

### Potential non-tax contributions to a BID:

- Provide additional services that complement existing activities, such as investments in wayfinding and beautification
- Offer time and expertise by serving on the Board
- Contribute financially through grants or other in-kind donations

Note: The District of Columbia BID Code states that exempt property owners that voluntarily make a payment to the BID in lieu of the BID tax are entitled to BID membership and services.

### Capitol Riverfront BID Example

The U.S. Department of Transportation (DOT) does not contribute taxes towards the BID, but the DOT awarded the BID a grant for a protected mobility lane through the Transportation Alternatives Program.



The U.S. DOT Walking Museum of Transportation provides beautification and education to the Capitol Riverfront BID.



BIDs complement existing services and organizations in a community, acting as both an economic development organization and a funding tool.

### Prince George's County Economic Development Ecosystem









## II – Determining BID Viability

#### Would a BID be likely to succeed in my community?

The answer to this question depends partly on the following enabling conditions, which are additional conditions that support the necessary conditions of stakeholder buy-in and financial feasibility above, and that help encourage and drive support for BIDs in many

#### A pipeline of economic

A strong local champio

A pipeline of ne and tax assess feasibility of BID Carrolton, Colle new developme

A "champion" r Councilmember Prince George's administering s density and ride

#### An anchor institution or

Many successfu this is a transit s parties can be in single largest or

#### The following section elaborates on these decision points in greater detail Would it be possible for my community to have a BID?

The answer to this question depends on whether the community fits several necessary conditions that capture community characteristics that are prerequisites for a BID to be

#### Predominantly con surrounding real est

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#### Stakeholder interect

Given that B and ongoing There must organization expanding s

#### II - Determining BID Viability

The previous section detailed the many benefits of BIDs. This section reveals why, despite these indisputable benefits, BIDs do not and cannot exist everywhere. While BIDs across the country thrive in different sizes and formats, most BIDs fundamentally require several necessary conditions to exist and enabling conditions to thrive, and their success is further supported by other enabling conditions.

Where "necessary" conditions are not met a variety of alternative solutions exist to ensure that economic development goals can still be advanced.

#### Necessary Conditions: Conditions that are fundamental to BIDs

- Predominantly commercial and multifamily for-rent properties, with multiple private owners of surrounding real estate
- If this condition is not met...

If there is not a concentration of commercial uses due to a greater prevalence of residential uses, then an organization such as a Neighborhood Improvement District or Homeowners Association would be more appropriate.

✓ Stakeholder interest and buy-in, expressed through a desire for BID services and a presence of local champions

Interest in BIDs can be generated through education and outreach, such as by using the illustrative examples of BID successes provided in this toolkit to convince property owners of the potential value.

#### If this condition is not met...

The local government can choose to provide start-up "seed funding" to bring the BID into operation in its first several years and seek other financial leverage through grants

#### Enabling Conditions: Additional conditions that support the necessary conditions of stakeholder buy-in and financial feasibility above

- ✓ A pipeline of economic drivers and new development that could catalyze major investments.
- ✓ A strong local champion who will advocate for the adoption of BIDs.
- ✓ An anchor institution or asset that stakeholders can organize around

## **Section Components:**

- Necessary Conditions for a BID
- **Enabling Conditions for a BID**
- Would it be possible for my community to have a BID?
- Would a BID be likely to succeed in my community?



BIDs are feasible and effective in corridors with several underlying characteristics.

### **Necessary Conditions**

- Predominantly commercial and multifamily for-rent properties, with multiple private owners of surrounding real estate
- Stakeholder interest and buy-in, expressed through a desire for BID services
- **Sufficient resources** (tax base, geographic size, sponsor) to pay for extra services

### **Enabling Conditions**

- ☐ Pipeline of economic drivers and new development that could catalyze major investments and growth
- ☐ A strong local champion who will advocate for the adoption of BIDs
- ☐ An anchor institution or asset that stakeholders can organize around

## III – Forming a BID

#### What does it take to legally authorize a BID?

The following steps outline the legal requirements, as stated in Maryland state law, to create a BID.

Notice:

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(2) each

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#### What does it take to plan for a BID?

Gather a steering committee for the BID. The committee can consist of: commercial property

owners, commercial ter The committee should resources towards chan

#### Determine a vision f made a commercial properties

community. For examp be "a new downtown o

#### Draw tentative bour § 12-40 to assess the costs of pr area should be more co Prelimir

exempt properties; and municip more targeted and effe

#### Create database of the address of each pro addresses and contact

for the BID. An initial I through Prince George's Initial Outreach. Out

#### BID- why should they pa property owners what a

#### Draft the BID busine See section Operating and budgets.

Services: After feedback gathe additional clear signage. Based estimate for eac

budget. It is imp

#### III - Forming a BID

The following section provides step-by-step guidelines to plan for and legally establish a BID, based on the State of Maryland's legislative requirements. 14 The legal and statutory requirements of BIDs are outlined in the 2017 Maryland Code - Economic Development - Division II- Independent and Regional Development Units and Resources - Title 12 - Local Development Authorities and Resources - Subtitle 4 - Business Improvement Districts.15 See the Appendix for the full legal code.

The BID formation process can roughly be divided into a "planning" phase and a "legislative authorization" phase. During the planning phase, an organizing committee of interested stakeholders will undertake efforts to create the vision for a BID, draft a business plan, gather property owner approval, and submit a formal application, During the legislative authorization phase, a completed BID application must make its way through Council for a proposed BID to be formally approved. The remainder of this section elaborates on these requirements.

#### § 12-401. Definitions

Board. - the board of directors of a district corporation.

Commercial tenant. - a lessee or other lawful occupant, other than the owner, of nonexempt

District. - a business improvement district established under this subtitle.

District corporation. - a business improvement district corporation formed in accordance with this

Members of the district. - owners of nonexempt property in the district.

Nonexempt property. – nonresidential real property that is not exempt from paying real property

## **Section Components:**

- What does it take to plan for a BID?
- Required Documentation for BID Application Submission
- What does it take to legally authorize a BID?



Following Maryland's state legislative requirements, there are two key phases to plan for and legally establish a BID.

Step 1: Steering Committee Step 2: Property Owner Approval **Planning Phase** Step 3: Formal Submission Step 4: Public Hearing Step 5: Council Decision Legislative Authorization Phase Step 6: Preliminary BID Tax Roll Step 7: BID Establishment



Through property owner, business, and resident engagement, Prince George's County should determine if it will pursue a new BID formation approval rate.

The property owner approval rate is a major determinant of BID formation.

State	Approval Rate
Maryland	80%
Washington, D.C.	51%
New York	51%
Georgia	51%
Pennsylvania	50%
California	50%
Colorado	50%
Washington	50%
Michigan	30%

Local jurisdictions can facilitate BID formation by adopting a lower BID approval rate. Montgomery County, MD has set a precedent in Maryland, lowering the local requirement:



Sources: State of Maryland 2017 Code

## IV – Operating a BID

#### IV – Operating BIDs: Performance Monitorina Council, The (f) a IV – Operating BIDs: Budgeting (2) a (3) as A service-based budget can be formulate services that business owners, tenants, res and : budgets from the proposed Silver Spring B IV – Operating BIDs: Structure, How might the budget guide st Governance & Management and activities. The Crystal City RID recently public input. Over a few months, the BID e The governance and management of a BID is the key to ensure property owners' taxes are being spent planted), c necessary over the next few years to pro strategic plan informs specific year-to-year term goals. How is a BID governed? They should In accordance with its strategic plan, althou the BID, be u Maryland BID legislation requires a Business Improvement District to be governed by a 5-person board BID focuses less on cleaning to keep rates of directors, typically made up of community leaders representing different membership groupshave an acce City, with property managers already prope property owners, developers, business tenants, representatives of multifamily buildings, and cultural These perfor also has a lot of consolidated ownership in and civic institutions. A board of directors governs the district corporation and their engagement varies BID's service Per the legislation What sources of revenue are in that the BID Membership: The Board consists of five members appointed by the members of the district grants and other donations, BIDs in Maryla Appointment procedures are to be provided in the local law establishing the district. From among its or municipal corporation, the State, other ( nembers, the board must elect a chair and other officers. For example, the Oakland Business Improv whereas the Atlanta Downtown Improvement by the affirmative vote of at least three voting members Compensation/Reimbursement for Expenses: A member of the board may not receive ompensation as a member but should be reimbursed for expenses incurred in performing board Exercise Power by Resolution: The board shall exercise its powers by resoluti What is required in a BID's annual report? The board is responsible for creating an annual report for the governing body of the county or (1) a financial statement for the preceding year; (2) a proposed operating budget for the current fiscal year;

### **Section Components:**

- How is a BID governed?
- What is required in a BID's annual report?
- How is a BID staffed?
- What does a BID operating plan entail?
- How might the budget guide strategic decisions?
- What sources of revenue are included in the budget?
- What are some example budget line items?
- What are some example performance metrics?



## Strategic planning efforts allow BIDs to set priorities, which in turn inform budgeting and resource allocations across different services and activities.

Program/Service	Description	Estimated Cost
Branding/Identity	Website/newsletter/social networking program; public relations/advertising/sales promotion campaign	\$100,000 - \$150,000
Placemaking/ Beautification	Wayfinding signage, banner program, public art program	\$50,000 - \$100,000
Special Events	Signature event, weekly music and beer events, quarterly major events, arts market	\$50,000 - \$100,000
Clean and Safe	Coordinating county police and private sector security, coordinating maintenance, contracting with maintenance/landscaping firms	\$25,000 - \$50,000
Administrative Costs	Executive Director; Manager of Operations; Rent/insurance; legal/accountant; Board expenses; Branding/ placemaking consultant; special events coordinator	\$250,000 - \$350,000
	Total Estimated Expenses	\$475,000 - \$750,000



Performance metrics show property owners and other stakeholders that the BID's activities are meaningfully and measurably advancing stated goals.



Growth in occupancy rates and new investment



Attitudinal surveys of businesses, residents, visitors



Increased retail sales



Amount of trash collected



Attendance at events and activities



Website visitors, social media followers and media citations



## BID Tools and Templates

#### F. Operating Budget Plan Template Non-Exempt Assessed Value \* BID Tax % Grant provided through the Prince George's County Grant County BID startup funding Municipality Grant Contribution from the BID's municipality Philanthropic Grants or in-kind contributions from private or Contribution nonprofit entities Total Estimated Revenue S Program/Service Ex. Website/newsletter/social networking and Identity program: public relations/advertising/sales promotion campaign Placemaking and Ex. Wayfinding signage, banner program, Beautification Special Even C. Sample Executive Director Job Description Clean and Sa The "insert BID name" BID is seeking to hire a full-time director. The Director will act as the principal operating officer of the BID and be responsible for the overall administration, financial management and day-to-day work activities of the BID. Mission: \*insert BID mission statement Vision: "insert BID vision statement" Administrativ Roles and Responsibility The specific responsibilities of the Executive Director include . Implement the BID's strategic plan and enhance, recommend, evaluate and administer the BID's operational work plan of services in the district in the areas of marketing and events, physical improvements, enhanced maintenance, advocacy and safety. Assure implementation of these plans, maintain all organizational records, provide periodic progress reports, and adhere to all budget and financial obligations. Ensure compliance with all aspects of the BID's legal requirements to the State of Maryland. Prince George's County, and the City of "insert City name" and monitor and maintain all vendor, contractor and consultant relationships. Enhance and expand relationships with corporate, community, government and institutional partners to carry out the BID's organizational mission and objectives. Act as staff to the Board and its committees and serve as the Board's liaison to community. and civic groups, government and elected officials, including the Prince George's County . Expand revenue sources including fundraising, grants, corporate sponsorships, event revenues and other supplemental sources of operating support. · Perform event management functions Coordinate and implement marketing, events, and promotional programs relating to the BID's retail, office, restaurant, arts and residential attractions and amenities Minimum of 5 years of experience working in some combination of the following areas: government, public policy, politics, real estate, economic development, business assistance, retail management, or urban planning: . Knowledge of non-profit management and operations; experience working with a Board of Directors with the ability to cultivate collaborative relationships Ability to be action-oriented, adaptable, and innovative. Strong organizational, written and verbal communications and interpersonal skills are required

1. Contact I a. N b. Co c. Ar d. Ar e. Ci f. St g. Zi h. Er	ame:  didress:  didress 2:					
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h. Er	g. ZIP/Postal Code:					
	mail Address:					
i. Př	none Number:					
2. Are you a	business or property owner? Or bu	oth?				
<ol> <li>G. Sample Performance Evaluation Template         The following performance evaluation template can be used to keep track of key performance measures over time. At the end of each year the mentric can be displayed in a more visual format to show stakeholders an annual report of services, accomplishments, and progress.     </li> </ol>						
	What are your BID's aspirational outcomes?	What performance measures would you use to track program activity and indicate progress?				
4.	Outcomes	Performance Measures (Monthly, Bi-annually, or Annually)				
* "Prope	Ex. 1: Increase actual and perceived safety in the BID	Violent and non-violent crimes (#)Pedestrian count (#)				
		Lighting elements maintained (#)				
_	Ex. 2: Strengthen the identity and brand of the BID area	Marketing material distributed (type, #)				
	brand of the bib area	Social media followers and website visitors (#)Event attendance (#)				
	Ex. 3: Create a clean and	Bags of trash collected (#)				
	beautiful environment in the BID	Hours logged by sanitation workers (#)				
		Flowers and trees planted (#)				
		Visitors perceiving area as clean in survey (%)				
		Public art installations sponsored (#)				
	Ex. 4: Increase business activity in the BID	Retail sales (\$)				
		Occupancy rate (%)				
	Outcome 5:	Measures:				
	Outcome 6:	Measures:				

### **Section Components:**

- Formation Requirements Checklist
- **Property Owner Outreach Survey**
- Sample Executive Director Job Description
- Sample Service Schedule
- Sample Vendor Solicitation Policy
- Operating Budget Plan Template
- Sample Performance Evaluation Template



## AGENDA



Introductions

**Project Overview** 

**Key Findings** 

Image source: iStock



The County is experiencing new opportunities and momentum for BIDs to form.



**County support** 

Stakeholder interest

**Development** momentum

Regional models



Stakeholders recognize that BIDs would benefit many commercial areas in the county, primarily by contributing to the following:



- Vibrancy and Identity
- Beautification
- Public Safety
- Infrastructure Improvements
- Regional Competitiveness



## However, major barriers to BID formation remain, with stakeholders recognizing the following challenges:



- Cost of BID start up
- Low commercial density
- Low tolerance for taxation, given demonstrated need for tax reduction policies like PILOTs
- Potential displacement of small businesses and residents
- Maintaining equity and inclusivity in the BID



## Local authorities can support BIDs administratively and financially.

## **Forms of County Support:**

Establish clear process and protocol to BID formation

authorization and funding

Designate public entity to facilitate BID Provide tangible support, such as grant funding or technical assistance

## Example programs:

Place	Department	Form of Support
Washington, D.C.	Department of Small and Local Business Development	<ul> <li>Management of BID certification and charter extension process</li> <li>"Emerging BID Grants" used for economic research and outreach</li> </ul>
San Diego, CA	Economic Development Department	Grants for storefront improvement
Denver, CO	Department of Finance- Capital Planning and Programming Division	Revolving loan fund for "final organizational costs of emerging BIDs"
Silver Spring, MD	Silver Spring Regional Service Center	Revenue from Parking Lot District funds, to supplement 2/3 of BID budget

Sources: Respective BID Business Plans



## Moving forward, County leadership has several key decisions to make regarding the County's support of BIDs.



- Will the County advance legislation that facilitates BID adoption by lowering approval rates, as Montgomery County has done?
- Will the County financially support the exploration and formation of new BIDs?
- Which county entity/agency might facilitate administrative tasks related to BIDS, such as the disbursement of government funds? How would this agency be staffed?



Meanwhile, local stakeholders such as property owners and CDCs could begin to create informal committees to gather interest in BIDs or BID-like entities.



- Hold visioning sessions to gather interest in a BID
- Conduct outreach to property owners, businesses, and residents to determine community needs and articulate BID benefits
- Draft budget and scope the corresponding services a BID could provide

## Questions



- Based on the overview of the toolkit, do you feel there are any other sections that would be helpful to include?
- What additional concerns do you have about BIDs and their implementation in Prince George's County?



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## Thank You!

Image source: iStock