

THE BALTIMORE SUN

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SUNDAY
February 26, 2017

OSCARS
PREVIEW
INSIDE

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\$642 OF SAVINGS IN TODAY'S SUN



FINAL
SALUTE

Terps' Brionna Jones and
Shatori Walker-Kimbrough
near end of banner careers
SPORTS

Courts shifting from cash bail

SUN INVESTIGATES Debate remains lively about the best method of dealing with defendants

By KEVIN RECTOR
The Baltimore Sun

In the months since Maryland's attorney general said the state's cash bail system violates the constitutional rights of the poor, judges and court commissioners have been requiring fewer criminal defendants to put up money for their freedom.

Now they're holding more defendants without bail instead, according to data obtained by The Baltimore Sun. They're also releasing more defendants on their own recognizance, or on unsecured bonds that require no money down.

In some jurisdictions, the percentage of cases in which court officials have ordered cash bail has fallen in the last four months by more than half, the data from Maryland District Court shows. In Baltimore, the drop has been more than 10 percent.

Meanwhile, the percentage of defendants held without bail has nearly doubled statewide.

The shift began after Attorney General Brian E. Frosh issued a legal opinion in October that pretrial defendants cannot be held in detention simply because they cannot afford bail. Chief District Judge John Morrissey followed with a letter to judges and commissioners noting the opinion and offering



Attorney General
Brian E. Frosh
supports bail
reform.

"cautionary advice" that they fall in line moving forward.

The shift comes amid a national conversation about the role of money in the criminal justice system, and growing debate in Baltimore around the treatment of defendants charged with gun crimes. Police and prosecutors, confronting a historic spike in violence, have been increasingly critical of judges and commissioners who they say are too quick to release defendants.

Baltimore Police Commissioner Kevin Davis questioned the release this month of Curtis Deal, an See **BAIL**, page 8

Long-standing public markets, badly in need of an overhaul,
have to consider how to fulfill their multiple roles



ALGERINA PERNA/BALTIMORE SUN

At the Hollins Market, Gerald Blue, 53, from Westport buys fresh produce at L&R Produce from Linda Sweitzer, cousin to the owner, Francis Baroch. Developers are making proposals to renovate markets in Baltimore.

As communities evolve, so must city markets

By SARAH MEEHAN | The Baltimore Sun

Francis "Lumpy" Baroch remembers when the center aisle at Hollins Market was so crowded it had to be widened. Today, customers trickle past his L&R Produce stall at the east end of the market. Stalls at the west end of the aging structure stand empty.

Market managers, merchants, officials and customers are hoping that will soon change.

Hollins is one of four public city markets slated for a major overhaul as operators work to keep them relevant in Baltimore's changing and competitive foodscape. Developers have submitted plans for revamping Hollins and Broadway markets. A \$40 million rebuild is proposed for Lexington Market.

And the business community is watching Cross Street Market after the collapse of a public-private partnership to overhaul that space.

New partnerships with private players will likely be necessary to update the markets and bring back the bustling crowds of their heyday, longtime market managers say. Faced with slim profit margins and new competition, public market operators are refocusing on the roles these institutions were always intended to play: serving their neighborhoods with healthful, accessible foods, and supporting local entrepreneurs.

See **MARKETS**, page 18

Old laws not fitting the new economy

Complications arise in move
to tax and regulate Airbnb

By NATALIE SHERMAN
AND PAMELA WOOD
The Baltimore Sun

To the hoteliers who are pushing state lawmakers to tax and regulate home and room rentals, the target was clear: Airbnb, the multibillion-dollar corporation that they believe has been unfairly helped by its ability to operate outside the law.

But the opponents they faced at a hearing in Annapolis last week were different.

Michele Davidson, a nurse educator, testified that she's relying on the money she makes renting her Smith Island properties to pay for her four children's college tuition.

Gretchen Maneval, a neighborhood planner, said money from short-term rentals has allowed her Baltimore County family to weather a job loss and health problems.

Jeannette Belliveau of Baltimore, a former journalist, said the two rooms she rents in her house in Upper Fells Point are "kind of all I've got."

As state lawmakers debate how to regulate short-term rentals, the mismatched portraits underscore one of the challenges that regulators face: how to make the old tools, long used to regulate traditional enterprises, fit new business models.

Maryland lawmakers have passed bills in recent years to clarify rules for online travel sites and the rideshare app Uber. They're looking at Airbnb and a more aggressive online sales tax collection this year. The state's Office of Food Protection is looking into questions around new meal and food delivery services. Federal authorities are studying online lending.

Airbnb, like Uber and other firms in the so-called sharing economy, is powered by a shifting crowd of independent contractors, See **RENTALS**, page 12



LLOYD FOX/BALTIMORE SUN

Jeannette Belliveau, 62, rents two rooms in her house in Upper Fells Point on Airbnb, helping to make ends meet. She says her rental income is "kind of all I've got."

SUMMARY OF THE NEWS

NATION

Perez selected to lead Democratic Party



Marylander Thomas Perez prevails over Rep. Keith Ellison in a close-fought contest for the chairmanship of his divided party. He must now unite factions and try to build up party structures. **NEWS PG 2**

MARYLAND

MANY VOICES: About 7,000 aspiring stars turned out at Baltimore's Convention Center to take their chances in a round of auditions for Season 13 of the reality-TV show "The Voice." **NEWS PG 2**

HELPFUL AMOEBAS: Researchers at the Johns Hopkins University are in the early stages of an attempt to engineer single-cell organisms, amoebas, to seek out and eat deadly disease-causing bacteria, such as Legionella, the bacteria that cause Legionnaires' disease. **NEWS PG 6**

WORLD

URBAN WAR: The Iraqi advance into the western half of Mosul is slowed by resistance from Islamic State fighters. **NEWS PG 13**

TODAY'S WEATHER

SUNNY AND BREEZY

48
HIGH

31
LOW



Partly sunny on Monday **SPORTS PG 10**

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Markets struggle to meet challenges

MARKETS, From page 1

Baltimore claims to have the oldest continuously operating public market system in the country; the six existing markets have roots that date to the late 1700s.

They have burned down and been rebuilt, and seen business grow and decline. But for more than 200 years, the markets have maintained a “come-one, come-all” ambience and served as centers of community.

“The areas were built around them specifically — the market is the center of the village or the neighborhood they’re in,” said David K. O’Neil, an international public market consultant based in Philadelphia. “The social component of the market is very, very important.”

For most of their history, Baltimore’s public markets were managed by the city. Officials created the nonprofit Baltimore Public Markets Corp. in 1995 to take over management of Northeast, Cross Street, Broadway, Hollins and the now-closed Belair market. The organization assumed management of the Avenue Market in 2001. Lexington Market Inc., a separate entity, has managed Lexington Market since 1979.

Baltimore’s public markets are still neighborhood cornerstones, but the spaces have underperformed. They have not kept pace with shifts in Baltimore’s demographics, real estate trends or evolving food access strategies in cities, said Robert Thomas, executive director of Lexington Market Inc. and the Baltimore Public Markets Corp.

The buildings are due for structural upgrades, Thomas said, and improvements are also intended to meet the needs of current tenants, fill empty stalls with new merchants and draw new customers.

O’Neil warns that change can be difficult. “Everyone’s interconnected and it’s all based on relationships, and people can get very nervous and very upset and they will react to protect their immediate self-interests,” he said. “[The markets are] cherished, actually, even if they’re not performing up to speed.”

That became evident as the deal to redevelop Cross Street Market fell apart. The rundown building has an occupancy rate of 51 percent, the lowest among Baltimore’s public markets. Caves Valley Partners proposed a \$6.5 million overhaul to remodel the building, add new tenants and keep most existing vendors, barring anchor tenant Nick’s Inner Harbor Seafood. Caves Valley backed out after backlash from vendors and neighbors wary of the proposed changes.

As market managers look to make upgrades, O’Neil said, it can be challenging to meet the changing needs of consumers, who sometimes aren’t aware of what they truly want.

“That’s where management comes in,” he said. “Keeping that front end fresh, keeping it open.”

Models for success

Thomas said his organization doesn’t have the capacity to handle renovations and management on its own. He said funding will need to come from a mix of public and private sources, and private firms could also help manage the spaces.

Baltimore’s market organizations are breaking even, Thomas said, on revenues of about \$5 million annually at Lexington Market and \$3 million for the five markets of Baltimore Public Markets Corp. combined. Currently, Lexington Market receives \$173,607 in grants from the city. The rest receive \$138,885.

It’s difficult to draw private investment to public markets because the profit margins are tight. O’Neil recalls his tenure as general manager of Reading Terminal Market in Philadelphia from 1980 to 1990. “Back in 1980, the Reading Terminal Market was very neglected, very empty,” he said. “Not completely empty, but I like to say there were more rats than people.”

Change came piece by piece through a series of small adjustments: killing the rats; cleaning the building; adding a new facade. Half the battle, O’Neil said, was changing the perception around Reading Terminal.

“The only way to address that is through action,” O’Neil said.

Eventually, the market’s 23 vendors grew to 80. He recruited a mix of tenants — focusing on diversity of products as well as diversity among the races, income levels and backgrounds of the merchants themselves.

Throughout the transition, O’Neil said, the market had to prioritize public goals over profit, and Baltimore should do the same. Those goals include spurring entrepreneurship, addressing public health needs and staying accessible to customers at all demographics and income levels.

The Fresh at the Avenue stall has already put Upton’s Avenue Market on that path. The stand, which marked its first full year in business on Saturday, provides produce to residents of what is otherwise a food desert.

The stand was created by the No Boundaries Coalition. Tiffany Welch, a food justice organizer with the group, said customers have begun using it for weekly shopping.

“It definitely is a ripple effect,” she said.

Thomas said Baltimore’s markets, particularly the Avenue Market, are working toward becoming destinations that spur economic development in the neighborhoods they serve. But it’s hard to attract investment to areas in transition.

“It’s an interesting chicken-and-egg circumstance,” Thomas said.

Neighborhood staples

Each of Baltimore’s markets has a distinct atmosphere, and what works at one may not suit another.



ALGERINA PERNA/BALTIMORE SUN

Ben David left, and Timothy Dudley keep the fresh meat bins stocked at Jack’s Poultry and Chuckie’s Fried Chicken, a family business in Hollins Market. Seated in the background in center is Chuck Kaplan.

BALTIMORE’S SIX PUBLIC MARKETS

AVENUE MARKET

The Avenue Market, originally Lafayette Market, opened in 1871 at 1818 Pennsylvania Ave. A fire in 1953 destroyed the original building, and it reopened across the street in 1957. A \$4 million renovation from 1994 to 1996 transformed it into today’s Avenue Market.

The Baltimore Public Markets Corp. is working to improve the mix of tenants at the market, but there are no immediate plans to renovate the space.

1700 Pennsylvania Ave., Upton
Hours: Monday to Saturday, 7 a.m. to 6 p.m.
Occupancy: 71 percent

BROADWAY MARKET

Broadway Market opened in 1786 as the Fells Point Market, a series of four sheds stretching down Broadway to Thames Street. The two brick structures between Fleet and Lancaster streets were constructed in 1864. The north market was damaged in a fire in 1969, and the south shed underwent renovations in 1979.

The south shed was renovated again and reopened in 2011. WorkShop Development planned to renovate and reopen the north shed as a grocery store in 2013, but the project was delayed by plans for the Red Line light rail. The Baltimore Public Markets Corp. did not renew its contract with the firm, and the corporation recently accepted new bids to redevelop the market. It would not have to remain a public market under the request for proposals.

1640-1641 Aliceanna St., Fells Point
Hours: Monday to Saturday, 7 a.m. to 6 p.m.
Occupancy: 50 percent (100 percent in the south shed; empty in the north shed)

CROSS STREET MARKET

Cross Street Market was established in 1846. The current building was completed in 1952. The market was on track to be redeveloped this year through a public-private partnership with Caves Valley Partners. That deal fell through in early February after developers encountered pushback from merchants and nearby residents.

1065 S. Charles St., Federal Hill
Hours: Monday to Saturday, 7 a.m. to 7



AMY DAVIS/BALTIMORE SUN

Looking down from the upper level at Lexington Market East. In the foreground, at right, is Herling’s Grocery, which does a steady business in lottery tickets.



ALGERINA PERNA/BALTIMORE SUN

Hollins Market is the only two-story structure of the city’s public markets.

p.m.
Occupancy: 51 percent

HOLLINS MARKET

Hollins Market, established in 1846, once supplied Civil War soldiers. Its structure, built in 1877, is the oldest of all the public market buildings in use, and is the only market with two stories. The city recently accepted requests for proposals to redevelop the market. Under the terms, the space must remain a market.

26 S. Arlington Ave., Hollins Market
Hours: Monday to Saturday, 7 a.m. to 6 p.m.
Occupancy: 64 percent

LEXINGTON MARKET

Lexington Market has been on the same site since 1782, with a permanent building dating to 1803. The existing

buildings on the east and west sides of Paca Street opened in 1952 after the previous markets burned in a fire. A current plan calls for rebuilding Lexington Market on a nearby lot and demolishing the existing east side of the market. That project would cost \$35 million to \$40 million. A new building would go up first and merchants would be relocated before the current building is demolished. Lexington Market executive director Robert Thomas expects the design to take 10 to 12 months, and construction to last about two years after that.

400 W. Lexington St., downtown
Hours: Monday to Saturday, 6:30 a.m. to 6 p.m.
Occupancy: 88 percent

NORTHEAST MARKET

Northeast Market opened in 1885 and was expanded in 1896. It underwent renovations in 1955, and another \$2.6 million was poured into the market during a revamp that lasted from 1985 to 1987. Merchants tried to buy the market in 1990. Thomas said the public markets corporation may look to add improvements to the surrounding area, though there are no major plans to revamp the market itself.

2101 E. Monument St., Middle East
Hours: 7 a.m. to 6 p.m. Monday to Saturday
Occupancy: 88 percent
(Source: Baltimore Public Markets Corp.)

customers, and may allow some bargaining. At L&R Produce, Baroch sells apples at five for \$2.50 — but sometimes he’ll give customers 10 or 12 for \$4.

“That couple apples ... you could give an inch and then they’ll give you a mile,” said Baroch, who has been at the market for 30 years. “They enjoy that. You don’t get that at the stores.”

It’s not grocery stores but rather farmers’ markets that provide the most direct competition to the city’s public markets, according to the Reisterstown-based food industry consultant Jeremy Diamond. Grocery stores are relatively sparse within city boundaries.

As the public markets are refurbished, Diamond said, they should incorporate elements of farmers’ markets, including an open-air atmosphere, and more produce and farm-to-table vendors.

The public market operators don’t see Baltimore’s trendy new food halls as direct competition. Public markets must appeal to the full range of customers, Thomas said. The emerging food halls are pitched to a more upscale audience.

“It’s almost the antithesis of a food-hall circumstance,” Thomas said. “We’re on the other end of it, which is to say, ‘Come one, come all. This is a place for everybody.’”

Supporting entrepreneurs

But like food halls, markets can provide a stepping stone for entrepreneurs. Thomas said supporting fledgling merchants will be a focus of Baltimore’s markets. The Baltimore Public Markets Corp. is developing a new recruiting approach that includes “Shark Tank”-style auditions and pop-ups, and offering space for second locations to existing businesses.

“We have to make sure that we are paying

attention to local sourcing to the extent that we can, and then giving birth to home-grown businesses to the extent that we can,” Thomas said. “And actually that should be totally the case.”

Connie’s Chicken and Waffles, owned by brothers Khari and Shawn Parker, is one such startup.

The Parkers opened the stand eight months ago and are already looking looking for new space and plan to grow their catering operations by working out of the B-more Kitchen incubator.

Lexington Market gave Connie’s the exposure the Parker brothers hoped for.

“The biggest thing about Lexington Market is just the fact that it’s like the central piece of the community here in Baltimore. Everyone knows about it,” Khari Parker said. “It’s tied directly into the culture of Baltimore.”

The Parkers came to the market as children with their mother, for whom the shop is named, and grandmother. The market, which has struggled in a neighborhood troubled by crime and drug activity, has faced potential demolition. Gov. Larry Hogan has pledged \$7 million from 2018 to 2022 toward rebuilding it.

The brothers say they are optimistic about the opportunities a new market could bring, such as extended hours and new vendors.

No matter the new form Lexington Market takes, Shawn Parker said, he hopes it will remain a place customers can buy quality affordable food.

“The market is not going to push aside a segment of the population that may be on limited income. The idea is to stay somewhat the same,” he said. “The public market is there for the public, for the community.”

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