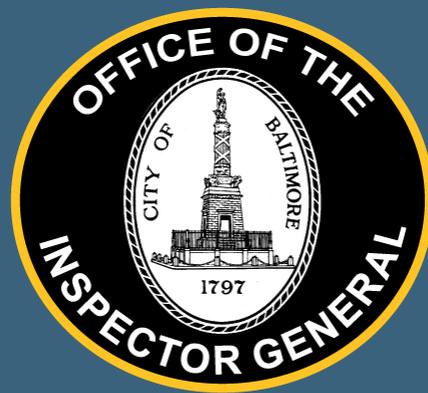




# 2018 ANNUAL REPORT



**Baltimore City  
Office of the  
Inspector General**

## *A Message from the Inspector General*

I am pleased to present the Baltimore City Office of the Inspector General's (OIG) Fiscal Year 2018 Annual Report to the citizens and employees of Baltimore City. As the Inspector General for the last five months of the FY2018 period, the changes we are implementing will be lasting. The Baltimore City Office of the Inspector General was created in 2005 to be the “watchdog” over City practices by ensuring accountability at all levels within City governance, operations and services. Our goal is to improve City efficiency through the elimination of identified financial waste, fraud and abuse. The mission of the OIG is to provide trust in City government to the citizens of Baltimore.

It is my honor and privilege to serve as Baltimore City’s Inspector General. I am committed to use my decades of expertise and experience to lead the OIG staff in the pursuit of its goals and mission. I consider the position of the Inspector General as that of the “People’s Investigator.”

The OIG needs the help of citizens and City employees to assist us with our mission. Specifically, we need help identifying issues and concerns related to financial waste, fraud and abuse. Please do not hesitate to contact our office by one of several means of communication listed in the back of this report. All methods of communication are confidential, and you can choose to remain anonymous. Should we determine the information falls within our purview, we will conduct a thorough and fair investigation. Our findings and recommendations will be based solely on the facts and evidence gathered. These findings will be made available for public review if the law so allows.

Citizens of Baltimore City deserve a government that is efficient, honest and working for the greater good of the people that live and work in this magnificent city.

The good citizens of this great city will have the opportunity to make the OIG the People's Investigator in November when the OIG Independence Bill will appear on the General Election ballot as a Charter Amendment. I urge the citizens to vote for OIG Independence.

Sincerely,



Isabel Mercedes Cumming



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# MISSION

The Mission of the Office of Inspector General is to promote accountability, efficiency, and integrity in City government. OIG's goal is to provide trust in City government to the citizens of Baltimore by improving City efficiency through the elimination of identified financial waste, fraud and abuse.

An effective OIG will foster public assurance in all City agencies through the impartiality, integrity, and transparency with which it operates. Citizens will recognize those leading the City are committed to effective and honest government. The citizens' confidence and recognition in the essential and meaningful work done by their government is best served when the government polices itself by ferreting out those who perpetrate fraud, waste, or abuse, and initiating improvements in the efficiency with which it operates.

Citizens of Baltimore City deserve a government that is efficient, honest and working for the greater good of the people that live and work in this magnificent city. With your help, we can make that happen.



# OVERVIEW OF THE OIG

Baltimore City OIG was authorized by an Executive Order which was signed by the then Mayor Martin O'Malley on July 27, 2005. The OIG was created to be the “watchdog” over city practices by ensuring accountability at all levels within city governance, operations, and services.



The OIG investigates allegations of misconduct by City of Baltimore government employees, contractors, and its recipients, which may involve violations of criminal law, civil statutes, City of Baltimore regulations, or employee standards of conduct. Reports also include findings and recommendations regarding program weaknesses, contracting irregularities, and other institutional problems that are discovered as a result of complaints or investigations initiated by the OIG.

The Office of Inspector General will consider all complaints of fraud, financial waste, and abuse involving:

- Any City employee;
- Any municipal officer, including all of the following: heads of City department, agencies, bureaus and all persons exercising comparable authority;
- Any member of a City board or commission;
- Any individual, organization, or business receiving City-granted funds or other benefits, including, but not limited to, loans, grants, tax credits, below market rate property transfers, tax increment financing, payment in lieu of taxes, or other City subsidies of any kind;
- Any individual, organization, or business providing goods or services to the City pursuant to a City contract; or
- Any individual, organization, or business seeking certification of eligibility to provide goods or services to the City pursuant to a contract.



# MEET THE LEADERSHIP

The Inspector General redesigned the structure of OIG to optimize effectiveness and efficiency. The Inspector General heads the office and is supported by two Deputy Inspectors General. The Deputy Inspector General of Investigations manages the Investigations Unit comprised of diverse Special Agents who are integral in combating fraud, waste, and abuse within City government. The Deputy Inspector General of Administration and Evaluations is charged with the administrative functions of the office as well as conducting evaluations of City processes and policies to increase overall effectiveness of City government. Both units work together to carry out the mission of OIG.

## Isabel Mercedes Cumming

Isabel Mercedes Cumming is the Inspector General for Baltimore City. Isabel is the first female and Hispanic to be named Inspector General for Baltimore City. For the past six years, she was the Assistant Inspector General of Investigations for the Washington Metropolitan Area Transit Authority system overseeing 200 investigations and a team of fourteen. Previously, she was the Chief of the Economic Crimes/Special Prosecutions Unit of the Prince Georges County States Attorney's Office for over seven years. There, she started one of the first mortgage fraud units in the nation. The *Washington Post* called her Economic Crimes unit a "shining star". Prior to working in Prince Georges County, she was with the Economic Crimes Unit of Baltimore City States Attorney's Office for over four years handling various white-collar crime cases including identity theft, elder abuse, embezzlement and arson. For over six years she was an Assistant State Prosecutor with the Maryland State Prosecutor's Office handling high profile cases of elected officials throughout Maryland. Her first prosecution was in Baltimore City as part of the team that prosecuted, former Comptroller, Jacqueline McLean in 1994. Isabel began her legal career at the United States Attorney's Office in Baltimore as a law clerk.

Before embarking on her distinguished legal career, Isabel was the Director of Internal Audit for American National Bank in Baltimore for over seven years. She began her career with KPMG Peat Marwick in Baltimore City as an auditor in 1984. She is both a Certified Inspector General and Certified Fraud Examiner. She holds both an MBA and Juris Doctor from the University of Baltimore and a BBA in Accounting from James Madison University.

**Gerald D'Angelo**  
**Deputy Inspector General - Investigations**

Gerald "Gerry" D'Angelo serves as Deputy Inspector General of Investigations. He was born and raised in Baltimore. His primary responsibility is overseeing the investigative functions in the office. He has 30 years experience in the field of criminal justice, with specific expertise in criminal and administrative investigations. Gerry began his career with the Baltimore County Police Department, where he served the community for 24 years. He held positions as a police officer, detective and supervisor. He spent 17 years in criminal investigations, including assignments in the Regional Auto Theft Task Force, the Homicide Unit, the Vice/Narcotics Unit, the Violent Crimes Unit and the Financial Crimes Unit.

He was responsible for reorganizing portions of the Financial Crimes Unit where his team focused on fraud committed by highly organized theft rings, as well as intellectual property crime. Gerry spent four years with The Office of the Inspector General for the Washington Metropolitan Area Transit Authority. There, he held the positions of Special Agent, as well as Investigations Manager. Gerry has extensive experience in complex, multifaceted investigations. He holds both undergraduate and graduate degrees in management from Johns Hopkins University. He is accredited as a Certified Inspector General Investigator through the Association of Inspectors General.

**Yvonne K. Brooks**  
**Deputy Inspector General - Administration and Evaluations**

Yvonne Brooks is the Deputy Inspector General of Administration and Evaluations for the City of Baltimore. She assists Inspector General Isabel Cumming in improving City efficiency through the elimination of identified financial fraud, waste, and abuse. Before starting with the OIG, Yvonne worked, for over 12 years, as a prosecutor on the local and state level. She started her career with the States Attorney's Office of Baltimore City after graduating from the University of Baltimore School of Law. She continued her career with the Prince Georges County States Attorney's Office and the Maryland Attorney General's Office where she gained experience in investigations and prosecutions of financial and environmental crimes as well as police misconduct crimes.

After 12 years in the courtroom, Yvonne left prosecution to pursue a career in the Inspector General world. Her experience as a prosecutor seamlessly segued into her role as a Special Agent with the Office of the Inspector general for the Washington Metropolitan Area Transit Authority Office of Inspector General. She accepted the position of Deputy Inspector General for the City of Baltimore in June 2018, returning to the place she began her career.

**Special Agents and Evaluators**

A staff of special agents and evaluators with diverse backgrounds comprises the Investigations and the Evaluations Teams. The Teams consists of employees who have various investigative backgrounds and disciplines possessing experiences that have been gained primarily by working in the public service sector for agencies whose activities ranged from traditional law enforcement to governmental regulation.



# THE OIG BUDGET

In FY 2018, the OIG was allocated \$784,308 to fund 10 positions and cover operating and capital expenses. We received an additional \$449,092 through Memoranda of Understanding (MOUs) funded by other City departments resulting in an overall budget of \$1,233,400. Two Agent positions are funded directly from the OIG budget while four Agent positions are funded via MOUs. The four Special Agents whose positions are funded through MOUs primarily conduct investigations and evaluations dedicated to the sponsoring City Departments. The current MOUs exist with:

Department of Public Works for one Agent position.

Department of Transportation for one Agent position.

Baltimore Police Department (BPD) and the Baltimore City Fire Department (BCFD) for one Agent position.

Fire and Police Employee Retirement System (F&PERS) for one Agent position.

*OIG has been allocated three additional positions for FY2019.*

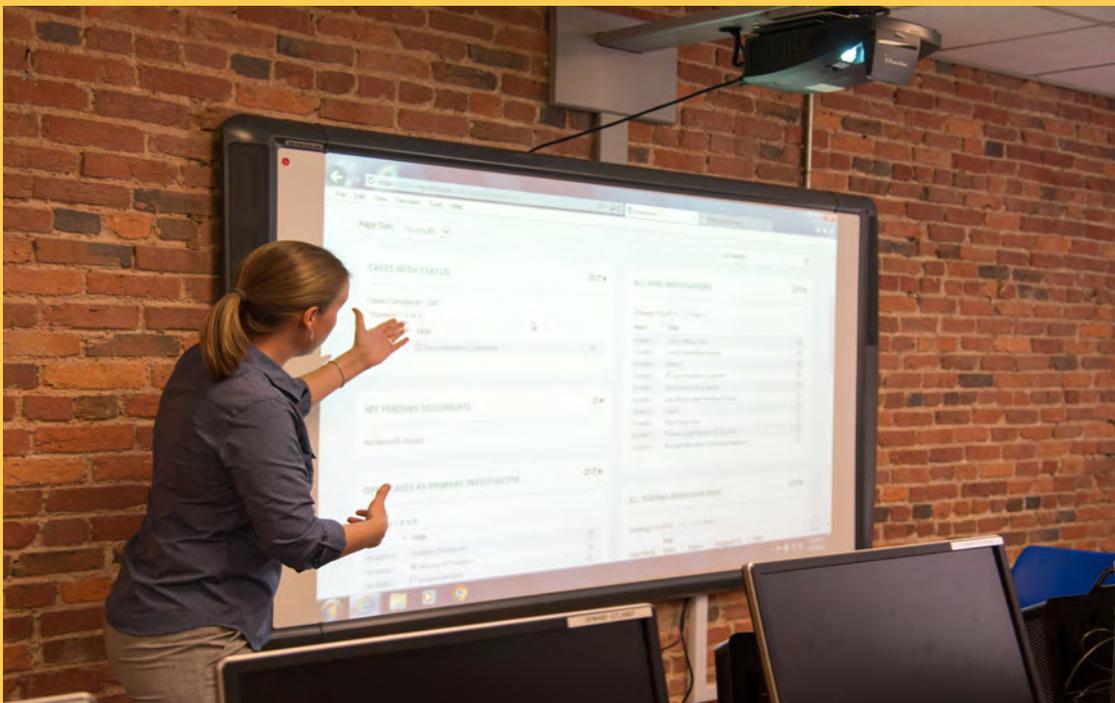
	2016	2017	2018
Salaries	\$727,191	\$843,705	\$869,533
Other Personnel Costs	\$268,783	\$295,785	\$257,076
Contractual Services	\$60,390	\$67,199	\$90,646
Materials and Supplies	\$4,943	\$8,644	\$8,266
Grants, Subsidies, and Contributions	\$1,953	\$3,654	\$2,662
Equipment-\$4,999 or less	\$6,508	\$5,103	\$5,217
Equipment-\$4,999 or more	0	0	0
OIG Funded Positions	9	10	10
<b>TOTAL Budget Authority *</b>	<b>\$1,069,748</b>	<b>\$1,224,090</b>	<b>\$1,233,400</b>
<b>Transfers (MOUs)</b>	<b>(\$328,468)</b>	<b>(\$439,425)</b>	<b>(\$449,092)</b>
<b>TOTAL REQUEST</b>	<b>\$741,280</b>	<b>\$784,665</b>	<b>\$784,308</b>

\* includes reimbursements from DPW, DOT, BCFD, BPD, and F&PERS MOUs

# YEAR IN REVIEW

The Inspector General was appointed on January 29, 2018, filling a position that had been vacant since September of 2016. Her primary focus was on transitioning and restructuring the Office. Upon her arrival, she encountered a diminished staff of investigators and a backlog of cases, which required immediate action. Since her appointment, she has increased the OIG staff from six to eleven, restructured the Office, and optimized efficiency to promote accountability and integrity in investigations and evaluations. As she increased the size of her staff, she increased the overall diversity of the office to represent the diversity of the citizens of Baltimore City. Under her leadership, the diversity of the office more than doubled going from 20% to over 65%. Additionally, the OIG is made up of more than 50% women.

Inspector General Cumming quickly realized the existing case management system was inadequate and detrimental to the mission. She adopted a new case management system, Case Management & Tracking System (CMTS), to increase the efficiency of the Office. CMTS is a web-based case management tracking system designed specifically for Inspector General Offices. This state of the art tracking system is easy to use and navigate. It allows each user to optimize processes and enhance productivity.



OIG CMTS Training 2018



IG Cumming's presentation to DPW staff

Inspector General Cumming's first order of business, upon taking office, was to expand the awareness of the OIG. She took to redesigning the OIG Hotline poster and ensured hotline information was printed on the back of all OIG staff business cards. To further connect with the employees and citizens of Baltimore City, she placed her voice on the Hotline message greeting. Shortly after being sworn in, the IG was interviewed for *Game Changers* and the *Baltimore Sun* in an effort to directly address the citizens of Baltimore City. She understood not everyone may know what an OIG office was and wanted to inform the citizens of the OIG's mission.

She furthered her goal by extending OIG's outreach opportunities to the employees of the City. Presentations are offered to all City departments and agencies. The Inspector General personally addresses all new employees during New Employee Orientation and presents information about the office during special department training sessions.



## Office Standards and Efficiency

The Baltimore City OIG website was updated and the on-line complaint form was restructured to provide a more user friendly experience. The complaint form, found on the OIG website, was reduced from eleven pages to three; increasing ease of use and removing unnecessary questions. The office policy and procedures manual was revised to conform with the Association of Inspectors General (AIG) Green Book, Principles and Quality Standards for Offices of the Inspector General. The standards set forth in the Green Book and the revised OIG policy manual ensure public accountability and integrity in each investigation and evaluation. The AIG is a national non-profit organization whose mission is to provide a civic, educational, charitable, and benevolent organization for the exchange of ideas, information, education, knowledge, and training among municipal, local, state, national and international Inspectors General. Baltimore City OIG is a proud member of the AIG.

OFFICE OF THE INSPECTOR GENERAL



**COMPLAINT FORM**

The Mission of the Office of Inspector General is to promote integrity, accountability (not allowed in City government), investigate complaints of fraud, waste, and abuse in one way we carry out our mission. The Office of Inspector General will consider all complaints of fraud, waste and abuse involving:

- Any City employee.
- Any municipal officer, including all:
  - heads of City Departments
  - agencies
  - bureaus
  - and all persons receiving comparable authority.
- Any member of a City board or commission.
- Any individual, organization, or business receiving City-granted funds or other benefits, including, but not limited to: loans, grants, tax credits, below market rate property, transfers, fee increment financing, payment in lieu of taxes, or other City subsidies of any kind.
- Any individual, organization, or business providing goods or services to the City pursuant to a City contract, or
- Any individual, organization, or business seeking certification of eligibility to provide goods or services to the City pursuant to a contract.

**Section 1 - Complaint Information**

You may submit anonymous, but we have a greater chance of successfully investigating your complaint if you allow us to contact you if necessary. If you wish we can take steps to ensure that your identity remains confidential.

Do you wish to remain **anonymous**?  YES  NO

Do you want your information to remain **confidential**?  YES  NO

Please give us your contact information:

First Name: \_\_\_\_\_ Middle: \_\_\_\_\_ Last: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

# Professional Development

Although most Special Agents have law enforcement backgrounds, this office actively seeks out candidates with diverse backgrounds such as accounting, finance, policy, intelligence and data analytics. We have hired some of the most highly skilled and experienced professionals in their respective fields and the OIG has made a commitment to invest resources in sending staff to specialized training and certifications specifically for the IG field. Continued professional development in advanced investigation techniques and technology are paramount for successful operations.



As an active member of the AIG, some of our investigators have been enrolled in the Association's Inspector General Institute and have been awarded the designation of Certified Inspector General Investigator® upon successful completion of the course. The Office also maintains a partnership with the Council of the Inspectors General on Integrity and Efficiency (CIGIE). CIGIE is an independent, federal level entity established within the executive branch to address integrity, economy and effectiveness issues that transcend individual Government agencies and aid in the establishment of a professional, well-trained and highly-skilled workforce in the Offices of Inspector General. CIGIE provides year round training on Inspector General specific topics. Some of our investigators attended training at the Federal Law Enforcement Training Centers (FLETC).

CITY OF BALTIMORE  
RESOLUTION **18.08**  
Council Bill 18-0199  
(Charter Amendment)

Introduced by: Councilmembers Dorsey, Burnett, Schleifer, Henry, Sneed, Clarke, Scott  
Introduced and read first time: March 12, 2018  
Assigned to: Judicial and Legislative Investigations Committee  
Committee Report: Favorable with amendment  
Council action: Adopted  
Read second time: June 25, 2018

# OIG INDEPENDENCE

## A RESOLUTION OF THE MAYOR AND CITY COUNCIL CONCERNING

### Charter Amendment – Office of the Inspector General

1

The OIG is currently part of the Executive Branch of government in Baltimore City. Administratively, the OIG falls under the Baltimore City Law Department and the IG reports to the City Solicitor. Best practices, dating back more than a decade, call for a more independent IG and this has been a continuing theme since the OIG was created over a decade ago. The lack of independence has historically created a lack of effectiveness. The ability to investigate any employee, department, contractor or entity using Baltimore City funds without political influence or pressure is paramount to an effective IG office. Independence fosters accountability, transparency and integrity in government.

Under the administration of Mayor Catherine Pugh and with the support of the City Council, the issue was again brought forth in March of 2018. Councilman Ryan Dorsey introduced a bill and worked with the Maryland Consumer Rights Coalition to bring the bill before the City Council. The bill was also supported by Council members Bullock, Burnett, Clarke, Cohen, Dorsey, Henry, Pinkett, Schliefer, Scott, and Sneed. Councilman Dorsey worked with the Mayor's Office to ensure the bill would have proper funding and personnel.

The bill was introduced and first read on April 23, 2018. Inspector General Cumming and her staff were on-hand to answer questions and present the many changes that had occurred in the office in just three months

To achieve independence, the bill will be codified in the Baltimore City Charter. Under the new provisions, funding for the OIG will be provided. Moreover, the IG shall serve a 6-year term and can only be appointed or removed by a quorum of four members of the Advisory Board. Mayor Catherine Pugh signed the bill on July 30, 2018. It will be on the ballot as Question F in the General election in November. We urge every Baltimore City resident to cast his or her vote toward independence for the Office of the Inspector General. Vote Yes to Question F!



Mayor Pugh signing OIG Independence Bill



## *Highlights and Summaries*

### **DPW Worker Steals 11 Tons of Scrap Water Meters**

The OIG received a complaint about the theft of water meters from the storerooms of the Department of Public Works (DPW). An investigation, including targeted surveillance, revealed that over a period of less than three years, former employee, Bryan Richburg, stole 23,575 pounds (11.5 tons) of mixed brass consisting of scrap water meters, belonging to the City of Baltimore.

Richburg pleaded guilty on December 11, 2017, in the Circuit Court Baltimore City to Theft Scheme: \$10k-\$100k. He was sentenced to ten years' incarceration with all suspended except time served and three years supervised probation. Judge Charles Peters, also ordered Richburg to pay \$30,000 in restitution to the City of Baltimore.

The case was jointly investigated by the Baltimore City Office of the Inspector General (OIG), agents of the DPW, and the Baltimore Police Department. The City would have received payment for the metal through its recycling contractor in an amount in excess of \$30,000.00.

### **Overtime Theft**

The OIG investigation determined the MOHS employee was supplementing normal pay with fraudulent overtime over a three-year period, resulting in a financial loss of \$7,483.99 to the City of Baltimore. The subject employee is no longer employed by the City of Baltimore.

OIG estimates the total loss to be significantly higher, but an exact amount could not be substantiated because timesheets for the employee are missing. The employee was solely responsible for entering payroll information into the electronic payroll system, as well as maintaining manual timesheets for the entire office.

Manual timesheets were completed by each employee and approved by a supervisor. Once approved, the information from the manual timesheets was entered into the City's electronic payroll system. The OIG investigation found lax oversight of the manual timekeeping and electronic payroll entry processes.

# Water Meter Theft DPW Worker Caught on Video

The OIG received a complaint about the theft of water meters from the storerooms of the Department of Public Works. An investigation revealed that over a period of three years, former Baltimore City employee, Paul Robinson conducted 142 transactions at Maryland Recycle in which he sold brass water meters belonging to Baltimore City for his own benefit totaling \$8,897.66. The most recent transactions were captured on video. Agents of the Baltimore Police Department and the Office of the Inspector General interviewed Robinson, who admitted that his transactions were indeed the sale of stolen water meters belonging to Baltimore City.

Robinson was employed by the DPW as a Utility Meter Technician based at the city's water meter facility. His responsibilities included removing old water meters and installing new water meters. When a water meter is removed from a service address, DPW procedure requires that the meter be returned to the water meter facility storeroom, and sold for its value as scrap metal. Employees may not take or retain meters for their own benefit.



Robinson pleaded guilty on June 1, 2018, in the Circuit Court for Baltimore City to Theft Scheme. He was sentenced to five years incarceration with all suspended except time served and five years supervised probation. Judge Timothy Doory also ordered Robinson to pay \$8,897.66 in restitution to the City of Baltimore.

The Baltimore City Office of the Inspector General jointly investigated the case with agents of the DPW and the Baltimore Police Department.



# **DOT Supervisor Accepted Bribes and Extorted Maryland Businesses in the City**

Daryl Christopher Wade, a former Department of Transportation (DOT) supervisor with the Street Cut Unit, used his official position to void street cut fines in exchange for cash. His job was to monitor and administer fines associated with street cuts and street cut permits. These fines are assessed when a contractor excavates, opens or works under the surface of sidewalks or public streets and does not backfill or repair their work within the set time period. Wade took cash from a Maryland contractor and wiped out the fines. He also successfully approached other Maryland companies doing business with the City with his Pay to Play scheme until one company decided they were not going to pay and began cooperating with law enforcement officials.

According to the plea agreement on March 16, 2018, from 2012 until 2015, construction company owner, Jerome Stephens, paid Wade five bribes totaling approximately \$700. In return Stephens avoided being fined for delinquent street cuts throughout the City of Baltimore. The agreement between Stephens and Wade was that Wade would monitor Stephens street cuts that were past their expiration date and would alert Stephens to complete his street cuts in advance of fines being entered into the DOT fine system. In return, Stephens would "look out" for Wade by providing him cash and gift cards, ranging from \$50 to \$500. Stephens informed another owner of a construction company of his arrangement with Wade. Stephens informed one owner that \$1.3 million in fines would be levied against the company but would disappear if the company paid \$52,000. The owner refused and reported the crime. Wade faces a maximum sentence of 20 years in prison and will be sentenced later this year. This case was a joint investigation by the FBI and Baltimore City OIG.

## **Leak of confidential Baltimore Police Department Internal Affairs information to Twitter**

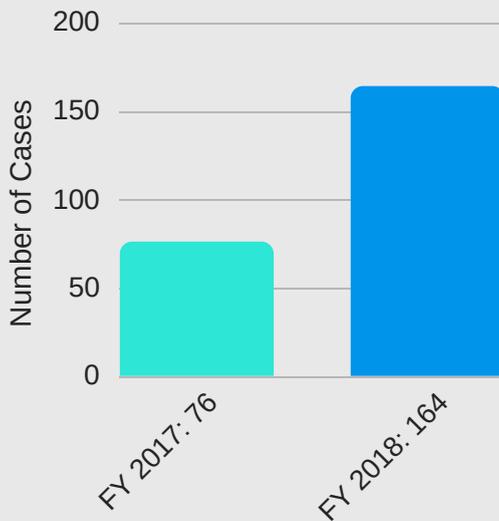
On February 8, 2018, a Baltimore Sun reporter wrote to the Baltimore City Police Department News Desk in order to confirm a potential appointment of a Deputy Commissioner and the candidate's background information. The information on the candidates background was published to Twitter by the reporter on the same day. The background Internal Affairs (IA) information on the candidate released to Twitter showed the candidate with sustained findings of racial discrimination and hostile work environment.

The OIG investigation revealed those findings were erroneous. Although the OIG was able to trace and identify all parties who had handled the original report containing the candidate's background information, it was unable to conclude who was definitively responsible for the leak.

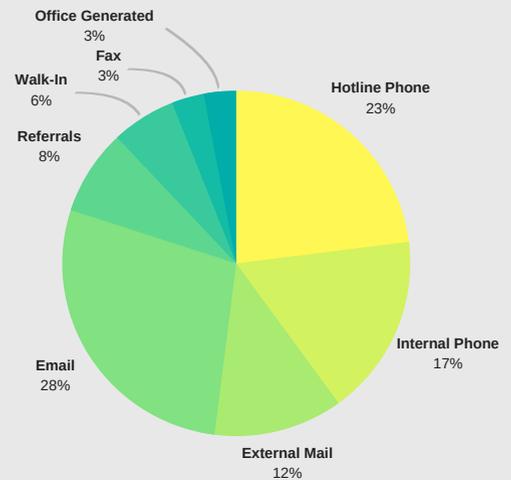
The OIG identified numerous concerns regarding the lack of procedures, policies and processes in the management of confidential documents and the lack of security in the electronic transfer of such documents. The OIG made several recommendations to the BPD to promote security, accountability and transparency in their computer systems.

*The Inspector General's mission to increase public awareness and spread the message of the OIG became apparent in the increased number of hotline complaints filed with the office.*

### Hotline Complaints: Comparison



### FY2018 Hotline Breakdown



In accordance with its mission to promote ethics, honesty, and efficiency in government, and to restore and promote the public's trust in government, the OIG continues to provide the public with access to register their concerns via the OIG Hotline. This is an essential element in OIG efforts to combat fraud, as it provides an invaluable means of generating leads from citizens, vendors, contractors, subcontractors, and employee sources throughout the City.



# CONTACT US

The OIG encourages any person to contact us to report suspected instances of fraud or corruption involving the City. There are a variety of convenient methods available to register a fraud complaint.



In person at:  
Office of the Inspector General  
City Hall, 100 N. Holliday Street  
Room 635  
Baltimore, MD 21202



The OIG Hotline:  
443-984-3476  
1-800-417-0430

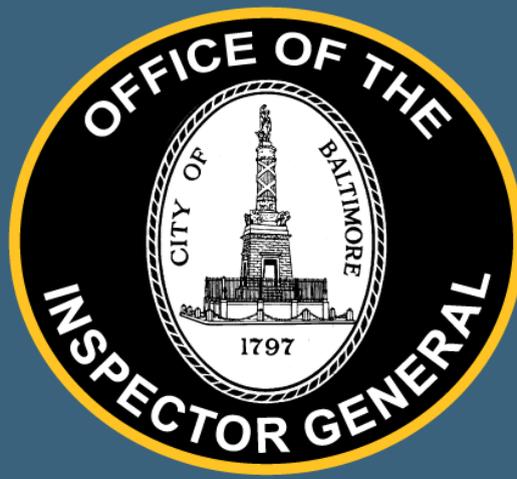


Online:  
[www.oig.baltimorecity.gov](http://www.oig.baltimorecity.gov)



Via Email:  
[OIG@BALTIMORECITY.GOV](mailto:OIG@BALTIMORECITY.GOV)

The Hotline 443-984-3476 (local) or 1-800-417-0430 (toll free) receives information from employees, customers, and the general public. The Hotline is an important avenue for reporting financial fraud, waste, and abuse. When calling the OIG Hotline, callers may speak to an OIG employee, who will ask a series of questions regarding the complaint. At times, due to call volume or scheduling, an analyst may be unavailable to speak with the caller directly. However, if the caller leaves their basic contact information, an OIG employee will respond within three days.



Report Fraud

Call us at 443-984-3476 or 800-417-0430

Email us at [OIG@baltimorecity.gov](mailto:OIG@baltimorecity.gov)

Visit us at [www.oig.baltimorecity.gov](http://www.oig.baltimorecity.gov)