

Letters from  
City Boards  
and  
Commissions



March 11, 2013

Dr. Sally Nash  
City of Annapolis  
Planning and Zoning  
145 Gorman Street, 3rd floor  
Annapolis, MD 21401

Dear Dr. Nash:

The Annapolis Economic Development Corporation (AEDC) very much appreciates the opportunity to comment on the City Dock Plan published by the Department of Planning and Zoning December 2012. The Annapolis Economic Development Corporation (AEDC) mission is to promote; the attraction, expansion and retention of businesses in our city. While there are many public and social benefits evidenced in the plan, by an effective implementation we can do great things for our city's economic prosperity (in ways we sometimes give less prominence in the benefit category). Implemented thoughtfully, the tax base of the city, economic opportunity and employment of our citizens can be appreciably increased.

We think this is a great plan! It envisions an enhanced experience of City Dock, playing to the existing strengths of the area (history, charm, water and character) and recognizing that the current generation of consumers (residents, employees and visitors) is experiential i.e. more interested in experiences than purchasing "things". More "consumers" will make for economic development. The AEDC believes this Plan will help to insure future generations of visitors, businesses, employees and residents will continue to enjoy the City Dock.

The City and all the volunteers and professional staff who have played such a vital role in getting us to this crucial stage, deserve to have their innovative thinking and hard work moved through the stages of economic analysis, a cost conscious approach and a thoughtfully staged implementation.

We particularly like and support:

1. The enhanced pedestrian experience. As examples, the crossing from the Marriott hotel on Compromise Street, widening and planning the pedestrian promenade around the City Dock, slowing traffic through urban design.

200 Westgate Circle  
Suite 102  
Annapolis MD 21401  
Telephone 410-280-2712  
info@annapolisedc.org  
www.annapolisedc.org

**LARA FRITTS, CEcD**  
CEO & President

#### BOARD OF DIRECTORS

Lara Fritts, CEO & President  
A. Reza Jafari, Chair  
Chuck Walsh, Secretary  
James C.(Chip) DiPaula, Treasurer  
Robert Burdon  
Rev. Johnny Calhoun  
Stewart Cohen  
Connie Del Signore  
Richard Franyo  
Michael Lofton  
Michael Mallinoff  
Midgett Parker, Esq., Chair Emeritus  
Cardie Templeton

Legal Counsel  
Charles F. Delavan, Esq.  
Staff

Sanja Giandomenico, Manager of Programs and Operations  
Matthew Jones, Manager of Planning and Development  
Bob Sammis, Jr., Business Recruitment, Retention,  
Expansion Coordinator

Working in partnership with the business  
community, city government and residents to  
**RETAIN, EXPAND**, and **Attract** Annapolis Business.

2. More vibrant public areas. As examples, larger areas with more public art, an active water feature or two that would allow visitors more direct access to some water, incorporating more recreational areas, encouraging sidewalk dining and possibly even sidewalk retail.
3. Improving the infrastructure. As examples, shoring up the rest of the understructure of City Dock; mitigating high tides with adaptations to the existing outflows; adding flood tide barriers/planters that also serve to provide landscaping and seating.

This plan is a great start to what will be a significant undertaking for all involved. We are eager to participate in the appropriate next steps which we believe should begin with gathering critical data for use in prioritizing an implementation plan. We recommend collecting and analyzing the following:

1. **Costs:** as best possible, divide up the plan into separate parts/options and estimate costs, timeframe and major dependancies for each. For example, what would a traffic circle vs. a T intersection cost and require? What are the public costs to the implementation of flood barriers? Equally important what is the private sector costs associated with code compliance of climate change impacts? What will it take to widen the walkway around City Dock and what other parts of the plan need to be implemented before the walkway could be widened (e.g. underpinnings)?
2. **Benefits:** What future savings will the City see if it implements this plan? How much more could the City expect in property taxes/increased tax base if the project were wildly successful? Only mildly successful? What benefits may business owners see from climate change mitigation acts? The “pros” of each option/part ought to be identified and quantified as best possible. Inherent in this process is estimating the demand for different uses in the new spaces proposed.
3. **Overall economic benefit of each significant element:** Using the costs and benefits gathered above, determine some sense of the overall economic benefit of each element and also consider the cost/benefit of doing nothing. the economic consequences of various alternatives. The City might also consider the benefits that would come from putting as much effort/incentive into redevelopment of existing second and third floor spaces.
4. **Parking:** Much of this estimating work will be contingent on understanding parking options and habits/preferences of both the current consumers and future consumers. In parallel with the cost/benefit analysis and ranking, we recommend a specific and transparent sub-effort that delineates how many spaces are lost from each area, where those are replaced, timing for repairs to and expansion of Hillman Garage, and how pricing of parking and technologies may facilitate a more vibrant experience for all. How can the City eliminate 178 surface parking spaces in this area and avoid pushing parkers

into the surrounding neighborhoods or, worse that residents, visitors and businesses will simply choose to go elsewhere outside the city. How can consumers be encouraged to existing and future public structures? How can we recognize and plan for the seasonality of parking needs. The AEDC has set forth some potential parking considerations in attachment 1 to these comments.

A **robust implementation plan** will also be critical to achieving this vision. With the loss of parking in the immediate dock area and the prospect of the area being disrupted for a lengthy period of time for normal business activities it is vital to provide needed incentives to businesses/property owners as stakeholders. Implementation should include:

1. Engaging each and every surrounding property owner. Providing them planning and development assistance, if requested, to identify the highest and best use of their property within the context of the City Dock vision and plan. Open and ongoing communication will be critical.
2. Changing the zoning early on and including redevelopment of the buildings and/or second story spaces as one of the first parts of the plan to be implemented. This will increase the tax base most quickly and encourage trust in the City that this plan is actually going to happen. In addition, the City needs to evidence to businesses that they are serious about having parking options in place early in the timeline.
3. Identifying a catalyst project or two perhaps related to public art or valet/tandem parking to increase downtown capacity that will, if implemented, have the most encouraging affect on others. If the catalyst project could be revenue generating, it would evidence a recognition that revenue sources have to be part of the revenue/cost projection analysis.
4. Developing timelines by which the implementation could occur with contingencies so that the public is encouraged to have reasonable expectations and all can gauge progress. Achievable and recognizable milestones will be very important to implementing a vision that could take 20 years to complete.
5. Review of comparable initiatives. For example, Alexandria's Waterfront Development Plan. The AEDC is unaware of what other communities and waterfront projects explored in developing this Plan. The Annapolis dock area is a special resource and our historic nature, our buildings scale and the downtown urban area does limit good comparables. However, Annapolis is very fortunate. The City of Annapolis and its citizens have had a beneficial relationship with the City of Alexandria over the years. Our cities, while not identical, have many of the same waterfront attributes and historic qualities. Most recently, in 2009, Mayor Cohen's Economic Development Transition Team and, subsequently the Mayor's Working Group, worked for months on a plan for promoting city economic development and the establishment of a public-private

economic development corporation. Alexandria played a valuable role in this effort since they had earlier instituted a similar economic development entity.

The City of Alexandria, after several years of work, has concluded a plan to redevelop a portion of its waterfront area, establish greater public green space, and to rezone parts for newer commercial buildings. Parking was considered a front burner issue and Alexandria has addressed it comprehensively in a detailed analysis of better use of their parking assets and improved enforcement, meters and signage. The Alexandria plan would also add major parks, and pedestrian walkways to its waterfront. In doing this Alexandria also seeks to address major flooding issues in the downtown. It surely sounds familiar.

We recommend the city again reach out to our neighbor in Alexandria, which has been both generous and immensely helpful, as we navigate these waterfront/dock issues of great commonality to both of us. The AEDC welcomes the opportunity to facilitate meetings if helpful.

The AEDC is very grateful to the volunteers of the City Dock Advisory Committee, the City Staff, and political leadership who helped to bring this draft to fruition. We are available to discuss any of these ideas or concepts detailed in this letter and look forward to helping where we can throughout the process.

Sincerely,

A handwritten signature in black ink that reads "Lara L. Fritts". The signature is written in a cursive, flowing style.

Lara L. Fritts  
President/CEO

Cc: Mayor Joshua J. Cohen  
Michael Mallinoff

## ATTACHMENT 1

### ANNAPOLIS ECONOMIC DEVELOPMENT CORPORATION CITY DOCK RESPONSE LETTER

The AEDC submits the City may have ample existing public and private parking assets. While there is much to be done in this critically important parking analysis the AEDC believes the following could be considered as part of this effort:

- a) Coordinate closely with our city's current parking management company to gain their input on a more efficient use of our downtown parking assets, e.g. valet parking, tandem parking, way finding signage to increase utilization at our current garages.
- b) Develop a timeline for the Hillman garage reconstruction and parking spaces gain expeditiously before dock disruption and the loss of the 178 dock spaces
- c) Analyze potential gain substantial spaces in the current or new Hillman garage by shifting non-essential city employees to Knighton, Gott or Park Place garages
- d) Pursue the possibility of an understanding with the Anne Arundel County School system to utilize its parking facility on Compromise Street for evening, weekend, holiday parking and other non-school periods.
- e) Develop an incentive perimeter parking plan and rate structure to make parking inexpensive and at less proximate parking lots including the county Whitmore County lot and the State lots on Rowe Blvd as well as city owned Knighton, Gott and Park Place.
- f) Analyze whether interior parking can realistically be included at any redeveloped buildings on the dock.
- g) Determine the availability during dock redevelopment of parking lots such as the Annapolis Yacht Club (in Eastport) and other substantial parking facilities, used every year during the Boat Show, to handle temporary transitional parking needs.

To: Annapolis Planning Commission

After reviewing the Annapolis City Dock Master Plan (version dated December 2012), the Annapolis Environmental Commission (AEC) wishes to make the following recommendations:

- First, AEC believes the plan offers a positive alternative to the City Dock's current configuration, and congratulates the authors for a job well done. It provides a general template to guide repairs, replacements and construction over the two decades or so. An endeavor of this size inevitably contains conclusions that not everybody agrees with but, all things considered, this one does a creditable job in providing a tool to improve the City Dock area for the benefit of residents, business owners, and visitors alike.
- However, AEC is concerned about the lack of green space. There is some increase in green space provided by the plan but this does not seem to be a substantial step forward. Trees, as in so many architectural treatments, appear to be minor decorations rather than providing for large, healthy trees that reach full maturity. Most of the plan is dedicated to impervious surfaces like roads, sidewalks, and parking lots. AEC would like to see a lot more vegetation, which would have environmental benefits like shading and stormwater capture, and be more attractive to visitors and residents.
- AEC would like to see more attention to the capture and treatment of stormwater, not just that originating onsite, but that originating offsite and draining toward the City Dock area. This could be captured in many ways, depending on the area's topography and motivation of local property owners:
  - Step gardens and infiltration basins;
  - The use of permeable material when sidewalks and road ways need to be replaced;
  - Phase in a requirement that drive ways have an effective infiltration mechanism immediately prior to the street connection point;
  - Encourage the use of rain barrels where appropriate.
- An important goal is to increase the power of magnets that attract people to downtown and City Dock areas, even if at the expense of one mode of transportation, the single car delivering mostly one person, parked immediately adjacent to one destination. This is a worthy objective. The balance as it exists now is improperly struck in favor of vehicular throughput for cars transiting the City Dock/Downtown areas without stopping, and poorly managed parking for private cars at the expense of spaces and events vital enough to attract additional citizens of Annapolis and visitors from elsewhere. Higher priority is needed for people, performance and art spaces, congregating and events venues. Better attention to space needed for pedestrians, for all of their uses. This plan is helpful to the necessary rebalancing.
- AEC supports the following transportation-related changes:
  - Reconfiguration of the present traffic circle so as to occupy less space;
  - Improved and safer pedestrian flow;
  - Expanded people/events space and new venues for many kinds of group activities that can attract additional residents and visitors to the city dock area of Annapolis;
  - Conversion to better use of a some areas now devoted to parking;
  - An improved parking management system so that parking is provided at a number of value levels and convenience, gauged to the needs and abilities of City Dock and downtown visitors;
  - An improved transportation system for serving a spectrum of needs and capabilities, coordinated with the parking resource;

- Improved information systems including new signage and exploiting emerging technologies that are rapidly and widely being adopted, like smart phones and systems announcing where and when parking spaces become available.
- AEC would like the plan to tie into a clear, strong, overarching citywide transportation plan. Properly done, a fully integrated transportation system would consist of the present elements, and new ones such as more agile public transport, distance-graduated parking that comprises valet parking, vehicles like the Circulator with better and expanded routes, a fleet of smaller electric vehicle shuttles, the increased usage of bicycles, and better use of information technologies. A regular schedule of small electric shuttles (like those used by eCruisers) would be cheaper to operate and maintain than buses, take up less space, create less noise, and not pollute the air. AEC would like to see their charging stations powered by wind or solar offsets.
- Idling buses should not be allowed on City Dock, where visitors will be forced to breathe in their fumes.
- Selected rain gardens and other environmental features should contain educational signs. The city should schedule regular demonstrations of best management practices and environmental stewardship.
- Trees should be planted in large plots with ample long-term root space, not small planters, so that they live for many decades rather than the street tree average of seven years. The colonial squares in Savannah, GA, with their canopies of majestic old trees, are a great example of such long-term investment. Permeable sidewalks and terraces can direct water to the root systems and protect them from damage.
- Redevelopment of some of the spaces offers a tantalizing possibility of simultaneously providing better amenities and economically productive business locations, a new space for the Harbormaster still in view of his water domain, better setbacks from viewsheds, and improved pedestrian circulation.
- It is critical that the city address the flooding aspects as soon as possible. The sea wall and improvements to the drainage system should be a high priority.
- Public venues, performance and art display spaces can increase the number of people who visit City Dock and downtown Annapolis, thereby enhancing the overall vitality of the city. As discussed at the public presentation and in the plan, provision of better and larger spaces is only a part of the solution. Also needed is an entity that can effectively manage those spaces and events that occur in them. City Council now deals with a remarkably large number of special events, debating pros and cons and approving varying constraints and restrictions. It is arguable whether this is a good use of the time of members of a legislative body, perhaps a more important and productive a task being the setting of public policy to guide professionals in their detailed management of those public spaces to achieve maximal harmony among competing objectives. The importance of these spaces and their management cannot be over-emphasized as crucial to the vitality of all the dimensions of life in downtown Annapolis. That vitality is essential to business success, cultural vibrancy, and civic pride. To the extent that this area succeeds in attracting people, then those people will create incremental business activity.

Thank you for your consideration.

Sincerely,

Ted Weber  
Chair, Annapolis Environmental Commission



MARITIME ADVISORY BOARD  
THE CITY OF ANNAPOLIS

MUNICIPAL BUILDING  
ANNAPOLIS, MARYLAND 21401  
(410) 263-7940

March 8, 2013

Sally Nash, PhD, AICP, Senior Planner  
Comprehensive Planning Division  
Department of Planning & Zoning ...  
145 Gorman Street, 3<sup>rd</sup> Floor  
Annapolis, MD 21401

Re: City Dock Master Plan  
Comments and Recommendations

Dear Sally:

Attached are the comments and recommendations of the  
Maritime Advisory Board to the proposed City Dock Master Plan.

Very truly yours

Tarrant H. Lomax, Chair

Enclosure

cc: Members  
Members

**COMMENTS AND RECOMMENDATIONS  
OF THE CITY OF ANNAPOLIS MARITIME ADVISORY BOARD**

**Board Members:**

Tarrant H. Lomax, Esq., Chair  
Chris Buchheister, Vice Chair  
Scott H. Allan  
Andrew Fegley  
Richard Franke  
Debbie Gosselin  
Duncan Hood  
Russell Outtrim  
Richard Pettingill  
William H. Woodward, Jr., DDS  
Karen Jennings (Annapolis Conservancy Board)

**Abbreviations:**

CDAC: City Dock Advisory Committee  
MP or Plan: City Dock Master Plan  
V&GP: Visions and Guiding Principles of the CDAC

**General Observations:**

The City Dock area is an historic, working maritime part of the City of Annapolis, a political and sailing Capital. It is not a National Park, Disneyworld or even Williamsburg. It includes visiting yachtsmen, businesses serving local residents and visitors alike, and a waterfront ambience. It should not become a tourist pedestrian centric location, but rather should equally serve the visitors as well as the community and businesses that coexist on a daily basis.

The recommendations for significant reduction of downtown parking will have an adverse affect on local residents who visit downtown for lunch, dinner or a quick shop. Day long visitors will tolerate peripheral parking but the 1-2 hour visitor will opt for more convenient and less time-consuming alternatives. In addition, the increased time for vehicular traffic to clear the intersection adds to both pollution and backups into the Eastport community. The existing circle works just fine.

The view from the water is Annapolis' "million dollar postcard". We should not detract from that view with 2-5 story office buildings, and a forest of traffic lights virtually at the water's edge.

The implementation of a "T" intersection instead of the existing circle was unanimously rejected. Traffic control appears to be the mask; the real driving force behind the T intersection is the creation of a 4<sup>th</sup> park (not counting the proposed pedestrian

promenades) at Market Square. Without that enlarged “park” there is no need to move the existing circle. And Annapolis does not need 4 parks virtually on top of each other.

### **Specific Comments:**

#### **What the Master Plan got right:**

1. **Concept of Gradual Improvement:** *“Improvements ... should be made gradually in time so that the City can assess how they are working before making the next improvement”*: This acknowledges the risk of change, and supports CDAC’s V&GP. Further, that parking should be converted *“to public spaces as the parking strategies bear fruit. This requires that the change in use and demand of parking be monitored so that information is available to make informed decisions. The new smart meter technologies that the City will implement in 2013 will allow this.”* (MP p 31)
2. **Enhanced aesthetics** such as outdoor dining, nicer pedestrian walkways, are a welcome recommendation, but only as long as any loss of parking is mitigated by **sufficient, convenient, cost-competitive parking**.
3. **Flood protection:** Get it right and get it done. This is the first thing which should happen. The solutions (the wall) found in the plan may not be the best or most cost-effective. Best practices and proven yet high quality technology should be used, particularly for sound dampening if a “major pumping station” (MP p 23) is to be installed, and cost/benefit analyses must be done.
4. **Shade:** More shade is needed. It gets hot in the summer which coincides with the time of highest use, but view cones from Main Street and the water should not be negatively impacted.
5. **Public Art:** Enhancing the beauty of the existing space should be supported. The emphasis should be on integrating design into and onto functional improvements at every opportunity. It should not be more heritage story-telling, since Annapolis has numerous vehicles for that: Alex Haley statue and the Leonard Blackshear walk; Historic Annapolis Foundation including its Paca House and Gardens; Hammond Harwood House; the State House; Annapolis Maritime Museum; private tour companies; Banneker Douglas Museum, to name a few.
6. **Parking Management Concepts:** The strategies offered are a good starting place. The use of the free Circulator is a positive initiative. Complaints from users indicate the operation of the Circulator needs improvement. New technology monitoring availability, pricing, and location of open spaces which can be transmitted to users in real time is beneficial. The goal must be: **sufficient, convenient, and cost-competitive parking**. Also important is the MP’s statement: *“A gradual removal of parking spaces guided by the Plan is recommended in coordination with downtown businesses to address business concerns about the reduction in the number of*

7. **Management Entity**: CDAC's concept of an entity that would efficiently manage the operations around City Dock is a good one. However if not managed with businesses in mind, and in conjunction with the Harbormaster, it should not be attempted. Examples of roles of the entity are: managing parking; managing events such that they are beneficial to and not at the expense of residents and downtown businesses and maritime interests; keeping the City Dock clean; managing landscaping, seasonal flowers and decorations, and maintaining the historic seaport brand. But City Dock is also working maritime waterfront, and not just tourist attraction. Attention must be given to the integrated management of all aspects of a downtown working city facility.
8. **Zoning Change** and getting rid of "conditional special exception use" is also positive. (MP p30). However, **any change to the WMC zoning should only occur in conjunction with a comprehensive (not expensive) review of all of the maritime zones as require in past Comprehensive Plans. This will ensure that the maritime zoning remains effective and is not eliminated piece by piece.**
9. **Undergrounding utility lines** as opportunities allow. (MP p 31). But the inclusion of a forest of traffic lights in place of the circle is counterproductive to the beautification sought but undergrounding utilities.

#### **What the Master Plan got wrong:**

1. **T Intersection Replacing the existing circle**. Replacing the historical and functional existing circle with the traffic-signalized T intersecton. "*Beginning at the approaches from all directions, the intersection would become a slow moving environment...to calm traffic.*" (MP p 13) In the name of "improving the pedestrian experience", the functionality, aesthetics, and historical context of the existing traffic circle are discarded for a three-way intersection which will require a minimum of three traffic lights – a sight that has been successfully and intentionally avoided in the area for decades. And, the Master Plan recognizes the key problem with the T concept – "a slow moving environment". Further, the CDAC voted 7 to 6, with 1 abstention, against the T intersection concept.

This proposal and the point discussed in Paragraph 2 immediately below both contribute to what will be a source of gridlock and inability to "get to and through" town – a named goal of CDAC's Vision and Guiding Principles. Access will be severely reduced, all for the alleged goal of a better environment for pedestrians and a 4<sup>th</sup> park at the Market House Square. This flies in the face of the reality that hundreds of thousands of pedestrians maneuver through the City Dock area safely every year in what has been rated one of the most walkable towns in America. This plan also does not account for the 10,000 vehicles per day (data from Annapolis DPW staff) which

traverse through downtown. Contrary to the MP statement that the Circle cannot account for “*the conflicting movements of pedestrians and vehicles and the variety of offsetting intersection approaches*” (p 17), the existing Circle and pattern do so very well, and safely, per data provided by Sabra Wang and daily observation.

Any back-up caused by pedestrians can be ameliorated by improved crosswalks and using crossing guards during peak times (a few hours during nice summer weekends). The risk of slowing down traffic consequent to traffic signals and narrow roadways is to force some number of those who now drive through town, and are an important source of those “locals” who use it, to go around, exacerbating traffic on Forest Drive and Spa Road, and negatively impacting our businesses.

The MP’s concept to build the signaled T-intersection is a very expensive and risky way to “improve the pedestrian environment” by refereeing “*the flow of pedestrians and vehicles,*” which is a problem less than 2 % of the time. Crossing guards can be and have been effectively used to provide “green time” to pedestrians during this minor amount of time. Lastly, the concept of refereeing the flow of pedestrians and vehicles ignores the simple fact that Compromise to Main or Randall Streets is a major means of egress from the Eastport peninsula and even beyond.

2. **Traffic rerouting.** The proposed lights and narrowed roadways with new signaled turns reduce flexibility; reduce use of businesses; impact trash pick-up, deliveries, and access in general. The MP suggests that yet another traffic signal may be needed at Compromise and St. Mary’s Streets. Yet, the need for traffic control at St. Mary’s Street is the morning drop off and afternoon pickup at St. Mary’s School. Those vehicles coming down St. Mary’s Street in the morning and afternoon are using Compromise and Main or Randall Streets as a means of egress – they are not visiting downtown Annapolis. Again, functional and aesthetically designed crosswalks and/or a crossing guard during the few times necessary are a much better solution. The statement that “*currently Compromise can be a rather high speedway into City Dock*” (MP p19) is just biased opinion without any empirical data.
3. **Environmental insensitivity.** MP p 32 admits that the new traffic routing will add an average of 30 seconds to the trip of the driver going between USNA and Eastport. Multiplied by 10,000 cars per day, that adds **83 hours PER DAY** to the time people spend idling their vehicles at the T intersection. On page 16, the Master Plan states that the T will reduce traffic delays during peak traffic periods “*primarily due to the regulated control of auto and pedestrian flows*”. (MP p32). As previously stated, the less-than-2% of the time when such delays may occur, auto and pedestrian flows may be easily accomplished via crossing guards. This is a cheaper, more effective, environmentally-sound method which also employs people.
4. **Pedestrian-friendly:** No need has been demonstrated and this ignores the fact that Compromise to Main and Randall are also a major means of egress. This is the **commercial and maritime downtown** for the City of Annapolis and Anne Arundel

5. **Parking:** During Phase 1, CDAC came to informal consensus that some parking could be removed **if there was mitigation**. The City Dock businesses have continually expressed the need for more parking. The amenity of more green or pedestrian space closer to Susan Campbell Park, provided emergency vehicle and bus drop-off access is maintained, is acceptable - provided **sufficient, convenient and competitively-priced parking** is provided as part of the Plan. When the MP was first shown to CDAC, no parking strategy had been considered. Although the MP introduced the concept of “smart parking” strategies, there is no parking plan specifically developed for City Dock. Before any parking is removed, this must be done.
6. **Re-development of Dock Street:** View Cone and Scale: 2-3 story buildings along Compromise Street and 4-5 story buildings along the North side of Susan Campbell Park impacting the view cones from both Main Street and the water are unacceptable and unneeded. Even the Master Plan cautions that it is “*imperative that viewshed analyses be undertaken... for any new development...*” (MP p 11). And those viewsheds should include views both to and from the water.

## **Conclusion**

City Dock is the commercial and maritime center of a small city, a city which also functions as the county seat and the State capital and the home of two colleges; a city known already for its waterfront, beauty and walk-ability; a successful city whose downtown attracts millions annually by land and sea. It does not belong to city residents only; it does not belong to visitors only. Rather its success depends upon its draw upon a larger population of “locals”, maritime visitors, and land visitors. It must continue to function as an authentic working downtown waterfront, economically viable and sustainable - not a pedestrian centric theme park at the expense of local community use, the loss of maritime visitors, restricted access and restricted egress from the adjoining communities.

CITY OF ANNAPOLIS

160 DUKE OF GLOUCESTER STREET

ANNAPOLIS, MARYLAND 21401

410-263-7997



TRANSPORTATION BOARD

CHAIRMAN: JOHN GIANNETTI JR.

VICE CHAIRMAN: CHRISTOPHER P. AIKEN

SECRETARY: CAROL KELLY

OFFICIAL CORRESPONDENCE FROM THE TRANSPORTATION BOARD

Friday, March 15, 2013

Mayor Joshua Cohen and  
Members of the Annapolis City Council  
City of Annapolis  
160 Duke of Gloucester St.  
Annapolis, MD 21401

Re: City Dock Master Plan, Spring, 2013  
Transportation Board Endorsement with  
Recommendations

Dear Mayor Cohen and Members of Council:

This letter serves to inform the Mayor and City Council members and members of the Planning Commission of the official position of the Annapolis Transportation Board concerning the City Dock Master Plan proposal as it has been submitted to us for review. As passed by resolution of the Annapolis Transportation Board:

**The Annapolis Transportation Board ENDORSES the City Dock Master Plan, with the recommendation that acting on any such plan with changes to the Annapolis City Dock area be coupled with a comprehensive parking study to determine the parking needs of local businesses, residents, employees, and visitors in and around the City Dock area.**

If you need additional information regarding our position or have questions, please do not hesitate to contact me or another member of the Board.

I remain,

Sincerely yours,

A handwritten signature in blue ink, appearing to read "John A. Giannetti Jr." with a stylized flourish at the end.

John A. Giannetti Jr.  
Chairman  
Annapolis Transportation Board

Letters from  
other groups  
and  
individuals



Maryland Department of Planning  
Maryland Historical Trust

Sustainable \_\_\_\_\_ Attainable

March 11, 2013

Sharon A. Kennedy, Chair  
Annapolis Historic Preservation Commission  
Department of Planning & Zoning  
145 Gorman Street, Third Floor  
Annapolis, MD 21401

Re: City of Annapolis  
*City Dock Master Plan*

Dear Chairman Kennedy:

I have received your letter of March 4, 2013, requesting that the Maryland Historical Trust (MHT) provide technical assistance in the review of the City Dock Master Plan (CDMP) and its effects on the Colonial Annapolis Historic Landmark District. We have reviewed the CDMP and, in accordance with the provisions of Article 66B, §8.03 (b) (1) of the Annotated Code of Maryland, we offer the following comments for your consideration.

The CDMP describes five guiding principles for development and improvement around the City Dock area and discusses specific ways that the principles should be applied to preserve the historic layout and scale of the neighborhood, develop walkable public spaces, decrease the dominance of cars on the landscape, promote environmental sustainability, and foster public art. As you are well aware, the area addressed by the CDMP is in the core of a unique and nationally-important historic district. Historic Annapolis, Maryland Inventory of Historic Properties AA-137, has tremendous significance for its role in political, economic, and cultural history; as one of the first planned cities in Colonial America; and for its extraordinary collection of eighteenth and nineteenth-century architecture. The district has been listed in the National Register of Historic Places since 1965 and is one of the few large urban districts in the United States to be designated a National Historic Landmark, our nation's highest recognition of historic importance. The waterfront, and the connection of the surrounding district to the waterfront, is central to the character of the district and to telling the story of its history.

After careful review and consideration, MHT is pleased to endorse most aspects of the CDMP. The gradual transition to a more walkable neighborhood described in the plan capitalizes on and accentuates the unique and waterfront atmosphere of neighborhood. Many of the proposed changes will be beneficial to the preservation of the historic character of the area. Suggestions in the plan, such as improved sidewalks, a waterfront promenade, and additional park space will not only improve the experience of residents and visitors, but also make the surrounding historic buildings more economically viable while at the same time maintaining their context and historic integrity.

Central to the CDMP is reducing the physical impact of the automobile through better managed parking. A large amount of surface parking detracts from the historic character of the area and seems a poor use for waterfront land. Decreasing surface parking at Market Space and along Dock Street will decrease the

Martin O'Malley, Governor  
Anthony G. Brown, Lt. Governor

Richard Eberhart Hall, AICP, Secretary  
Matthew J. Power, Deputy Secretary

100 Community Place - Crownsville - Maryland - 21032

Tel: 410.514.7600 - Toll Free: 1.800.756.0119 - TTY users: Maryland Relay - MHT.Maryland.gov

separation of people and the historic waterfront that has been caused by parked cars and paving. Rather than meet parking needs by increasing volume or allowing other construction that might impose on the historic character of the neighborhood, the CDMP proposes to accommodate contemporary parking needs through increased use of technology and intelligent management. Strategic pricing, improved wayfinding, employee parking programs, encouraging the use of existing garages, maximizing the utility of existing spaces through valet parking, and free Circulator bus-type transit are all promising strategies that have been successful in other dense historic areas.

Members of the City Dock Advisory Committee were unable to reach consensus about the proposed removal of the traffic circle at the intersection of Main, Randall, and Compromise Streets and its replacement with a more conventional intersection. Historically there was a circular feature at this intersection; however, that feature has been modified and moved over time, and it was not part of the original formal plan for the city. On the other hand, replacement with a more conventional intersection probably would necessitate introduction of traffic signals that would create visual clutter and adverse effects on the historic character of the district and, perhaps, its own unintended traffic congestion.

MHT is concerned with the CDMP's proposal to increase the long-standing historic district height and bulk limitations for new construction in the redevelopment areas. The CDMP proposes to permit new buildings of up to five stories. Redevelopment of the non-historic buildings in these areas is a great opportunity, but new construction should not exceed the existing scale of the historic buildings on Dock and Prince George Streets, and generally throughout the entire historic district of three stories and lower. A mass of taller buildings concentrated near the waterfront would create a psychological and visual separation between the dock area and the rest of the historic district. This would diminish the integrity of the district as a whole, especially given the importance of the connection between the waterfront and the historic city.

We agree with the several parties that already have commented on the somewhat limited focus the CDMP places on historic vistas and viewsheds. As Donna Ware of Historic Annapolis, Inc., wrote:

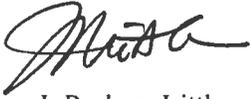
While the view along Main Street to the Chesapeake Bay and the view from the foot of Main Street to the water are significant, there are many vistas that are equally important. The natural topography, prominent historic buildings and historic streetscapes, which are viewable from a number of vantage points, require protection and preservation in any plan for the city dock.

In this regard, the view of the historic district *from* the water also is worthy of preservation. A "wall" of even slightly taller new buildings near the edge of the waterfront would significantly alter the perception of the historic district from this important vantage point.

Finally, our comments should not be construed to constitute any pre-approval or position that MHT may subsequently determine in an undertaking subject to our legal jurisdiction. Such undertakings would include 1) any project sponsored, financially assisted, permitted or licensed by a state or federal agency; 2) projects proposed on state-owned property; and 3) projects involving property that is subject to a historic preservation easement held by MHT. Future projects subject to MHT jurisdiction will be treated *de novo* according to the circumstances and merits of the specific undertaking. With regard to the height for new construction, however, in the absence of extenuating or mitigating factors, any proposed construction over 3 stories will likely be determined to constitute an "adverse effect" on the character of the district.

We commend the City and the members of the City Dock Advisory Committee for their hard work to preserve the historic district and ensure that it remains an economically and culturally lively place for residents and visitors. If you have any questions about our review and comments, please do not hesitate to call.

Sincerely,

A handwritten signature in black ink, appearing to read "J. Rodney Little".

J. Rodney Little  
Director \ State Historic Preservation Officer  
Maryland Historical Trust

JRL \ JES  
201300911  
CC: Lisa Craig (City of Annapolis)



PLANNING & ZONING  
2013 FEB 13 PM 12:38

12 Dock Street  
Annapolis, MD 21401

Annapolis City Council  
Annapolis Planning Commission  
c/o Planning & Zoning Department  
145 Gorman Street, 3rd floor  
Annapolis, MD 21401

February 11, 2013

Dear Members of the Annapolis City Council and Planning Commission,

As a key landowner and restaurant establishment operating at the city dock, I wanted to provide some comments as do the City Dock Master Plan being considered by the council and planning commission.

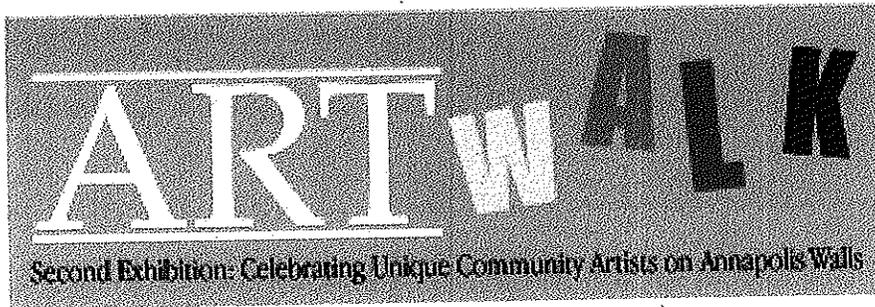
We support the idea of building a better city dock waterfront and creating a better sense of place enabling people to want to come and visit. The physical appearance and the way city dock functions leaves room for great improvement and the master plan is a good general guide towards working for that future. A strong attractive promenade that has programed use for all to use is a vital component to bring new life back to the waterfront.

While parking is extremely important, it is not only about the number of parking spaces as much as it is about the parking management and how it is marketed.

Thank you for your time and consideration of these comments.

Best regards,

Stephen B. Phillips



Sally Nash, Ph.D., AICP  
Senior Planner  
Comprehensive Planning Division  
Department of Planning and Zoning  
City of Annapolis  
145 Gorman Street, Third Floor  
Annapolis, MD 21401

March 8, 2013

Re: ArtWalk City Dock Plan Comments

Dear Ms. Nash:

Annapolis the Beautiful, Inc. d/b/a ArtWalk submits its comments on the draft city dock plan. Our comments are directly at Section II E of the City Dock Master Plan Public Art- Nurturing the Uniqueness of the Place.

#### ArtWalk's Background

ArtWalk is a public art 501 (c) (3) organization devoted to providing large scale public art within the city of Annapolis and surrounding Anne Arundel County. ArtWalk has installed 26 pieces of artwork at eight (8) different sites within the city. We have utilized the talents at acclaimed Annapolis area professional artists. Most recently the art programs of community organizations, such as the Stanton Center, the Lighthouse Shelter, Providence Center, the Annapolis High Students of other Languages (ESOL) program and Vision Workshop have been the creative source of the art from which the large scale works are reproduced. ArtWalk two projects currently underway are collaborating with the art program of the Bates Art Magnet School and Middle School and the Annapolis Senior Activity Center.

## Comments and Recommendations

ArtWalk applauds the work of the City Dock Committee and the professional city staff in its recognition of the vital importance of public art in the City Dock Plan. The City Dock Committee has captured the essence of public art in its proposal for the transformation of our downtown waterfront jewel. The title of the section on public art "Public Art- Nurturing the Uniqueness of Place" evidences the Committee's enormous insight in integrating public art into this dramatic project.

ArtWalk supports the principles set forth on page 25 that "Artists should be integral members of the design team that would shape and improve City Dock over the years." It is more than appropriate for public art, both the visual and performing arts, to play such a role in the design and implementation of the City Dock Plan as finalized. Annapolis has the first Arts Magnet Middle School in Anne Arundel County, the first Arts District in Anne Arundel County and, this coming year, Annapolis High School will become an Arts Magnet Upper School facility. We are building, for our future generations, a community where the arts are valued and the unique venue of the City Dock is enhanced and transformed by the inclusion of public art.

In achieving the spaces and venues for public art we urge that the managers of the City Dock project insure that artists and those creators that implement the public art be appropriately recognized in the Plan's implementation. They are truly as valuable, just as the engineers, architects, and landscapers are, as critical components to the successful implementation. Public art needs to be equally recognized as part of the economic cost and the economic benefit of implementing the Plan. In analyzing the Plan's costs and benefits ArtWalk advocates that artists be compensated as any professional service needed for the Plan's implementation.

ArtWalk makes three specific comments to the Plan.

### Funding the Art in Public Places Commission

1. We believe utilization of public art will be some of the best money spent to make this City Dock project unique to the Baltimore/Washington/Annapolis area. Public art is an inexpensive yet integral way to make the City Dock and Market Square area a vital, living, enriching experience for residents, visitors and workers alike.

The Plan recommends that the already established Annapolis Art in Public Places Commission take a lead role in working with community artists "in a thoughtful process of shaping and guiding the selection of art on the City Dock." ArtWalk submits that the Arts Commission has the expertise and established jurisdiction to undertake this important role. In the recommendation that the Art Commission assume this role it

should be recognized, as we will set forth below, that the selection of art and public art cannot be dictated by any single body. These decisions are not the same as one group might appropriately dictate the kind of brick to be used or the kind of storm water pipe to be employed in the city dock reconstruction.

A major issue for the Arts Commission is and has been its funding. Historically, and recently the Art Commission has struggled with the funding allocated (or not) by the city for public art. And now the Plan recommends the Art Commission would take on the new and sizable responsibilities in transforming the dock/market area with public art.

Chapter 6.24 of the City Code deals with Art in Public Places and the establishment of the Arts Commission and its duties. One of the most fundamental aspects of Chapter 6.24 is section 6.24.020 (Arts Fund established.) This section states, in part, that:

A. “ There is established a fund for the purpose of collecting and retaining funds from public and private sources for the display of art in public places in the City of Annapolis, for the production of performing arts and for the advancement of works of art in general to be known as the arts fund. Subject to the appropriation of funds by the City Council, said fund may be credited with one-tenth of one percent of the general fund revenues of all funds received by the City for the arts, including visual art in public places, the performing arts and works of art, whether contributed, earned, secured through grants or otherwise obtained.” (emphasis added)

Hypothetically, in an 85 million annual city budget the Arts Commission would be granted a not so robust amount of 1/10<sup>th</sup> of 1% or \$85,000. Yet, historically even that small allocation has not been made. ArtWalk is not insensitive to the perception of some that appropriating even such a small amount in a sluggish economy is not warranted when other needs are deemed a greater priority. However, public art inspires a community and as the City Dock committee emphatically states, will nurture the uniqueness of the dock place.

If public art is to be a valuable, visible and energetic piece of the city dock plan ArtWalk urges the city immediately to renew its funding commitment to the Arts Commission established in the city code. The Art Commission deserves this commitment as it is being asked to take the lead in one of the most visible, eye catching and least expensive, in relative terms, aspects of the Plan. Artists also need to know the city is committed to visual and performing art as part of its Plan.

## Private and Public Spaces

2. The City Dock Plan offers a view of diverse artistic expression from the visual arts to the performing arts in the dock area. Specifically, the Plan speaks to the use of public art in new public spaces at key locations connected by enhanced pedestrian ways and to the surrounding by sight lines and views. ArtWalk recommends that the City Dock Plan should go beyond its focus on “public spaces” when formulating a plan for public art at the city dock and market areas and implementing its goal of “nurturing the uniqueness of place.

Page 17 of the City Dock Plan speaks to the importance of private property redevelopment at three major sites in the City Dock area. This includes the renovation of structures facing the water to help activate and frame the open public spaces. ArtWalk, and many other public art organizations, nationwide have utilized both private spaces and private funding to implement public art projects in the city.

ArtWalk recommends that private property and, new structures on such properties to be made be part of the Dock/market space public art canvas. And, to insure diversity of innovative art, venues, and creativity ArtWalk urges that the Plan, while directing the Arts Commission to take the lead in implementation, should not grant any entity the sole role in reviewing or jurying the art. No single group should want to be the curator of the type and subject of public art on the dock area. Our community of artists and the Arts Commission can work with both the public and private sectors to create an organic, not heavily structured, public art dock plan. ArtWalk can attest from its experience in the city that private property owners are wonderful partners in making their property available as a canvas for “public art”.

## Availability of Less Expensive, Long Lasting Options

3. The plan speaks about the “entirety of the City Dock is the canvas or stage set for public art”. We are sensitive, as was the City Dock Committee, of the weather and natural environment that may dictate where and what public art is utilized. We commend this farsighted view.

Because ArtWalk’s focus is on the visual public arts we have substantial experience in the technology, materials, inks and laminates now available for two and three-dimensional public art that should lessen the concern about weather, natural environment and, indeed, even graffiti. ArtWalk, and its curator Sally Wern Comport, have learned

the enormous importance of efficient funding in utilizing the array of new materials that should be used and the choice of surfaces on which public art can be installed. The availability of innovative means of creating public art since ArtWalk installed its first city project in 2007 dwarfs what was available then.

At the appropriate time, if deemed necessary, ArtWalk would be pleased to provide its experience and knowledge to what is a remarkable recommendation by the committee for the transformation of the dock area.

Sincerely,

A handwritten signature in black ink, appearing to read "Walsh", with a large, stylized initial "W" and a long horizontal flourish extending to the right.

Chuck Walsh  
ArtWalk, Chairman

Cc: Sally Wern Comport

Following are my comments on the City Dock Master Plan sent to the Historic Preservation Commission for consideration at their deliberations on the plan at their February 28th meeting.

## PLAN OVERVIEW:

The proposed master plan appears to set forth various plans for various areas without actually being an "Urban Design" plan for the city dock. The plan focus is on pedestrian and automobile circulation patterns, parking and development intensification. It ignores some of the urban design potential suggested by the Urban Land Institute's brief study of the dock area two years ago. The proposed master plan does not include any urban design studies analyzing the city dock area as it presently exists and may evolve.

There is no analysis of view sheds, spatial relationships, scale of the buildings and, most importantly, the relationship between the land and the water in an historic setting. This should be the overriding principal of the plan and I do not believe this important element has been addressed.

## PEDESTRIAN AND AUTOMOBILE CIRCULATION PATTERNS:

The master plan recommends changes to the pedestrian and automobile circulation patterns that are heavily tipped in favor of pedestrians. Even

though this may allow tourists to have more options for places to walk and sit, it comes at the price of restricting the automobile traffic flow that must traverse the area. The proposed T-Plan intersection and the numerous traffic control devices intended to improve the pedestrian experience are out of character with the existing urban design of our baroque city plan. A more appropriate solution may be to make some adjustments to the location of the circle and the curb lines that restrict the flow of traffic through the area.

#### PARKING:

The master plan promotes the concept of parking management as the way to restrict parking in the city dock area and this is good advice. Resolving this Gordian knot will free the area for many urban design opportunities that have not yet been explored.

#### DEVELOPMENT INTENSIFICATION:

The concept of intensifying development opportunities in the dock area may be well intentioned, but it does not relate to the historic scale of our baroque city plan and the existing built environment. New development and redevelopment certainly should be an option, provided that it respects the historic view-sheds and the height, bulk, scale, proportions, and mass as set forth in the Annapolis Historic District Design Manual.

Thank you for the opportunity to testify in this matter. I have confidence that the Planning Commission's recommendations will provide guidance to the City Council when they consider adoption of the City Dock Master Plan.

Gary Schwerzler

## **Ward One Residents Association**

3 Church Circle, PMB 150  
Annapolis, MD 21401

March 11, 2013

Planning Commission  
City of Annapolis  
160 Duke of Gloucester St.  
Annapolis, MD 21401

### Proposed City Dock Master Plan Ward One Residents Association Position

Dear Chairwoman Harris and members of the Planning Commission:

The Ward One Residents Association members and Board respectfully provide the following comments and suggestions:

There are some portions of the Plan that Ward One feels would be positive changes to the downtown. However if we lose the historic character of downtown, if we drive more businesses into failure, by lack of parking or some other unanticipated consequence, the negative impact will have a direct effect on our home values, business environment, and quality of life.

Changes to City Dock, positive or negative, will most certainly affect Ward One more than any other part of the city. In a broader sense, downtown Annapolis is a treasure for all residents in all Wards. If we take actions that detract from our downtown, this will hurt all Annapolitans. The historic seaport is the single-most valuable asset that differentiates us from the surrounding malls and land-locked areas.

#### **Preserve Annapolis' Historic Seaport**

*"Annapolis enjoys a national reputation as a desirable place both to live and to visit, based primarily on its history and access to the Chesapeake Bay. These same factors are cited as key advantages for downtown businesses as they compete on both a local and regional basis." (Orlando Ridout V)*

The proposed master plan contains the greatest threat to the preservation of the historic downtown that we've seen in three decades. Specifically, the Plan recommends buildings that are from three to five stories in height on City Dock. Such a drastic change necessarily affects zoning by raising the long-standing height and bulk restrictions. The original intent to place the height and bulk overlay onto our downtown area was triggered by the construction of the Hilton Hotel (now the Marriott), which dwarfs other City Dock buildings and scars the view of the City from the water. There was wide spread agreement then that the building is not a positive asset for the District. That is equally true today. Why would we want to encourage more, over-sized construction? City Hall is already drafting legislation to allow buildings on Dock Street that rise more than 70 feet above street level – ten

## Ward One Residents Association

feet taller than the Marriott. The combined mass of the new buildings would be 2.3 times the bulk of the Marriott.

The views of Annapolis and City Dock, from the water and across Ego Alley, are our City's multi-million-dollar views. These views are the postcards that attract tourists and new residents. Visitors come to Annapolis because we are "*this captivating city by the Chesapeake Bay that has changed very little since it was founded over 350 years ago*" (Marriott Website). They come here because of Annapolis' unique historic harbor. We are not Baltimore's Inner Harbor, DC, Alexandria, or National Harbor. Our city cannot afford to destroy our heritage and our economy with 70-foot buildings on Dock Street.

Ward One Residents also believe the proposed City Dock Master Plan violates the requirements established in the City's 2009 Comprehensive Plan, which says, in part, "The plan shall deem the public property from the Dock to and including the Market House to be Civic Space for residents of the city." (p.35). Instead of creating civic space on Dock Street, the proposed Plan calls for the conversion of public property to commercial buildings. This is contrary to the stated goals of the Comprehensive Plan as adopted by the City Council.

We strongly oppose the idea of rezoning this area. As it stands, The City Dock Plan would become an amendment to our Comprehensive Plan. Maryland's *Terrapin Run* decision (2008) established that zoning and development must follow the Comprehensive Plan. If adopted, the change in zoning would not be optional. It would be permanent. Indeed, City Hall is already drafting the new zoning legislation to implement it. If the Plan is adopted, the massive buildings will go up and our City will have to live with the mistake for generations.

### **Parking**

Our second concern is the Plan's elimination of 225 public and private parking spots in the City Dock area without demonstrating an effective parking plan. The City needs to be sure it does not kill downtown businesses or drive more visitor parking into local neighborhoods. Parking is critical to downtown business survival. Main Street and City Dock shops are in competition with Towne Center, Westfield Mall and potentially a new shopping area at Crystal Springs. The business community has reacted loudly to the potential loss of parking for their customers, and their subsequent loss of business. Ward One residents share their concern.

Loading areas are an integral part of the City Dock area as well. Businesses rely on loading areas for commerce; residents wait in them for children after school. The City Dock Plan would remove 42% of total loading area available now. Of the remaining space 59% would be flex space – only available as loading area from 7am to 11am. For most of the day the Plan would cut loading area down to 22% of its current maximum value. Ward One Residents believes this would seriously hamper the City Dock economy.

## Ward One Residents Association

Implementation of the Plan as written would have a catastrophic effect on the economic heart of our City and cause parking mayhem in our neighborhoods. The Ward One Residents Association strongly supports the development of a comprehensive parking and transportation program for downtown. We believe that it is an essential precondition to the implementation of the changes recommended for the City Dock area. The City Dock Plan must include a requirement for a demonstrated, working parking plan to mitigate the parking losses envisioned by this Plan.

### **Save the Circle**

The proposed plan suggests a "T" intersection and a larger Market Plaza adjacent to Market House. The plan also claims an improved flow of pedestrians and traffic through the area.

The T intersection necessarily requires stoplights, however. Ward One Residents object to the introduction of stoplights and the associated pedestrian signals anywhere within the viewshed of Annapolis' City Dock. As we discussed above, the views of Annapolis are our historic and commercial treasure. The plan, even with underground utilities and pivoting Fawcett's, clutters the view. Adding stoplights and pedestrian signals will require six to eight stoplights along Randall Street. People do not visit Annapolis for its stoplights.

We believe the traffic studies of the "T" intersection are flawed. Memorial Circle becomes congested for several reasons: traffic backs up on Main St., Randall St. at the light, traffic stops on Compromise St. because the Spa Creek bridge is up; drivers stop at Dock St. look for parking; and pedestrians cross where ever they want to. The traffic studies applied to Memorial Circle and the "T" only considered the effect of the designs on interactions between pedestrians and vehicles within the Randall Street intersections – they did not consider the effects of external congestion. The traffic studies were superficial and do not, in fact, provide realistic solutions to our traffic problems.

The traffic circle has been a prominent feature of that space since 1885. We are especially reluctant to discard a historic element of our landscape because a new configuration "might" be better. The circle was dedicated as a memorial in memory and honor of area military veterans in 1977.

For all these reasons Ward One Residents oppose adopting the "T" intersection as part of the Master Plan at this time. Rather we should concentrate our efforts on removing or relocating structural obstacles within Hopkins Plaza.

### **Enhancements**

There are a number of elements of the Plan that will help residents and visitors to enjoy our city. We support the widening of sidewalks; pivoting of the old Fawcett's

## Ward One Residents Association

building out of the Main St. view cone; enhanced waterfront promenade; additional crosswalks; and parks at the Donner Lot and Newman Street. All of these enhancements will serve to make the City Dock area more attractive to residents, visitors, and business customers. A low seawall, sensitively implemented, can protect our low-lying properties without harming the beautiful Historic Seaport brand. And the bike lane on Compromise Street is sorely needed for the safety of our bikers.

In short form, our positions are these: (Detailed analysis follows.)

### Support:

- Gradual implementation of the plan enhancements
- Widening sidewalks
- Creating a grand Promenade
- Pivot Fawcett's and to restore historic viewshed
- Convert Donner surface lot to a park
- Create a park at the bottom of Newman (but not into water)
- Add crosswalks to Compromise Street
- Create a Bike Lane on Compromise Street
- Create a protective Seawall – but lower and more narrow
- Enlarge Hopkins Plaza to make it a more effective gathering space
- Bring back the former crosswalk in front of Market House

### Oppose:

- Oppose large, 3-5 story buildings on Dock Street
- Oppose removal of parking without a proven and tested parking plan
- Oppose unbroken, straight lines of sidewalk and seawall along Dock St extending from Randall all the way out to Susan Campbell Park
- Oppose grassy areas around City Dock
- Oppose stoplights
- Oppose T Intersection
- Omission of crosswalk in front of Market House
- Oppose creation of a new management entity with over-reaching powers
- Oppose selling city property
- Oppose the City taking ownership interest in Boat Shows
- Elimination of special exceptions in any of what's current C2 zone

### **Community Consensus**

In 2011 the City Dock Advisory Committee unanimously adopted its “Visions and Guiding Principles” for the City Dock plan; however, the Advisory Committee was deeply divided over certain aspects of the proposed City Dock Plan. The late Gilbert Renaut wrote:

## Ward One Residents Association

*"I have a lot of respect for citizen volunteer committees, so long as they are fairly put together, and I am always reluctant to second-guess them. There were several people on this committee I have nothing but respect for. However, where I think the process may have gone wrong is that the consultants put together a plan without getting consensus or even a majority vote on most of the recommendations."*

As submitted, the Plan does not represent a community consensus of a path forward. There are elements of the Plan that did receive support and elements that are intensely controversial. The Planning Commission's challenge is to tease these elements apart and forward to the City Council a City Dock Plan that our whole community can embrace.

We suggest a series of smaller, focused sections that can be considered individually, while in the context of the larger plan. By getting agreement on individual segments of the plan, we believe we can make progress on those areas where there is general agreement, and by refining those areas that need more discussion and evaluation of alternatives.

Sincerely,



Joe Budge  
President,  
Ward One Residents Association  
[president@wardone.org](mailto:president@wardone.org)

**Ward One Residents Association Analysis of City Dock Master Plan**

The following comments appear in the order of the pages in the proposed plan:

p. 2: “We embrace the outcome of our efforts yet we note that we are not unanimous...”

In 2011 the City Dock Advisory Committee unanimously adopted its “Visions and Guiding Principles” for the City Dock plan. However the Committee was deeply divided over certain aspects of the final plan. As submitted, the Plan does not represent a community consensus of a path forward. There are elements of the Plan that did receive widespread support. The Planning Commission’s challenge is to tease these elements apart and forward to the City Council a City Dock Plan that our whole community can embrace.

p. 8: “Gradual Improvement with Emphasis on Historic Layout, Scale, Vistas”

The opening phrase of Vision 1 (“Improvements should be made gradually...”) was a temporal statement, not an architectural one. The intent of the committee was that we don’t do everything in the plan all at once, we ease our way into it. Only the last sentence on the page (“*Improvements such as the above should be made gradually in time so that the City can assess how they are working before making the next improvement.*”) has any relation to the heading. The majority of the existing page talks about how the Dock Street sidewalk gradually gets wider as you walk along it. The sidewalk should be addressed under its own heading elsewhere. This page needs to lay down the marker that the Master Plan is a 20-year vision; that different parts will be implemented at different times; and that as we implement portions we need to test them for effectiveness and course-correct as necessary. A central element of this concept is sequencing: for example one must reposition the old Fawcett’s building before building seawall in that area and one must identify a home for the Harbormaster before blowing up his building. The plan should explicitly address what sequencing is envisioned.

p. 8: Dock Street Sidewalk

*“Widening the sidewalk while holding its new edge parallel to the bulkhead rather than to the buildings has the effect of creating an increasingly wider pedestrian zone along the building frontage as the sidewalk extends eastward to Craig Street.”*

Ward One Residents agrees that the sidewalk out past Storm Bros. should be wide enough to accommodate pedestrians, café tables, and small shade trees. We disagree, however, with “holding the new edge parallel to the bulkhead.” This creates a hard, straight line that looks like it belongs in a mall. It is out of character with its surroundings. The facades of the buildings in the City Dock area reflect the

## Ward One Residents Association

early shoreline.<sup>1</sup> Their irregularity imparts a unique character that is part of what Annapolis is all about. Rather than ignoring that character we should emphasize it. We believe the sidewalk should follow the building frontage, growing wider by replacing the parallel parking spots in that area with sidewalk.

### p. 10 & 11: Viewshed and Old Fawcett's Building

Ward One Residents endorses the plan's vision to restore the historic viewshed from the bottom of Main Street by repositioning the old Fawcett's building.

### p. 11: Scale and New Buildings

Ward One Residents hastens to add, however, that more than one viewshed is important. The views of Annapolis and City Dock, from the water and across Ego Alley, are our City's multi-million-dollar views. These views are the postcards that attract tourists and new residents. Visitors come to Annapolis because we are "*this captivating city by the Chesapeake Bay that has changed very little since it was founded over 350 years ago*" (Marriott Website). They come here because of Annapolis' unique historic harbor. We are not Baltimore's Inner Harbor, DC, Alexandria, or National Harbor. The views of Historic Annapolis are an integral part of the City's "Beautiful Historic Seaport" brand. We must protect our brand, not compromise it.

The importance of the views of Historic Annapolis is already recognized by City Law ("*21.62.060: Scenic, historical, archaeological and landmark sites and features that are located on or adjacent to the proposed development shall be preserved and protected to the maximum extent as practicable through site design, building location, and parking layout. Special consideration shall be given to the impact of projects on views of the Annapolis historic district from the following points: 1. From Eastport and the City dock; ...*"). The suggestion of large buildings on Dock Street is contrary to law.

These proposed large buildings would dwarf any structures presently around City Dock with the exception of the Halsey Field House. Planning & Zoning testified to the Historic Preservation Commission they are preparing legislation which would permit these buildings to rise up seventy one feet above street level. That is ten feet taller than the sixty-one foot Marriott Hotel on the other side of Ego Alley. To determine bulk we measured the Marriott and the proposed buildings on Google Maps and multiplied by height<sup>2</sup>. In aggregate the proposed buildings would have 2.3

---

<sup>1</sup> See: "The Shorelines of Annapolis Market Slip" on Planning & Zoning's City Dock website:

<http://www.ci.annapolis.md.us/Government/Departments/PlZon/CDAC/Images/Shorelines%20of%20Annapolis%20Market%20Slip%20v2.pdf>

<sup>2</sup> The footprint of the Marriott tower is 222' x 72'. Times 61' high = 975,024 cubic feet. The proposed buildings have a combined frontage on Dock St. of 305'. (This includes

## Ward One Residents Association

times the bulk of the Marriott. Imagine two and a third Marriott's on Dock Street, while remembering that building itself was the impetus for the City's existing height and bulk laws.

Ward One Residents are acutely aware that the proposed City Dock Master Plan would amend the City's Comprehensive Plan. When that occurs, then according to the Terrapin Run case decided by the MD Court of Appeals, the zoning in any areas identified in the plan would have to be consistent with the Comprehensive Plan. As mentioned above, Planning & Zoning is already preparing legislation to change the zoning, height, and bulk regulations. Once started, this process cannot be stopped – and it will be permanent. If our community makes a mistake on the Circle vs. Tee decision, we can move the curbs around and fix it. But once 70-foot buildings are constructed on Dock Street they will be there for generations.

Accordingly, Ward One Residents strongly objects to rezoning which would allow the introduction of three to five story buildings on any portion of Dock Street. The buildings would be completely out of scale and mass with the rest of City Dock. We should not repeat the mistakes of the past and allow Ego Alley to be framed on both sides by buildings that damage the viewshed, are out of scale, and detract from our historic City. Introduction of these tall buildings on City Dock would damage Annapolis's brand, lessen tourism, and thereby damage our entire City's economy.

Further, as described earlier, the location of the façades of the existing buildings describe the historic shoreline and give the area character. One characteristic of the Dock Street layout is that as one proceeds out the street the space opens up, becoming wider and wider, until finally, one comes to the water's edge. Expanding the footprint of the buildings would cramp this sense of expansion and bury the lines of the old shoreline.

Ward One Residents also believe the proposed City Dock Master Plan violates the requirements established in the City's 2009 Comprehensive Plan, which says, in part, "The plan shall deem the public property from the Dock to and including the Market House to be Civic Space for residents of the city." (p.35) Instead of creating civic space on Dock Street, the proposed Plan calls for the conversion of public property to commercial buildings. This is contrary to the stated goals of the Comprehensive Plan as adopted by the City Council.

Ward One Residents endorses removing the Dockmaster building provided that an alternate location is available to provide the Dockmaster and our waterborne guests the equivalent functionality. The Dockmaster building provides a visual wall and intrudes on the open space of outer Dock Street. However, the visual wall now serves to camouflage parked cars, and since the proposed plan also calls for cars to park in the area adjacent to Susan Campbell Park, the City must seriously consider whether it's removal would be an improvement of the view.

---

the Guzzi Building and excludes Craig Street.) The block is 105' deep times 71' high = 2,273,775 cubic feet.

## Ward One Residents Association

### p. 12: Parks and Open Spaces

Ward One Residents endorses the conversion of the Donner Parking Lot into public park space provided that mitigation is available to address the parking spaces lost.

Ward One Residents endorses the conversion of Newman Street between Compromise and Ego Alley into a public park. However we do not believe the park should descend into the water because the water quality is so bad. We believe this could serve as an “attractive nuisance” and expose the City to liability.

Ward One Residents opposes the creation of a grassy area on Susan Campbell Park. The area would attract dog walkers, as the goose park now does, and become unsanitary. Its close proximity to the shoreline would promote rapid stormwater runoff of fertilizers and pesticides into the bay.

Ward One Residents endorses the “Public/Private Spaces” recommended by the Plan. We believe sidewalk seating for our restaurants has enhanced the quality of our downtown.

### p. 13: Market Square

In the proposed Market Square area we believe the City should remove the structures that render Hopkins Plaza ineffective as a Plaza – the walls and memorials. Relocate the signage for the Kunta Kinte Memorial closer to the Alex Haley statue. We want to see the City make the area into an effective and attractive plaza before we put significant effort into making it a bigger one.

Ward One Residents endorses the widening of sidewalks in Market Space by conversion of diagonal parking to parallel parking. This, too, can improve the effectiveness of Hopkins Plaza.

### p. 14: Promenade

Ward One Residents endorses the promenade along the water proposed in the Plan. However, in outer Dock Street we believe the back of the Promenade (and the seawall) should jog towards the water, following the line of the bulkhead. The Plan should not create a straight-line element that extends all the way from Randall St. out to Susan Campbell Park. This is Annapolis’s waterfront, not someplace else’s, and the irregularities give it character. A straight-line element of the proposed length is out of scale in Annapolis.

### p. 16: Circle vs. Tee Intersection

As mentioned in the Plan, the Citizen’s Committee was divided over the replacement of Memorial Circle with a Tee intersection. The Plan *“features a T intersection ... while recognizing that more community discussion will need to be devoted to this*

## Ward One Residents Association

*question.*” Ward One Residents couldn’t agree more that more community discussion is needed. While the Tee intersection has certain benefits, it is problematic in areas as well.

Ward One Residents strongly opposes the introduction of traffic signals on Randall Street – both at the foot of Main and the intersection of Dock and Randall. The Tee intersection would require six to eight traffic lights and poles as well as poles for pedestrian control signals. The signals would add prominent visual clutter to Annapolis’s most precious viewscape. Who wants to look at Annapolis and see stoplights? We think this would be ill advised and runs contrary to the plan to restore the historic viewshed.

Second, we believe the traffic simulations used to study the Circle vs. Tee question were flawed in that they excluded the effects of traffic congestion outside the City Dock study area. Any resident will tell you that one of the key contributors to congestion at Memorial Circle is traffic backing up on Main Street and into the Circle. The Tee vs. Circle traffic simulations omitted this important factor. Hence the claim that the Tee improves the flow of traffic and pedestrians through the area is invalid. Additional simulations would be required to determine what is valid.

Third, we are concerned about the abandonment of the Circle in light of the fact that a traffic circle has been a prominent feature of that space since 1885. Considering the time, effort and monetary investment each property owner in the historic district has devoted to preserving the historic elements of our downtown, we especially reluctant to discard a historic element of our landscape because a new configuration “might” be better.

Finally, the circle was dedicated as a memorial in memory and honor of area military veterans in 1977. Ward One Residents objects to simply removing the memorial without a plan to replace it.

For all these reasons Ward One Residents strongly opposes adopting the Tee intersection as part of the Master Plan at this time. Rather we should concentrate our efforts on removing or relocating structural obstacles within Hopkins Plaza to make that area more effective for congregation than it is now.

### p. 18 Pedestrian-ization

Ward One Residents supports the improved “pedestrian-ization” of the City Dock area described in the Plan. The third element of the Advisory Committee’s vision was a “...high quality pedestrian-oriented and walkable public open space...”. Many elements of the Plan support this vision.

In particular Ward One Residents supports the crosswalks introduced across Compromise Street at Newman and St. Mary’s Streets and across Dock Street at Craig Street. (We have our doubts about the value of the crosswalks spanning Dock Street in the middle of both blocks, however.)

## Ward One Residents Association

Ward One Residents call on the City to bring back the crosswalk in front of the Market House and reconnect Market House with the water.

### p. 19: Bike Lane on Compromise Street

If there's only room for one bike lane it should be on the Southbound (single lane) side of the street. Cars can swerve around bikes on the two-lane side but there isn't room to do so on the one-lane side. We would prefer to give up some of the sidewalk to support bike lanes going in both directions.

### p. 20 Parking

The proposed plan calls for the replacement of parking space with buildings, seawall, and pedestrian space. As a result 225 automobile parking spaces, both public and private, will be lost. The Plan also removes 365 linear feet of commercial loading area. (See Appendix.) This is not surprising – since most of the area is parking now, one can't change much of anything at City Dock without having an effect on parking. The business community has reacted loudly to the potential loss of parking for their customers, and their subsequent loss of business. Ward One residents share their concern for we believe that a vibrant business community is vital to the downtown. Further, we know where those cars are going to go looking for parking spaces – into our residential areas that already have inadequate parking. Implementation of the Plan as written would have a catastrophic effect on the economic heart of our City.

Loading areas are an integral part of commerce in the City Dock area. Without the ability to bring in truckloads of product, retailers and restaurants in the area could not survive. Residents use the loading areas as well, waiting for their children in the afternoons when school lets out. The official loading areas (on Prince George and in Market Space) are demonstrably inadequate: one need not spend much time at City Dock to see a variety of creative ad hoc solutions by truck and bus drivers. The City Dock Plan would remove 365 linear feet of ad hoc loading area – 42% of total loading area available now. Of the remaining space 59% would be flex space – only available as loading area from 7am to 11am. For most of the day the Plan would cut loading area down to 22% of its current value. Ward One Residents believes this would seriously hamper the City Dock economy.

In its *Visions and Guiding Principles*, the Advisory Committee recommended:

*“Develop a comprehensive parking program for downtown. Such a program would ameliorate losses in parking by including better wayfinding signage and smart technologies (such as flexible pricing for parking), a greater mix of transportation modes (bikes, shuttles, water taxis, and public transit), an emphasis on expanding off-street capacity and maximizing the use of garages, and “cheap and experimental” ways to study and implement innovative parking ideas. A parking program would also be coordinated with local businesses to*

## Ward One Residents Association

*provide support to them and take into account the seasonality of uses and parking needs and to further study a host of additional parking options.” (p. 23)*

Instead of a comprehensive program, the City Dock Plan presents a simplistic outline – one paragraph – of seven steps the City might take to address automobile parking and presents it as “The Parking Plan”. The Plan does not address commercial loading areas at all. In no way is this paragraph a plan for parking management. Neither the Transportation Department nor anyone else has developed a plan for managing parking in City Dock or elsewhere in downtown. Because of this the proposals outlined in the City Dock Master Plan lack credibility.

The Ward One Residents Association strongly supports the development of a comprehensive parking program for downtown. We believe that it is an essential precondition to the implementation of most changes recommended for the City Dock area. Not only must the City develop a plan, it must implement the plan and demonstrate that it can manage parking for the benefit of our businesses and residents before it will have the credibility to remove 225 parking spaces and forty percent of the loading zones. The City Dock Plan must include a requirement for a demonstrated, working parking plan to mitigate the parking losses envisioned by this Plan.

### p. 23, Flood Control

Ward One Residents endorses the back-flow preventers and eventual pumping station to prevent ordinary tidal and storm flooding of City Dock. Such “nuisance” flooding occurs several times a year. Future projects to overhaul bulkheads, seawalls, and street ends should include mitigation of nuisance flooding.

Ward One Residents supports the long-term idea of a partial seawall, disguised as planter and benches, and other flood control measures described in the plan. It is critically important to both the pedestrian experience and to the viewsheds of Annapolis that the wall be low. We believe it should be restricted to a maximum of three feet above grade and that other, deployable means be explored to protect the flood plain from higher water.

The plan should be amended to make Annapolis’s creation of a seawall explicitly contingent on the United States Naval Academy’s commitment to build a connecting seawall or equivalent structure on their property. If our seawall is open at one end flooding will simply go around it.

The graphics on pp. 14 and 15 shows the seawall as ten feet wide. Barring an unstated engineering reason we think this is excessive. Its mass would become a dominant feature of the City Dock landscape. Half that width should be sufficient.

The Master Plan fails to address storm water retention other than to mention in passing that the concept exists (p.24). Stormwater retention is a critical element for improving the safety and quality of Chesapeake Bay water.

## Ward One Residents Association

### p. 25: Public Art

Ward One Residents endorses public art in the City Dock environment.

### p. 28: Management Entity

Ward One Residents endorses the concept of a small management entity to look after and promote downtown and the City Dock area. While the concept of a Business Improvement District may have merit, it requires approval from a supermajority of properties in the area. This is unlikely so we suggest the City have realistic expectations and find funding from other sources.

Ward One Residents objects to the management entity having any interest in the sale of City Property. None of City Dock is for sale. Were anything to come up for sale, the discussion of that and the disposition of funds should be reserved to the City Council.

Ward One Residents objects to the suggestion that the City take an ownership interest in the Boat Shows. The City has no business inserting itself into a private enterprise. Further, the Boat Shows actually work for the benefit of our City. We cannot afford to have the City run the Boat Shows the way they've run Market House.

### p. 30: Land Use

Graphic: The graphic shows that the buildings in the first block of Dock Street just below Randall and on the south side of Prince George, are in the C1A zone. The existing zoning map on the P&Z website shows the entire first block of Dock Street as C2. The Citizen's Committee did not discuss rezoning this block at all. We believe this is the graphical equivalent of a typo that must be fixed before the Plan becomes adopted as policy.

Ward One Residents objects to the recommendation that all permitted uses in the "Development Areas" should be "by right" uses not subject to special exception. We believe that where a use mirrors an identical use in the adjacent C2 zone, the allowed use should be identical. To do otherwise will set up inequities between one set of properties and others nearby – some sharing common property lines. We'll never hear the end of it.

Ward One Residents objects to the call to remove the billboard on Dock Street. Whether one likes it or not, the billboard is part of what gives Annapolis its character as an authentic town and makes this a real City, not Disneyland. If the Plan is successful in reinventing the City Dock area, the billboard will fall to new development in due course. The City Dock Plan doesn't need to pick this fight.

**Appendix A: Automobile Parking Spaces**

In the study area (Dock St around to Newman St) there are 345 existing automobile parking spaces:



*(Source: City of Annapolis)*

Outer Dock St	130
Inner Dock St	68
Market Space	41
Memorial Circle	16
Donner Lot	24
City's Newman St. Lot (a.k.a. "Fleet Lot")	28
Fawcett's (provided by owner)	38
	-----
Total	345

## Ward One Residents Association

In the Proposed City Dock Plan there are 120 spaces:



*(Source: Annapolis City Dock Master Plan, p.20)*

Outer Dock St	54
Inner Dock St	35
Market Space	18
Tee Intersection	13
	-----
Total	120

$345 - 120 = 225$  Automobile parking spaces removed (65%)

The Plan shows 27 spaces on lower Main St. We've omitted those from our calculation as Main St. isn't part of City Dock and doesn't appear to change from the present. We counted 25 cars parked in that block of Main on Google Maps, with the view of several spaces obscured by trees.

**Appendix B: Loading Areas**

There are two official loading zones in the City Dock study area: Thirty feet of curb on Prince George behind the Phillip’s building and the entire curb of Market Space which lies alongside Market House and Hopkins Plaza. The Market Space loading zone is “Flex space” – it is only a Loading Zone from 7am to 11am. The rest of the day the space is devoted to automobile parking.

There are other areas around City Dock that are consistently used as ad hoc loading zones. Busses line the edges of Susan Campbell Park waiting for their passengers to return from the harbor tour. Trucks park alongside the traffic islands in Memorial Circle and on the painted traffic island in Inner Dock Street. These ad hoc loading areas are in daily use and are an accepted part of commerce at City Dock.



*(Source: Ward One Residents Association)*

For this analysis we assume the “official” loading zones remain intact – both flex and permanent. The proposed plan doesn’t substantially change their locations. The plan has a large effect on ad hoc loading areas, however. We identified and measured these spaces.

Ward One Residents Association

Current Loading Areas:

	Linear Feet
<u>Permanent Loading Zones</u>	
Prince George St (behind Phillip's)	30
<u>Flex Loading Zone (7-11am only)</u>	
Market Space behind MH & Plaza	260
<u>Ad Hoc Loading Zones</u>	
Outer Dock St (busses – along SC Park)	205
Inner Dock Street	80
Beside Market House	65
Memorial Circle	165
	-----
Total	805

Proposed Loading Areas:

	Linear Feet
<u>Permanent Loading Zones</u>	
Prince George St (behind Phillip's)	30
<u>Flex Loading Zone (7-11am only)</u>	
Market Space behind MH & Plaza	260
<u>Ad Hoc Loading Zones</u>	
Outer Dock St (busses – along SC Park)	150
Inner Dock Street (street too narrow)	0
Beside Market House (converted to traffic lane)	0
Tee Intersection	0
	-----
Total	440

805-440 = 365 Linear feet of loading area removed (42%). Of the remaining loading area 59% would only be effective from 7am to 11am.

**From:** "Godley, Gene" <Gene.Godley@bgllp.com>  
**To:** Biba Frank <FJB@annapolis.gov>, Randy Adams <randall.w.adams@verizon.net>, Bierman Scott <sabierman@gmail.com>, "Lawrence W. Littig" <llittig@comcast.net>, Willie Sampson <sampson50@comcast.net>  
**CC:** Nash Sally <SNash@annapolis.gov>  
**Date:** 3/12/2013 5:57 PM  
**Subject:** Fwd: Port Wardens comments on Master Plan

Fellow Port Wardens:

In our rush at the last meeting, I failed to ask for any comments on the Master Plan which we had mentioned earlier (copies on the city web site) and I am enclosing a communication from Sally Nash asking if we have any input. My only concern is what implications there will be if the Harbormaster's office is moved off the Dock (revenue collection, nautical patrolling, etc)' but if you have any comments, feel free to send them to Sally or Frank.

Gene

Sent from my I-Pad

Begin forwarded message:

**From:** Ellen Moyer <ellenmoyer@yahoo.com>  
**To:** Sally Nash <SNash@annapolis.gov>  
**Date:** 3/5/2013 3:44 PM  
**Subject:** Fwd: Thoughts on the dock plan

>

> Begin forwarded message:

>

>> From: Ellen Moyer <eomoyer@gmail.com>  
>> Date: February 16, 2013 2:03:39 PM EST  
>> To: Tom Fridrich <tfridrich@mdhallarts.org>  
>> Subject: Thoughts on the dock plan

>>

>> The AIPPC is pleased to be recognized for a lead role in shaping the art on city dock. We concur with the report assertions on the value of art in nurturing uniqueness of place and in interpretation of culture. That is what we have pursued since our beginning that can be seen in the outdoor art throughout the city.

>>

>> It is therefore surprising that the plan ignores the fact that out-door art, history panels, music and theatre productions currently enliven the space around city dock.

>>

>> In its design the Dock Plan eliminates the existing stage area outfitted for sound where the USNA Band performs in the summer. It eliminates the historic signs and the outdoor art it claims to propose.

>>

>> The plan also calls for the creation of a private entity to manage the use of the dock area. A permitting process was in place within city government. Privatizing this function will not eliminate the clamor of some merchants opposed to festivals, vendors, performances or anything at all on the dock. It is also not clear how the AIPPC would interface with the private management council permit process for enhancing the performing arts. To reduce confusion management of the dock area use should remain with city staff

>>

>> Additionally City Code provides for 1/10 of 1% of the operating budget be designated for AIPPC. It is a revolving fund open to contributions from Foundations, businesses and individuals. The management of revenues for the arts is best kept under city financial security. The plan speculates on ways to fund the management authority and ignores how to utilize tools currently available. Legislation requiring developers to include a % of their budget to arts is common in many cities and could be pursued in Annapolis.

>>

>> Street furniture, paving surfaces, trees and flowers express the look and feel of places. AIPPC, as the manager of public art throughout the City, could be engaged in an advisory role in the streetscape design process

>>

>> Annapolis is blessed with a number of street-end and vest pocket parks. All of them offer opportunities for art-in-the-park programs. We are now recognized as one of the nations top 25 small towns for the arts. Annapolis has the

>> Promise to be number one. But organizing design competition or soliciting creative ideas and programs is useless without revenue to follow the dream. The cities commitment to AIPPC funding is essential to meeting the expectation of the Dock Plan.

>>

>> For now supporting the performing arts

>> That has been a part of the dock venue should continue. Aippc can play a bigger role working with City event staff in enhancing additional performing arts as lunch time music in market space or puppet shows. While art is free to the public, professional artists are not, nor should they be, free. To meet the recommendations of the plan for art and for AIPPC to meet its challenge it is essential for the city to clarify its commitment to public art legislatively and financially.

>>

>> Ellen Moyer

>>

>> Sent from my iPhone

>>

>>>> Ellen Moyer <ellenmoyer@yahoo.com> 2/19/2013 11:07 AM >>>

>> The concepts in the plan will probably be adopted. They are not new. However the devil is in the details and though the authors claim they are not giving details there are indeed some and a number of inconsistencies.

>> For instance the plan recommends 5 story buildings along dock street which would canyonise Prince George St. Hardly sensitive to the historic buildings on that street. Five story height limits detract from the human scale architecture that

>> Makes this city so liveable.

>>

>> The plan talks about the vitality that music and vendors and art and history signage would bring to the dock. It ignores the fact that this happens now to the controversy of some dock merchants who would eliminate all such activity. The plan design eliminates the stage that now accommodates USNA concerts. It removes the history signs and artwork. But calls upon the theatre community to begin now to perform at the dock. It asks for a new private entity to manage the dock events and to be funded with Boat show revenue, a big revenue hit on the city. It asks that the aipcc manage the city artscape. Too many bureaucratic hooks in this plan. The controversy over use of the dock space will not disappear. For clear coordination and public policy the city should stay in control of managing the dock.

>>

>> Removing the trees from the dock when summertime temps exceed 100 is not wise. Providing a grassy plot for visitors to sunbathe on serves little purpose and despite the current popularity of the green word it is not an environmental influence. Clay underlays most of the dock area.

>>

>> The so called open parking area is in fact a parking area. Why disguise it by describing it as a flexible area. It is designed for parking.

>>

>> Valet parking was in place for 4 years at the city lot at Fawcetts. It proved its value. Discontinued in 2010 it should be reintroduced.

>>

>> ( this is only a partial comment. I have to leave for a meeting and will continue comments later)

>>

>> Ellen Moyer

>> 443-370-1785

>> Ellenmoyer@yahoo.com

>>

>> Sent from my iPhone

> Part 2

>

> Newman street end currently floods and is unsightly. It needs to become parklike however to consider it a substitute for the playground across compromise street is nonsense. Newman st Park, existing, is far larger than space at the harbor could accommodate with a relocated Fawcetts Building. A green promenade along lower Newman would frame a new building and accommodate walkers with places to sit, play chess or eat. Even a history sign on the street name and past use as an oyster house and other businesses could be included. The promenade should extend east on compromise St. To the Spa Creek Bridge with an Improved streets cape and upgrade of the small public space in front of the Fleet Reserve.

> Compromise Street is a gateway into the core of the city and has been ignored entirely in the Dock Plan. It should be the focus of connecting from Eastport picking up the harbor trail at Newman. The notion of a waterfront promenade across the Fleet and Marriott and AYC property is a longways down the road if ever but the pleasant walkability along Compromise Street is doable and an alternate substitute.

>

> Market Plaza.

> Well, circles are a part of the city's historical pattern. I personally fail to see the esthetic benefit of multiple traffic lights in the heart of the dock area.

> Annapolis is not an urban large metropolitan area. It doesn't need to look like any city USA. Caution should be applied to adopting wholesale the elimination of the existing circle. Walkers are resourceful and can be directed with the use of pavement design and the help of actual people crossing guards. The market house plaza can be extended into market square ( too bad the area wasn't bricked when it was recently asphalted)

> Eliminating parking from the west side of market house while retaining and increasing handicapped and hybrid auto parking along the hard beans side would test the impact of reduced parking space on business. Valet parking and Ez shuttle could be stationed here too. An enlarged plaza into market space only could accommodate lunch time music And provide a space for pedestrian festive gatherings with rotating vendors for flowers, cool summertime drinks, and art work.

>

> Wider sidewalks have been recommended in the past but narrowed in response to public controversy opposing outdoor cafes. Now that outdoor cafes are accepted the sidewalks need to be extended along the business side of Dock Street and Trees added to provide shade from the summer heat. The promenade around dock street is too severe, too straight again reminiscent of more urban settings. Instead of extending the buildings keep the rambling pattern. Eliminate the middle parking aisle but provide angular parking in the space considered for building extension.

>

> Perhaps the harbor master could become apart of the new sailing hall of fame. That would help with the funding of this important visitor destination. If not, it should just stay where it is. We are a maritime center. The visibility of the Harbor Master Visitor Center is an important landmark to Americas Sailing Capital and should not be obscure.

>

> In order of priority the infrastructure needs of sea level rise and a failing bulkhead at the end of ego alley for which funds were once

available as phase 2 of the dock bulkhead repair heads the list. However, other improvements can begin now:

- >
- > With two city parking lots on Compromise street book ending the Faucett building the city is the controlling negotiator for revising the area from the Donner lot through and including Newman street. A design team should be engaged for specific plans before any change in zoning takes place. Design should be budgeted in this fiscal year.
- >
- > Comprise Streetscape is doable now as is valet parking and Aippc management of art venues in the dock area. This just needs administration directive.
- >
- > (whatever happened to bike rental downtown and weekend crossing guards)
- >
- > Market House Plaza design phase one into market space, and sidewalk extension along dock street north should be budgeted in this years budget
- >
- > Dock space and existing parking ( excluding the center aisle) and the circle should be left alone for now as well as the promenade along the ego alley side. These spaces are controversial and far more expensive and should be pushed into the future with far more thought.
- > The seawall may be part of the infrastructure work with state mde and waterways funding. We are a state capital so negotiate for big dollars with this capital innovation.
- >
- > . The simpler less expensive projects can be completed within the next 3-years under the management of the city planning and public works departments. another privatized dock management authority is too expensive, slows down the process for change to at least 5-7 years and interferes with coordination of city services . It is an idea that should be shelved.
- >
- > Lastly the plan speaks to increased pedestrian traffic. 4 million visitors come to Annapolis Annually. Visitors exclaim about the beauty of the city. I am not aware of visitor complaints about the downtown. They respond to the human scale. Simplicity. Good places to dine. While venues for outdoor dining, the attraction of outdoor art and history storytelling can be enhanced care should be taken to preserve what is now an asset. The dock plan is inconsistent in its vision and moves too far to urbanize the look and feel of the dock space.
- > Keep it simple, build on existing assets of scale and interests, clean up the garden and bio diversity areas that exist, and achieve what is doable in small bites beginning with the Compromise Street Corridor
- >
- > Ellen Moyer



**CDR Bernard M. Aller, USN (Ret)**  
5324 Butler Court  
Columbia, MD 21044

V -- (410) 730-4747  
F -- (443) 283-4024  
E -- berniesphr@verizon.net

Monday, March 18, 2013

Ms. Sally Nash, Ph.D., AICP  
Department of Planning and Zoning  
City of Annapolis  
145 Gorman Street 3<sup>rd</sup> Floor  
Annapolis, MD 21401

Subj: Comments for the Planning Commission on City Dock Master Plan.

Dear Dr. Nash,

During my Navy career, and with a life-long admiration of all-things Annapolis, imagine my excitement when I learned that the City was finally planning to develop the City Dock area into the world-class landmark that such a beautiful, historic city deserves. The current, somewhat haphazard City Dock layout, which seems to serve a select few and their own specific interests, seems to have developed over the years with no particular grand vision. BRAVO the leadership that has finally conceived the idea of a beautiful pedestrian-centric icon that reinforces Annapolis' historic ties with a vision of the future.

I was very fortunate to have attended and participated in the Public Hearings on the City Dock Master Plan at the City Council and listened intently to the comments of all attendant parties. During those hearings it became clear that:

- Great public spaces attract more people which is good, for not only local merchants, but also for the reputation of the City known for social, civic, and business leadership.
- Replacing some local waterfront parking with no-charge, enhanced, safe Circulator Trolley transportation will actually enhance foot traffic to all enhanced City Dock merchants and attractions ... all one has to do is to think how successfully Disney has incorporated this concept at its world-class Magic Kingdom Park in the Orlando, FL area. For those few nay-sayers, ask them to imagine how much extra foot traffic they would enjoy if the sidewalks

were wider and more inviting ... if people could cross the street more conveniently and safely ... if there was room enough for outdoor café-like dining ... and if Dock Street was converted into a street rather than a parking lot.

- The current City Dock traffic circle actually limits/restricts the, safe, easy flow of pedestrian traffic. The re-configuration of the current traffic roundabout into a more efficient "T" intersection will allow the entire City Dock area to become more pedestrian-friendly and will permit the City to create a beautiful, safe, public space around the currently under-utilized Market. Again, addressing the nay-sayers who say that the current intersection is "historic", they should be reminded that the current traffic circle was created in the mid 1970's ... hardly historic by Annapolis standards. Lastly, any somewhat nebulous concerns that the current traffic circle may serve as a memorial to veterans should be negated by the opportunity to formally dedicate all or part of the re-imagined City Dock area as a memorial to veterans or other Maryland "heroes".
- As long as the currently planned beautiful sightlines are maintained, changes to current zoning use and height regulations that would attract additional, community-minded developers to invest in the enhanced City Dock area should be seriously considered.

We all desire to leave a positive mark on our current environment. Approval and implementation of the current City Dock Master Plan ... a once-in-a-lifetime opportunity ... will create an environment that many future generations will enjoy ... and they will thank us for our Vision.

Best regards,



Bernard M. Aller  
CDR USN (Ret)

cc: Josh Cohen  
Jon Aronson

MURRAY HILL  
IN ANNAPOLIS



CENTENNIAL  
1890 - 1990

March 19, 2013

To the Planning Commission:

On behalf of the Land Use Committee and Board of the Murray Hill Residents Association, I respectfully submit the following comments regarding the draft City Dock Master Plan (CDMP).

As background, I would state that many of our members have observed at City Dock Advisory Committee (CDAC) meetings, participated in public workshops held by CDAC and attended public presentations of the CDMP. Many of us have individual concerns with certain aspects of the CDMP; we are not unanimous in our position on each aspect or element. And in the following statement, we will not be attempting to address each of those individual concerns. Rather our intent is to provide the Planning Commission, and through them the Annapolis City Council, some overall guidance as to elements of the plan we find most worthy of support or deserving of further scrutiny.

We are also aware that other associations, commission and boards are also reviewing CDMP. In particular, we are aware that Historic Preservation Commission (HPC) has conveyed to you their multiple serious concerns about various elements of the plan. We would urge you to give these concerns due consideration.

In the following, we have listed those elements and features of CDMP that as a group we can support, those on which we cannot find consensus and those that we conclude we should oppose.

**Elements garnering support:**

- Creating a continuous U-shaped promenade from end of City Dock to Newman Street and the creation of a small access area across from the school and playground.
- Providing wider sidewalks and more crosswalks. One crosswalk must include a crossing to the head of ego-alley at the Market House. We understand that in some areas, additional sidewalk space will require the conversion of angle parking to parallel parking.
- Creating flexible open spaces that are adaptable to multiple uses, recognizing that everything does not need to happen at one end of City Dock. This includes creating a larger plaza at the Market House (Hopkins Plaza), which

we believe is possible with either intersection option. Flexible space on lower Dock St. (in front of the proposed NSHOF) can function either as parking or event space depending on circumstances.

- Reducing the area of surface parking to allow the creation of pedestrian and open space. Prior to the removal of any substantial number of surface parking spaces, a comprehensive parking management policy, as described in CDMP (Section III-B) must be established and implemented. The overall surface parking area on Dock Street should be gradually reduced so that there is maximum opportunity for all users to adapt to the reduction.
- Opening the viewshed by siting new construction at the Fawcetts' site back from the water, aligning it along Compromise Street and preserving Donner Lot as a park or other open space. Aligning the new 2-3 story building with Compromise will also help establish the urban streetscape on Compromise, in contrast to the more suburban character of a large surface parking lot fronting the street as currently exists.
- Moving the Harbormaster office out of the viewshed on lower Dock Street.
- Establishing that viewshed protection should be a review criterion for all new development in the area of City Dock. This should include considering the impact on the view from the water.
- Reconfiguring upper Dock St. (between Randall and Craig) as a more traditional street to replace the amorphous parking lot and roadway.
- Establishing that existing non-conforming billboards in the City Dock area must be removed after some scheduled date.
- Addressing the existing chronic "nuisance" flooding with the necessary infrastructure improvements as soon as practicable. These improvements should be engineered such that they are compatible with any future seawall construction.

### **Elements garnering no consensus:**

As in the community as a whole, we have great difficulty in reaching a consensus regarding the intersection options described in the CDMP (the modified circle or the T-intersection). We recognize there are a range of pros and cons that can be marshaled for either option and that many of us feel strongly about our preferred option. We believe that the CDMP should more fully reflect the lack of consensus within the community as a whole on this issue.

In light of the lack of consensus, we would simply urge you to recognize that most elements of the plan do not depend on the unique choice of modified circle or T-intersection. In fact, even simply modifying the existing circle creates additional public space when compared to the current conditions. Any controversy or debate about the intersection should not be allowed to overwhelm the other, positive elements of the CDMP.

The second item for which we cannot state either support or opposition is the management entity proposed for City Dock. While we support the general concept of a management entity as laid out in Guiding Principle #2, the description of the proposed entity in CDMP Section III-A raises many concerns in our minds. These include what exact authority the entity would have, how much public control over public-owned property at City Dock would be relinquished, whether the entity would be exempt from HPC oversight, and so on. These questions should all be subject to public discussion that should not be short-circuited by adoption of constraining language in the CDAC plan.

### **Elements garnering opposition:**

The proposed new development or re-development in the City Dock area, promoted by changing the existing C-2 zoning to zoning which “promotes high density mixed use patterns”, has generated the most concern and opposition among our group.

The CDMP itself does not detail the exact size (bulk or height) in this new development zone but simply refers to it as either “2-3 stories” on Compromise St. or “3-5 stories” on Dock St. However, we are aware of the HPC’s memo to the Planning Commission, which provides more detail on the potential heights of buildings when including a change in measuring height from the current “at grade” standard to “at flood elevation”.

We believe that buildings at the extreme heights detailed in the HPC memo, especially those along Dock Street, would fundamentally alter the character of the entire City Dock area. There are simply no historic analogs for such large buildings anywhere at City Dock. And while large buildings fronting open plazas may be appropriate to old European cities, they are not appropriate for Annapolis.

Such massive buildings will not fit the fabric and rhythm of the existing historic streetscape and they will over-whelm the human scale that is intrinsically “Annapolis”. They are in fact contrary to the Guiding Principle Number One, which states that the CDMP should emphasize the *historic layout and scale* and reinforce Annapolis’ identity as a “*Beautiful Historic Seaport*” (emphasis added).

Furthermore, the existing height and bulk restrictions for downtown have been essential to maintaining and preserving the existing character of Annapolis. Removing these height restrictions would serve to weaken the historic district’s integrity. It would set a precedent for demolition or building alterations throughout

the downtown commercial zone and create enormous pressure to expand the least height-restrictive zone. It would require inordinate resolve among elected officials to withstand such pressure from vested interests.

We also have serious concerns regarding the proposal to align the new buildings on lower Dock St. with those of upper Dock Street. One concern is that the larger buildings will intrude into the natural viewshed from locations that the CDMP does not depict. We are dubious of the supposed benefit gained by blocking the view of Halsey Field House from lower Dock St. We're also concerned that a linear line of buildings will destroy some of the quirky character that is so quintessentially Annapolis. And we are concerned about the possible sale of public land on City Dock to private developers or interests.

Uses in the new development areas are also proposed to be "by-right" rather than by Special Exception. The City's Special Exception process is specifically designed to review permitted uses that have the potential to adversely impact the immediate neighborhood. Given the high profile of any potential development in this area, we don't believe it is appropriate to exempt permitted uses from Special Exception review.

We also note that creating additional structured parking space in the potential new buildings on outer Dock Street is framed by the CDMP as a positive for City Dock. But we should be working towards keeping cars out of our highest value areas rather than attracting them there by providing garage parking on City Dock. Adding cars and traffic to the end of City Dock simply runs counter to the main themes of the plan.

Finally, we do not support the proposition that the City take an ownership interest in the boat shows.

Sincerely,  
Denise Worthen  
Chair, Land Use Committee MHRA

**From:** John and Barbara Dugan <dugan@dollhousebandb.com>  
**To:** <snash@annapolis.gov>  
**Date:** 3/15/2013 12:48 PM  
**Subject:** Planning Commission re: city dock, etc

Dr. Nash

We are residents of Green Street and strongly object to the current options of high rise buildings around city dock and the removal of Memorial Circle in favor of traffic lights. Has anyone done an impact study on the residents ? Do you know that most of us street park and sometimes have to circle town 2 or 3 times to find a parking space ? Traffic lights will become a nightmare. Also, seaport ambiance will be destroyed with out of scale buildings.

We strongly beseech the Commission to factor in the quality of life of the people who choose to live here and work so hard to make the city an attractive place both for ourselves and our visitors.

Sincerely

John and Barbara Dugan  
161 Green Street  
410 626 2028

**From:** "Chez Amis Bed & Breakfast" <stay@chezamis.com>  
**To:** <SNash@Annapolis.gov>  
**Date:** 3/14/2013 7:07 PM  
**Subject:** City Dock

Hi There, We support the Ward One position on City Dock, without exceptions.  
Thank you!

Elly Tierney - Your host and Innkeeper

Chez Amis Bed & Breakfast

85 East Street

Annapolis, MD 21401

(888) 224-6455

[www.ChezAmis.com](http://www.ChezAmis.com)

<http://www.facebook.com/ellyinnkeeper>

Karen Theimer Brown  
General comments:

This document needs to accomplish the following: first, the Plan should be clearly stated; second, the points of contention should be marked, with alternatives for the contentious points outlined; and lastly, the plan should identify how it comports with CDAC's vision and guiding principles. We are all in agreement that we do not want a document 'that sits on a shelf,' and we recognize that many people with limited time must read the document. Thus, it is very important to make it tight and as clear and concise as possible. I also would recommend that the document be edited and spell-checked throughout. An executive summary should follow the "letter" and should guide the presentation to City Council in December.

Specific comments.

1. page 2, after 'July 2011.' Add that this Plan builds on CDAC's report .
2. page 2. paragraph two – This Plan is the culmination of the entire, two-year process, not just the process since we presented our guidance document. Suggest that you speak to public involvement for the entire process. Public input for this project has been extensive; at least 20? meetings, 20? presentations from interested parties.
3. page 2, p. 3- should state that we did not achieve consensus as there are varying concerns and interests. Still reads as uneven. Suggested language - "...T intersection," the other half proposed that we retain the circle and modify the geometry to better facilitate pedestrian access, crossings, and traffic design. Remove the comment – "for better or for worse." Include a statement that addresses 'flexibility' in design for lower Dock Street that will balance the needs of the businesses with our programmatic goals to provide more public space.
4. Suggest that you add to this section that it is our goal through this Plan to provide direction and guidance to support CDAC's vision to provide flexible use space, emphasize historic layout and scale, enhance pedestrian access and experience, promote public areas and facilitate better management of City Dock. This is addressed on page 7, but should be stated at the outset.
5. Add a map with street names, orientation, definition of the study area, etc.
6. page 5 - while you speak about what the plan attempts to do – this is a blueprint for improvement – what is lacking is a purpose statement. Why are we doing this?
7. page 7. I would send a note to Orlando and specifically ask him to take a look at this section. I think some historians would take objection to how this is written. Annapolis is a National Historic Landmark District, and this section is where you set the stage; you present what it is that makes this such a challenge- the geography, topography, the water's edge, and the highly significant historic environment. Yes,

this area has witnessed change over the past 300 years, but it also possesses a great deal of integrity. The final sentence in p. 2 leads you to believe that the buildings have been replaced 'again and again,' and dismisses the colonial era properties in the immediate study area. Suggest that you rework paragraph 4 to something like, "in the study area, there is a collection of 18<sup>th</sup> and 19<sup>th</sup> century architecture that is highly significant to Maryland and to the entire nation." You should include a statement about the need for sensitivity to historic buildings and streetscapes, for the strong urban character and sense of place that the area possesses, and for the human scale of the buildings and streetscapes that is worth preserving. Add (s) after 'district', final sentence.

I would suggest that this section be more preservation-minded. Should include a statement that this Plan is respectful to the rich history and integrity of the area, preserves view sheds and sightlines, and does not complete with the historic character. You could also include a statement about the national register significance. The NR period of significance covers up to the 1940s (not sure the exact dates). You can speak to the fact that it is not one particular period in time that we are trying to recreate; rather that this sets forth a plan that manages change and balances 21<sup>st</sup> century needs within an intact historic setting.

Suggest that you only use that one historic image once. Replace one copy with some of Marion Warren's old photos, a series of historic photos that document the evolution of the area, maps, etc. I have a copy of "The Train's Done Been and Gone" if you want to take a look at it.

8. Guiding principles applied – perhaps consider moving this before Annapolis City Dock (see comment #4).

9. page 8 – Up front, needs to be a statement about our desire to create a flexible plan that allows for gradual change, implementation of experimental ideas that are temporary and reversible that will not affect the historic character of City Dock.

10. Page 9, final sentence. It is also achievable with the shift circle option. How about "this potential is particularly achievable if the streetscape is modified by either the T intersection or the shift –circle option. " While the T is preferred by the consultant and by the traffic engineer, it was not determined to be the preferred alternative by the majority of the committee.

11. Page 11- last sentence, paragraph 2. "...new building forms." ... the map shown here does not support the premise that they fit harmoniously. While I understand this is just a general mock-up, the illustration still reads as a five-story wall in front of Gibson's lodging and the Sands house. You should include some statement that speaks to that while the Plan supports a relaxing of the height restriction, the massing and scale would still adhere to the design guidelines, and that no new construction would obstruct view sheds nor detract from historic properties in the immediate context. Should also say something to this effect also when discussing the

new construction on the Faucets site as it pertains to setback, view sheds, etc. larger buildings would be proposed as a series of masses or building elements compatible with the immediate neighborhood. I anticipate this will be a very contentious aspect of the plan.

3<sup>rd</sup> p – 15 to 20 feet – remove ‘would be about enough to secure...’ and have it read just “15 to 20 feet is proposed...”

12. page 12- Suggest that you add a statement in the first paragraph that speaks to the idea that a vibrant and dynamic city dock allows for multiple, mixed uses, both public and private spaces, small and large gathering areas where activities can be experienced simultaneously. Add a statement that we heard from many people about desiring and reinforcing the connection and interaction with the water.

13. final sentence, page 12 – “adjacent to what could be new buildings around market house.” This is unclear – are you proposing that new buildings are added around market house? Suggest that you delete this.

14. Page 13 – first sentence, add an(s) after building, also suggest that you mention the annual Annapolis tradition of lighting of the Christmas tree.

15. Same paragraph, “consistency of surface materials...” I would suggest that this be revised. What people want to see is ‘context sensitive design’, not a sea of pavers. I would instead speak to the use of high-quality, natural materials, such as brick and granite curbing, and the inclusion of landscape features to soften impervious surfaces.

16. I should also note that as written, this locks us into ‘plan A’ and disregards the shift option. I would also include a statement here about loading zones. It is my understanding that this is a great issue for the businesses. At the very least, you should include a statement about accommodating the needs of businesses by providing designated loading zones and establishing set times for deliveries in consultation with the businesses in the immediate vicinity.

17. Page 14. A promenade. “At the end of City”, replace with “Susan B Campbell Park.” Yacht is misspelled. Could mention that our goal is to create an uninterrupted, contiguous promenade. Will this accommodate bikers and runners as well?

18. general comment about Section B- this section is organized in such a way that you have a general section on parks and open spaces. Then you speak in more detail about certain design elements – market square (are we no longer calling this Hopkins Plaza? Inconsistent use of the term throughout), then the promenade. Suggest that you add a section on Susan B Campbell Park. This could include the discussion about flexible use space, the relocation of the Harbor Master building (and with this, state that this is a non-contributing building that interrupts view sheds, and that the new location will still meet the needs of the Harbormaster

(elevated view of the harbor)) and will have the flexibility to allow for programmatic events as well as 'lounging' space.

Perhaps in this new section you will also address your vision for relaxing the site restrictions in this area. I should add that preservationists have fought for tight zoning and height restrictions in the historic district for some time. I expect that many people will express concern that that by allowing for increased height and opening the ordinance for these two sections, it will then open up for more challenges elsewhere in the district. That said, I suggest that you are very careful here. I suggest that you include some language that states that the flexing of height (that respects view sheds and site lines) is appropriate in the immediate context because there are fewer historic properties in that location, that the streetscape is compromised by the USNA backdrop, and that it will be compatible with the proposed design for the Sailing Hall of Fame. You can restate your comment about the need for a comprehensive view shed summary. You can also comment on the need for any new construction to preserve the guidelines and architectural principles found throughout the district with regards to scale, massing, and rhythm.

19. page 15 – this would be a nice point to talk about multi-modal transportation. Until now we only talk about the automotive and pedestrian experience. I would mention bikes, designated bike lanes, the Circulator when speaking of a balance in transportation.

20. page 17 - Again, need to be consistent with terms, Hopkins Plaza or Market Space.

21. I would like for a brief reasoning why the committee could not achieve consensus on this issue. Some members of the committee stated that they believed we could still meet our programmatic requirements with the shift option. The shift option allows for increased pedestrian space at Hopkins Plaza and the Haley memorial; it is proven safe, as there have been no accidents at the site during the study period, and most of the time, traffic flows well and without delay. Backups can be addressed by improved crossings leading up to the circle. What I learned from the Sabre Wang study is that during the week, cars drive *through* city dock, but on the weekends, cars drive *to* city dock. It was my understanding that there will be some delays with the light option, but that is not indicated in your previous section, though it is mentioned in Section F. You should also add that some members objected to the lights for aesthetic purposes, for the fact that the lights actually make for a greatest emphasis on the auto, and that there was objection regarding the transition from one light in the study area to four.

22. page 17, Paragraph 4 –I think you will be well-advised not to dismiss the preservation issues outright and to acknowledge the idea that some have argued that this is an urban design form, that has been in this general location, for over the past 125 years. While the current circle is a 'within living memory' feature of City Dock, further investigation is warranted as to whether removal of this design form

would adversely affect the integrity of the streetscape and the district. The HPC will look at both the removal of the circle as well as what will go in its place – how will the new design affect the landmark status and the characteristics of the historic streetscape. While it may not possess integrity of materials or design, it may possess integrity of its association with the emergence of the automobile, and for its location. At the very least, there should be some recognition that this is an issue for some, as you can anticipate it will be for the HPC.

23. P 20. Where is section IV? Is this B in part III? At the meeting, there was a discussion about the need to more clearly articulate the mitigation plan since this is such a controversial topic. Should be more discussion about the Circulator, that it runs constantly, every 10 minutes, free to the public, etc..

24. on page 20, the side-by-side maps would be more useful if you listed in the current plan, how many spaces are available. There is concern that the numbers are not accurate so as to be as transparent as possible, it should be clear exactly how many spaces will be lost under this Plan, and where they are located.

25. Suggest change the title to ‘flood protection, greening and sustainability’. Will the sea wall really mitigate the sea level rise if the water is coming from underneath? Can you speak to that in the report? Has this type of technology been proven to be effective in other areas?

26. Why is there no mention of the kayak launch? Thought that idea was generally well received.

27. page 25 – remove the first paragraph. Does not contribute to the document and does not make sense.

28. I have a hard time understanding this section altogether. Is there a way to simplify what it is that you hope to accomplish through public art – that it will enhance the area, can help interpret Annapolis history and culture, is an expression of our community, but will not detract from view sheds nor compete with the existing historic waterfront. Suggest that in your discussion about public art, you also emphasize that nothing proposed will ‘clutter’ the district. Visual clutter is a big issue, as we have learned through the wayfinding improvement process.

29. I like the idea of markers that indicate the original shoreline(s) – this was an idea that came up early in our discussions. Would historical markers and other forms of interpretation be considered under this section?

30. page 30, C1 –speak to the desire to include parking so it would not compete with surrounding residential needs. Still think there needs to be an emphasis on view shed protection. Further study needs to be done to ensure that the view shed cone will not be compromised. Perhaps my comment #18 would be better suited in this section (see above).

31. page 31 D. redevelopment. Recommend this section is edited. Sentences could be reworked to be more concise.

32. page 31, E, first bullet. What are the first two phases of the work? What is granting seeking?

33. page. 32. While this plan is the preferred design by the traffic engineering consultant, it should be clear that the committee as a whole does not support the T as the preferred option. As we discussed, the committee was pretty evenly split. If you are going to do a section-by-section analysis of this plan, should do the same for the modified circle plan. At the very least it should be attached to the end of the document and not need to be accessed through P and Z. You also need to speak to the traffic configuration in front of Mangia and Mills. That is the most confusing part of the T intersection arrangement and it needs to be clearly articulated.

Dear Lois,

My name is Susan Gillham and I am the Treasurer of the Ward One Residents Association. I live at 132 Market Street, downtown Annapolis. Our group as well as many downtown residents and businesses are very concerned about the proposed City Dock Plan that is coming up for review tomorrow night with the planning commission.

If you would not mind, please read our 1 page handout that describes our thoughts and concerns.

If you should have any questions or comments, I would be more than happy to speak with you any time tomorrow prior to the evening meeting.

Thank you so much for your time and consideration!

Sincerely,

Susan Hardy Gillham  
132 Market Street  
Annapolis, MD 21401  
301.276.1345

# URGENT

## Proposed City Dock Master Plan

SPEAK UP! OR SIMPLY SHOW UP!  
YOUR PRESENCE IS IMPORTANT!

**WHEN:** Planning Commission Meeting on **THURSDAY, MARCH 21, 2013**  
**7PM**  
**CITY HALL**

**WHY:** HAVE A SAY IN THE CITY'S Plan to "enhance" City Dock. (As part of the 2009 Comprehensive Plan, the City appointed a City Dock Advisory Committee and hired consultants.) The Ward One Residents Association believes that the proposed plan must be MODIFIED. We are against any zoning changes at City Dock. The plan FIRST goes before the Planning Commission on THURSDAY, MARCH 21 at 7PM. SECOND, the Plan goes to City Council for adoption as part of the City's Comprehensive Plan. Your input is crucial to adopting a smart City Dock plan.

### **Ward One Residents Association SUPPORTS:**

- Preserving or sensitively **enhancing the views** of City Dock. Our beautiful historic seaport is an attraction that drives the economy and quality of life.
- Creating **additional pedestrian space** through wider sidewalks, upgrading the promenade, and parks. Shade, sidewalk tables, spaces for people to congregate and interact, and improved connection to the water will enhance the pedestrian experience and add to the area's attraction.
- **Pivoting the Fawcett's Building** out of the Main St. view cone. The building's alignment along Compromise Street will improve the pedestrian experience along the water's edge and allow the building to retreat behind flood barriers.
- **Providing flood control measures** to protect our homes and businesses from both nuisance and storm flooding. Low-lying areas at City Dock already flood several times a year.

### **Ward One Residents Association OPPOSES:**

- **Rezoning** outer Dock Street to allow buildings that would dwarf our waterfront and destroy the historic scale of our City. There would be two Marriott-sized buildings on Dock Street. We must protect the views of City Dock that attract tourists and drive the downtown economy.
- **Removing 225 parking spaces** without a plan to mitigate their loss. The City Dock Plan must include a requirement for a demonstrated, working PARKING PROGRAM to mitigate the parking losses envisioned by this Plan.
- **Eliminating Memorial Circle.** The Circle has a 128-year history in Annapolis and is dedicated to our War Veterans. The alternate requires four to eight traffic signals on Randall St., ruining views of our historical buildings.
- **WHAT ELSE CAN YOU DO?** Send comments directly to the Planning Commission c/o Dr. Sally Nash: [SNash@Annapolis.gov](mailto:SNash@Annapolis.gov)

**From:** "Chellis, Whitney" <Whitney.Chellis@ppd.mncppc.org>  
**To:** "jmr@annapolis.gov" <jmr@annapolis.gov>  
**CC:** "snash@annapolis.gov" <snash@annapolis.gov>  
**Date:** 3/21/2013 12:52 PM  
**Subject:** FW: Planning Commission City Dock Master Plan

---

From: Chellis, Whitney  
Sent: Thursday, March 21, 2013 12:45 PM  
To: sally.nash@annapolis.gov  
Subject: Planning Commission City Dock Master Plan

Sally,

I was unable to compose a formal letter to the Planning Commission for tonight's meeting and will be unable to attend. I would like to request that you forward, and provide a copy of this e-mail to the Commission for their consideration for tonight's hearing:

As a member of the WORA and Murry Hill residents association I have expressed the following two primary concerns directly to the consultants and at the WORA meeting on the proposed master plan and re-zoning. These comments are my own and do not represent any others.

1. The viewshed analysis does not take into consideration the views from the harbor, or from the surrounding areas including the view shed from the Navel Academy. Until additional view shed modeling can be done a determination on the impact of the permissible heights is unknown. Prior to the approval of the permitted heights additional information including view shed modeling should be required.

2. The primary issue I have with the master plan is that the entire water front is not included. The master plan includes both public and private lands. The extent of the plan should extend to the Eastport Bridge. The consultants and the WORA indicated that the property owners from the current edge of the plan to the Bridge did not want to be included. I would offer the following; a master plan is a long term planning document that is intended to establish a vision for future redevelopment which could occur 15 to 20 years in the future, when existing buildings become obsolete or market conditions would warrant redevelopment. The Master Plan sets out the vision of the City and is not that of an individual property owner. The consent of a property owner is not required for it to be included in the master plan.

If the property owners opposition is related to the rezoning, the master plan could extend to the Bridge and the rezoning amendment could retain the current zoning, with a recommendation that the new zones could be requested on those properties by the owners in the future, consistent with the master plan land use recommendations. By extending the master plan to the Bridge, redevelopment could provide an opportunity for the Planning Commission to implement the land use recommendations that would increase access, implement pedestrian improvements and access, and maintain appropriate view sheds, as those improvements may occur in the long term.

I think to not include all of the properties which front the harbor to the Eastport bridge would be a fatal flaw in the plan, and be a missed opportunity which may not present itself in my lifetime.

If the Commission is unable to extend the limits, at a minimum the Commission, I believe should include a recommendation that the expansion of the master plan to the Bridge will be revisited at the next available and appropriate opportunity.

The consultants indicated in a public meeting that while they agreed that it should extend around the entire dock and harbor to the Bridge, the opposition from those property owners would slow down the approval process. That to me is not a credible argument and should not be the driver in this critical planning initiative for the future of the harbor.

I respectfully submit these comments, and thank you for the work that you do.

Thank you,  
Whitney Chellis  
18 Lafayette Avenue

UNITED STATES YACHT SHOWS  
980 Awald Road, Suite 302  
Annapolis, MD 21403

March 21, 2013

To: Annapolis Planning Commission

Re: City Dock Master Plan

SUMMARY:

The Fall Annapolis Sailboat Show is the largest and most eminent in the Western Hemisphere, providing extraordinary economic and cultural benefit to our city, state and nation. I refer you to the attached letters from our state, national and Olympic sailing representatives. (Exhibits 1 and 2)

Implementation of the CDMP will cause a major reduction of usable land space in and around the City Dock to such an extent as to destroy the Sail event. Please compare the attached plat, designated "Fall Sailboat Show" (Exhibit 3) that shows in yellow the land area currently occupied by the Shows with the CDMP plat titled "Site Plan" (Exhibit 4) The observed reduction in space is overwhelming.

The net result of CDMP will be that the fall Sail and Power Show will either close or move to another location outside of the Annapolis area. The spring show would follow. Either result, quite undesirable, is avoidable in a way consistent with recommendations of the Historic Preservation Committee, the Maritime Advisory Committee and downtown merchants.

DETAILS:

The Sailboat Show, begun in 1970 on a small portion of Susan Campbell Park (SCP), has grown to its current national and international status over succeeding 43 years. Expansion of the show in the broad waters of Spa Creek has not been a problem. However, expansion for land exhibitors of accessories, services, small sailboats and dinghies in support of the overall event has been a real problem. The number of exhibitors seeking space on land has grown with the stature of the shows, while available land space at City Dock has diminished, e.g. construction of Harbormaster building, visitor kiosk, planter, flag pole area, trees, rain gardens.

To compensate, the Shows have cobbled together leases of all available land spaces along Compromise Street, including portions of Fawcetts parking lots, City Fleet and Donner parking lots and the upper and lower parking lots of Yacht Basin. (See Exhibit 3). We currently lease all the land there is. We have opened some additional exhibit space by moving our temporary show offices from the show grounds to Prince George Street. Last year, we built 26 more floating docks to put in Ego Alley to hold land exhibits. We have worked with the City to use a portion of the old Recreation Center for seminar activity. At this point, there is no more available land space.

Implementation of the CDMP will cause the shows to lose land space for somewhere in excess of 600 exhibitors from the prime SCP area and from Donner, Fleet and Fawcetts parking lots. Both shows

will be diminished to a size below the critical mass necessary to build and pay for their construction and operation.

The cost to produce the Sailboat Show and the companion Powerboat Show exceed \$2,000,000, annually, not including the nearly \$1,800,000 value of infrastructure that we put in place in three days. Nearly \$1,000,000 of the production cost is for rent to our six landlords, admission taxes, insurance premiums and advertising, all incurred before we drive the first tent peg or water piling. Those funds will simply not be available under the shrunken CDMP plan. Rather than shut down the events, we would be forced to seek another location, almost certainly outside of Annapolis.

#### CURE:

It is hardly necessary to speak the obvious, but the cure for retaining these two valuable annual events is to insure that land space usable for show purposes is not diminished under CDMP.

One way would be to simply eviscerate the CDMP to the point where open land space remains the same as now, a rather counter-productive solution.

The second would be to tweak the CDMP (retain current setbacks as recommended by HPC) and to provide at a contiguous location sufficient open space to compensate for open space loss on both sides of Ego Alley under CDMP. The single available and obvious answer is for the City to acquire the Fawcetts property, remove the building and combine that area with the city owned Fleet and Donner parking lots, producing a huge open space on the water of about three-quarters of an acre, designated here "Fawcetts Combined" (FC). If FC were available to the Shows, they would be able to remain downtown even under CDMP space reduction in the Dock Street area. Please note Exhibit 5 that compares the size of FC (outlined in green) with SCP (also outlined in green). FC is twice the size of SCP.

The highest and best use for FC would be for vehicular parking that, properly managed, would be sufficient, or nearly so, to offset CDMP loss of parking in the Dock Street area. Downtown merchants would certainly be thrilled.

A complaint from some is that parking should be in a nearby garage. Recently, an opportunity to acquire the only parcel of land available to construct such a garage was turned down by the City Council. Any argument for a garage is now moot.

Another argument is that parking should not be on the waterfront. The answer, adopted by other towns like Annapolis, is to separate the parking from the water by a public promenade along the water with parking behind. In our case, a 20' wide promenade, shown on Exhibit 6, could be provided running from Dock Street for a length of 398 feet to connect with a Fleet Alley walkway, then out to Compromise Street. Such a walkway is consistent with the CDMP and would be a huge benefit to Annapolis citizens and visitors.

I cite Beaufort, N.C. and Beaufort, S.C. as two similar towns that have adopted the waterfront walk with parking behind with tremendous success, resulting in major improvement in property values and merchant visitation.

I cite other towns such as Morehead City, N. C. right next to Beaufort and Southport, N.C. that have failed to open up their waterfront with resulting withering of downtown business. Indeed, I cannot recall seeing any town along the waterway from Maine to Florida where acquiring valuable downtown

waterfront for public promenade use (with nearby parking) has done anything other than substantially improve the area. The concept is, I submit, a no-brainer.

The City administration and several Council members have responded to my suggestion about acquiring the Fawcetts property that the City does not have the money. I have offered, and continue to offer, to have the Shows, or a subsidiary, buy the Fawcetts property from the City at the property's fair market price (within reason). If the City acquires at fair market price, its cost will be nominal. I have agreed to donate a 20' waterfront easement, remove the building (opening up the view cone) and operate it together with Fleet and Donner lots (FC) for year round parking, a huge benefit to the merchants and visitors alike. I believe that nearby residents would also benefit by somewhat relieving their streets from downtown parkers who could not otherwise find a space.

A recommendation by the Planning Commission along the lines of my proposal benefits all and hurts none.

#### PEDESTRIAN VS AUTOMOBILE

Aside from my position on behalf of the Boat Shows, I am inclined to offer other thoughts based on observations over a long time. I speak from both sides of the fence, as a resident and as a merchant. I lived in Murray Hill for 26 years from 1962 to 1988 and raised my four children there, visiting and shopping downtown. My law office was on Duke of Gloucester Street, Church Circle and later in the Trumpy Yacht Yard for 24 years from 1960 through 1984. I began and grew the tour boat business at City Dock from one boat to eleven tour, charter and water taxi boats over 27 years from 1972 to 1999. I have been a part, now whole, owner of, and involved in, the Boat Shows at City Dock for 36 years from 1977 to date. I have a wealth of knowledge about who are the visitors, both local and out-of-town, to the Dock area, and the nexus of those visitors with their automobiles.

Upon first reading the CDMP, I was struck by the naive overarching theme that the entire dock area should be designed almost overwhelmingly for the pedestrian with scant regard for the automobile.

Strolling along wide promenades will be just fine and picturesque on sunny days of May, June, September and October. But, my observation has been that there is and will be scant pedestrian strolling when rain is present or forecast, or in the brutal Annapolis heat of July and August, or in the winter cold and wind of December, January, February and March. And what of the old or feeble, mothers dragging children, people wanting to pick up or drop off packages, or those just wanting to stop in a shop for a few minutes. Will they or in many cases, can they ride the circulator? I submit not. They will drive their cars, but where? Will that be downtown, facing the gauntlet presented by the CDMP? Removal of half of the existing parking will clearly discourage locals and knowledgeable out-of-towners. The CDMP intimates that somehow lesser parking spaces will result in more available parking to the same number of cars because of smart controls, including possibly different rates and limits on parking time to overcome certain peak parking hours. I doubt it. Translated, the CDMP message to the car driver is "Come at the time I tell you and not when it is convenient for you, otherwise we will stick it to you." What percentage of potential downtown customers will decide to detour to Parole, I cannot say, but the number will likely be significant.

Downtown merchants, already reeling under very high real estate and personal property taxes and huge utility charges, cannot survive in a pedestrian area comfortably frequented only four months a year, and intentionally hostile to the automobile.

I can also say that over years on the Intracoastal Waterway, I have seen several waterfront towns establish their shopping areas as pedestrian, only, and I can say that in every case, the experiment has failed and the pedestrian malls have reopened to the automobile. Perhaps I am wrong. If so, I am sure that the consultant can furnish the names of small city downtown areas that have blossomed as pedestrian malls.

Waiting to see if the pedestrian concept will work when built somewhere down the road may not be the answer. If the CDMP is adopted by the City Council without providing for parking mitigation such as I have outlined above, the message will be immediate. "Invest and build at your peril". Business people know the absolute necessity for parking as a foundation for success. Just look at the two shopping centers in Parole with massive garages or open spaces. Is it likely that one will invest millions in building downtown in face of the plan hostility toward parking, without government subsidies? I certainly would not.

#### TRAFFIC CIRCLE:

I have observed the circle from the days in the 30's of my childhood when traffic downtown was often much heavier than now. The circle worked then. It has worked ever since. To change it to a traffic light controlled intersection will not be beneficial. Were there a way to improve upon the circle, that way would have been thought of and implemented over the 75 years that I have watched. Moreover, poles, wires, lights, and signs related to traffic lights will be a huge visual distraction at one of the most focal points of the city. Please trash the concept and not the circle.

#### CONCLUSION:

I opine that if the CDMP is to work at all, it must be in connection with retaining and perhaps improving the number of close-by parking spaces, while separating and shielding them to a reasonable extent from the actual waterfront. The proposed major diminution of parking will guarantee failure. My plan will work, will help all involved, keep the shows in Annapolis and cost the City little.

If the Commission would like to further pursue my proposal regarding acquisition of Fawcetts, I stand ready. I want to keep the shows in my hometown of Annapolis. Please help.

Respectfully submitted,

C. Edward Hartman II  
President  
410-268-8828; cell: 443-994-3737



November 20, 2012

Mayor Josh Cohen  
City of Annapolis  
160 Duke of Gloucester  
Annapolis, MD 21401

Dear Mayor Cohen:

On Monday, November 26, you will vote on the pending rezoning of the Chandler property from maritime to Industrial/Commercial. We are writing to urge you and members of the City Council to carefully consider how your vote will impact the economic engine that is the Fall Boat shows. These shows are at the heart of this entire regions recreational boating industry. The research study that was done by the Conference and Visitor's bureau a few years ago showed a \$51 million dollar economic benefit to this area each year from the Shows. Our Sailboat Show is the largest sailboat show, probably in the world – certainly in the United States. The exhibitors and attendees come from Europe, Asia, Africa and South America.

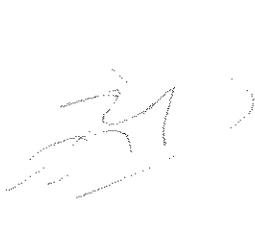
In addition, it is important to recognize how the City of Annapolis has benefited from the Shows. It is our understanding that over the past eight years, the shows have paid the City approximately \$4,540,000 in direct rent and admission tax, for an average of \$567,800 per year. We cannot imagine how the City could be in a position to lose this revenue.

The property owners are seeking C2 zoning to obtain a tenant that is not maritime. A non-maritime user will likely not understand the importance of the Boat Shows to this industry. Further, even if the tenant were to cooperate, C2 zoning does not allow boat exhibition. If condemnation is out of the question, then rezoning as part of the overall City master plan can provide a zone that protects the property owner and the boat shows as well. If this crucial area of the Boat Show is disrupted there is a good chance that the entire Annapolis Sail and Power Boat Show will have to consider new locations either in Baltimore or outside the city of Annapolis. Let's work together to solve this dilemma in a way that the City of Annapolis can still host the best Boat Show in the country.

*Exhibit 1*

For 43 consecutive years, the Sail Show has been a jewel of Annapolis, bringing recognition to the City. On behalf of the Marine Trades Association of Maryland, we are asking that you leave the property zoned maritime.

Sincerely,



George Dunigan  
President, MTAM



Susan Zellers  
Executive Director

CC: Alderman Israel  
Alderman Paone  
Alderman Hoyle  
Alderman Finlayson  
Alderman Silverman  
Alderman Kirby  
Alderman Pfeiffer  
Alderman Arnett

Exhibit 1



www.ussailing.org

November 28, 2012

TO: Annapolis Mayor Joshua Cohen  
FROM: Josh Adams, Sail America President  
CC: Annapolis City Council

Dear Mayor Cohen:

I am writing on behalf of Sail America and the U.S. Sailing Industry. It has come to our attention that a proposed rezoning initiative would significantly impact the layout and total space of the Annapolis boat shows operated by Annapolis-based U.S. Yacht Shows. Though this is an Annapolis matter, it's important you understand that it has national implications.

The Annapolis Boat Shows are treasures in your great city for many reasons. The shows draw many thousands of affluent sailors and boaters to your waterfront businesses; generate significant and dependable revenue for the City of Annapolis; power your city's marine industry, a hub of U.S. marine business; and power our *national* marine business. It's no exaggeration that in the sailing business, the most significant driver for sales, marketing, and product development for most companies is the US Sailboat Show, held every Columbus Day weekend in Annapolis.

It is our national sailboat show. It's THE Annapolis sailboat show. It's your show, Mr. Cohen!

Please understand that the rezoning initiative that you and your council are considering could severely risk the show's very existence. Consider the implications before you decide.

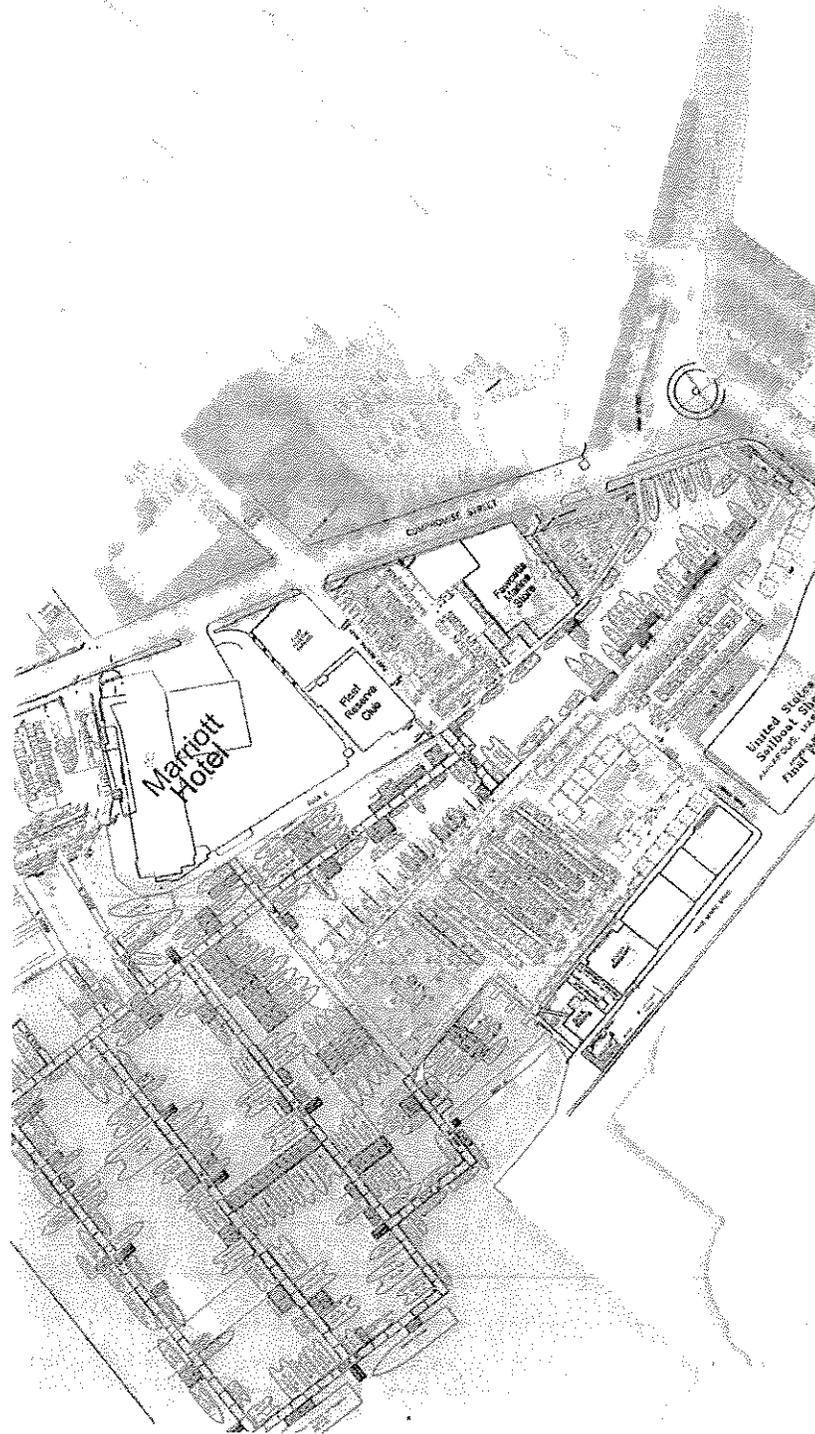
Best regards,

*Josh Adams*

Josh Adams  
Sail America, President  
US Sailing, Managing Director of U.S. Olympic Sailing

*Exhibit 2*





Fall Sailboat Show

Exhibit 3

**Site Plan**

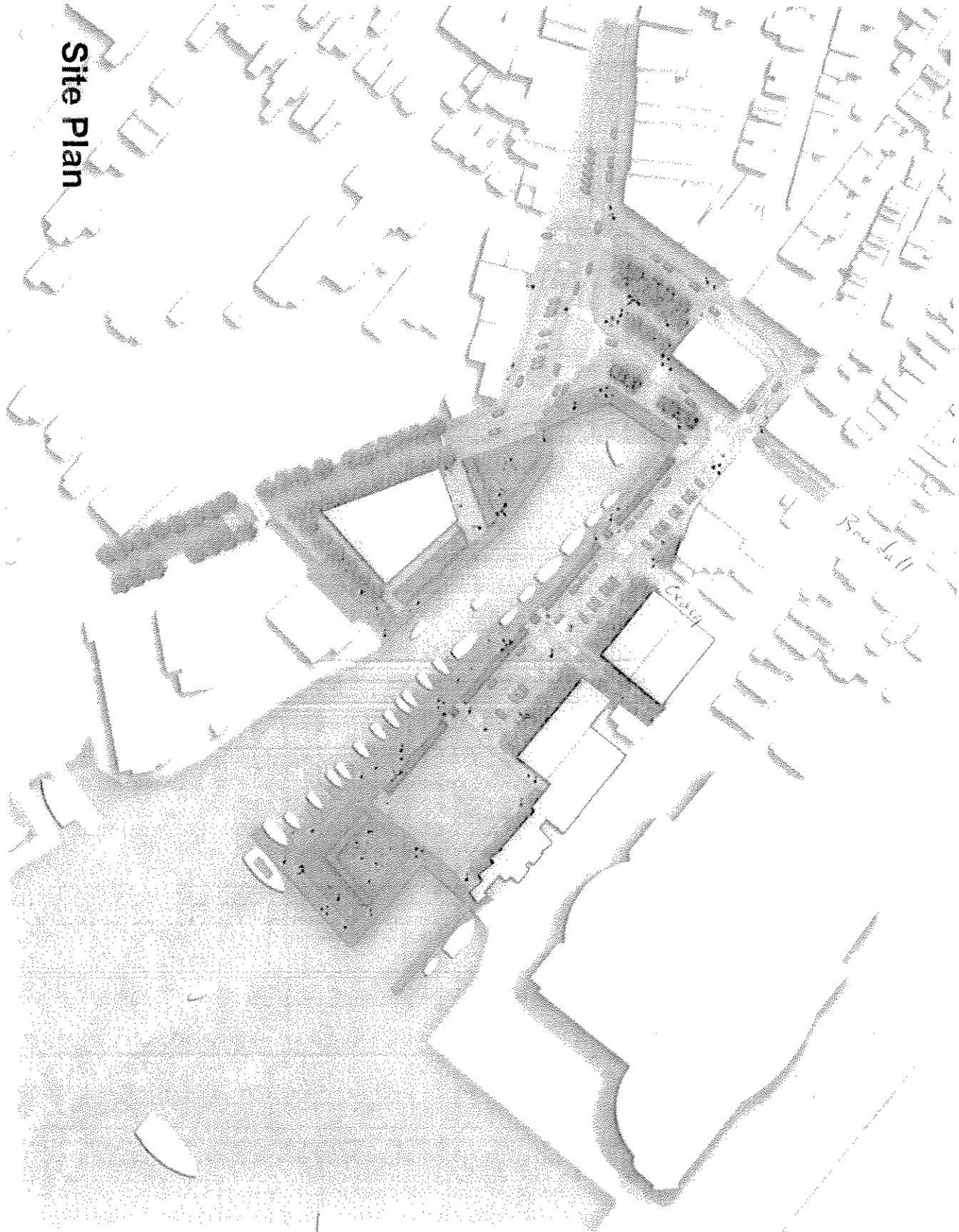


Exhibit 4

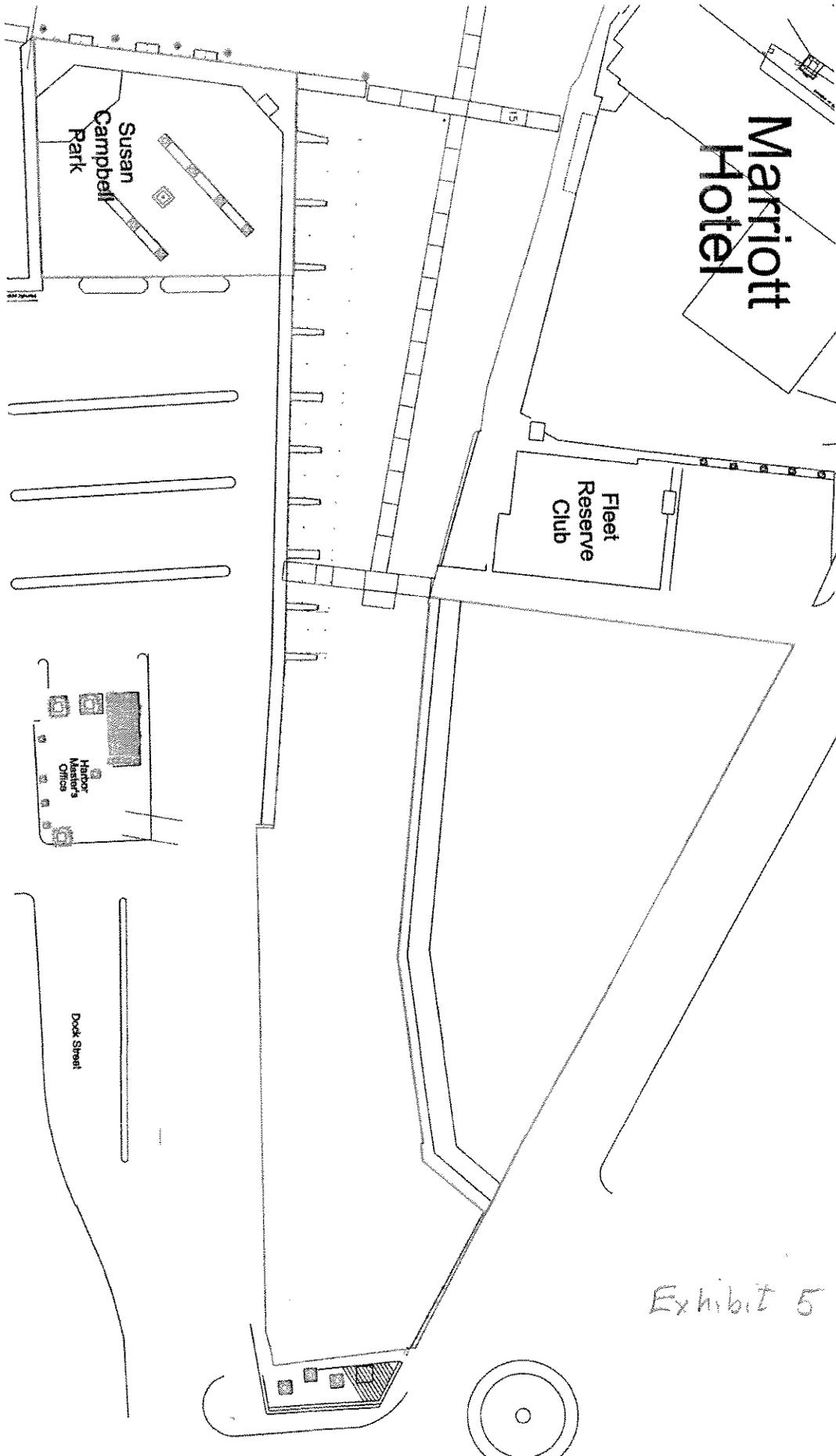


Exhibit 5

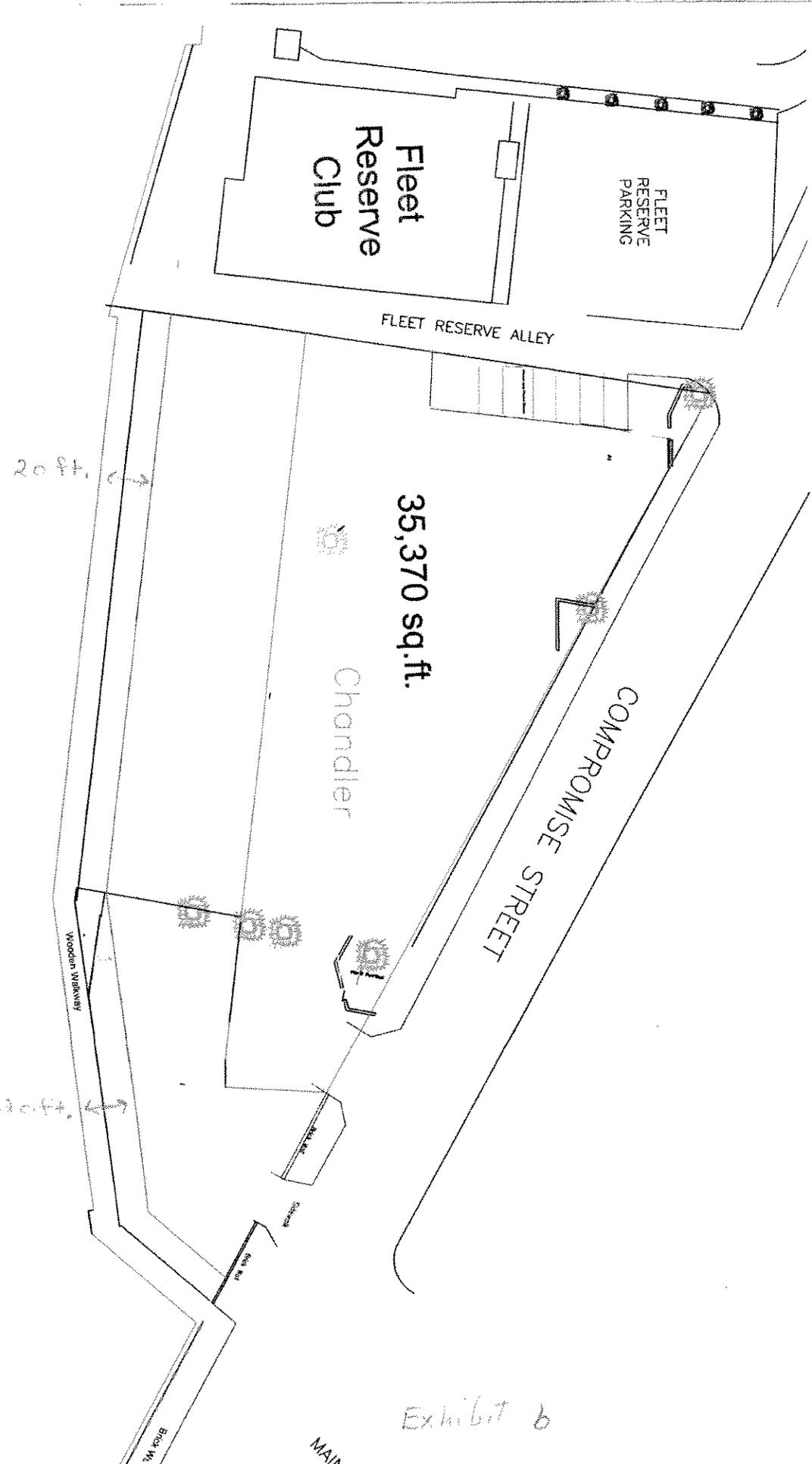


Exhibit b



# HISTORIC ANNAPOLIS

SHIPLAP HOUSE  
18 Pinkney Street  
Annapolis, MD 21401

21 March 2013

To: Dr. Eleanor M. Harris, ED.D., Chair and Members of the Planning Commission

From: Donna M. Ware, Sr. Vice President for Preservation, Historic Annapolis, Inc.

Re: Annapolis City Dock Master Plan

On behalf of Historic Annapolis, Inc. (HA), thank you for the opportunity to comment on the City Dock Master Plan. HA commends the City and especially the members of the City Dock Advisory Committee (CDAC) for their time and effort in creating the plan.

The following comments are based on the principles and recommendations identified in the Master Plan:

**Scale and New Buildings:** The proposed height recommendations for redevelopment projects of three to five stories along Dock Street and two to three stories at the former Fawcett site are not only inappropriate for the scale of the City Dock, but are not in compliance with the City's Height and Bulk ordinance. The height and bulk limits were enacted to preserve and protect the many significant viewsheds within the city and to insure that the scale and mass of new construction/redevelopment are compatible with the historic character of Annapolis. Increased height for the sake of creating "framing" opportunities does not take into consideration the many viewsheds of and from the City Dock area. HA is strongly opposed to any proposed increase of height and bulk limits.

**Scale and Vistas:** Similar to comment made above, the vista or viewshed identified in the plan is limited in its focus. While the view along Main Street to the Chesapeake Bay and the view from the foot of Main Street to the water are significant, there are many vistas that are equally important. The natural topography, prominent historic buildings and historic streetscapes, which are viewable from a number of vantage points, require protection and preservation in any plan for the future of city dock.

Transition of City Dock Intersection: HA supports retention of the traffic circle at this key intersection. The concept of the circle is an iconic design element, expressed in the 17<sup>th</sup> century Nicholson plan through the use of State and Church Circles. The City's recent construction of the circle on West Street at Westgate Circle reinforces continued relevance of this historic feature. At Westgate, it has successfully solved traffic congestion and confusion at what was once a difficult intersection. Likewise, and more importantly, Veteran's Memorial Circle retains the connection to the unique historic Baroque plan of Annapolis in a highly visible and traveled location. Although not part of the original plan, it has gained its own historicity and importance to the character of the city.

The Master Plan recommended a new T-plan at the intersection with several traffic signals. In the 1990s, during the renovation of Main Street, traffic signals at the foot of Main Street were deemed inappropriate and ultimately not included in the construction. Introduction of traffic signals would create a visual adverse impact on the historic character of this intersection and could result in increased traffic congestion.

Parking: The discussion of parking in Annapolis has its own history and no doubt will continue into the future. In general, HA supports better management of parking. Additional open and green space at the dock will certainly create a more inviting and pedestrian-friendly environment. However, any plans for the reduction of parking spaces must be mitigated with thoughtful and tested alternative strategies.

Building in Resiliency: The proposed seawall to be "constructed around the perimeter" is not adequately defined in the plan. There are some cross-section views in the plan, which show the seawall as a massive 10-foot wide structure. There is also mention in the plan about its height of 3 feet. However, it is not clear whether this is intended for the entire perimeter of the dock area. If the seawall is also intended to serve as a planter, this increases the mass and scale of the structure, resulting in a physical and visual barrier, which will impede an experience that should be open and appealing. More study is required to determine the ultimate impact and consequences of the design on the historic character of the city dock area.

Future Land Use: The plan calls for rezoning in the "Development Areas," stating that properties in those areas "should be rezoned to a more fitting category that promotes high density mixed-use patterns, including multi-family residential, and City Dock appropriate commercial uses such as hotels, restaurants, and retail, as well as maritime uses." HA will not support any rezoning in the City Dock area, especially if it increases density and negates the Height and Bulk Ordinance. Rezoning, as described above, will have far-reaching consequences for the historic quality and character of the historic district. The proposed mixed-uses, housed within "redeveloped sites," will create a built landscape that diminishes the significance of and turns its back on the unique historic architecture of Annapolis.

**Bryan J. Miller  
114 Market Street  
Annapolis, Maryland 21401**

**March 21, 2013**

Testimony to Annapolis Planning Commission

Good Evening:

My name is Bryan Miller and I reside with my wife, Valerie, at 114 Market St. I have been active in civic affairs and historic preservation in Annapolis for over twenty years.

I am here tonight to discuss concerns about the proposed zoning changes that would increase height limits in the City Dock area. But first allow me to share some history of historic preservation in Annapolis.

The preservation movement began in the 1950's and 1960's. In 1964 a proposal to build a multi-story hotel between the harbor and the yacht basin generated a great deal of controversy. The Hilton Hotel – now the Marriott – was eventually built at a reduced height to five stories, actually 61 feet to the roof line.

To protect Annapolis from more large buildings and other harmful impacts, St. Claire Wright, retained the distinguished architect, John Carl Warnecke, as an advisor for city planning and historic preservation. Earlier Warnecke had worked with Jackie Kennedy, leading to the preservation of Lafayette Square in Washington, DC.\*

While working with, HA Warnecke solved another city problem by designing Nimitz Library and several other Naval Academy buildings, allowing the Academy to expand without requiring three additional blocks of the city. One of the main conclusions of Warnecke's study was that the city should adopt an historic district ordinance" with teeth in it" to protect the historic uniqueness of Annapolis.

The subsequent election of a new Mayor, Roger Pip Moyer, added momentum to the movement, culminating with the visit in 1965 of Interior Secretary Stewart Udall, who presented the city with the National Historic Landmark Certificate for the its colonial district. At the time only the city of Old San Juan, Porto Rico had received this designation. Like Warnecke, Secretary Udall urged the city to pass a strong ordinance to protect its" architectural scale and waterfront views"

In 1966 the city passed the Historic District ordinance with height and bulk restrictions that have protected the 18<sup>th</sup> century scale of the city for fifty years. Now this new plan proposes that height restrictions should be increased - adding 12 feet to Fawcett at Compromise St., 13 feet to inner Dock Street, and 33 feet to Outer Dock Street.

As a result the outer Dock Street area buildings could be 71 feet high. To put this into perspective, the Marriott Hotel on Compromise Street is 61 feet high, 10 feet lower than the proposed height allowance for

outer dock street. And based on my understanding of Planned Unit Developments (PUD's) mentioned in the plan, PUD's could allow heights over 71 feet because they can be approved with certain non conforming features such as height. Also buildings on inner Dock Street and Fawcett's could each add a story, and possibly more if they are PUD's. These changes would destroy the human scale, uniqueness, and charm of Annapolis.

The importance of scale is emphasized in the Annapolis Historic District Guidelines, quoted here:

*Scale is perhaps the most important design principle to be considered in evaluating proposed new construction in historic neighborhoods. The principle of scale applies to both the individual buildings and to streetscapes. Conversely, in the commercial, governmental, and institutional areas of the district, new large buildings of modern day function intrude upon a historic setting. Buildings size and age correlate closely in these areas; newer buildings tend to be larger. The significance of the size of the Capital and the churches is diminished as more and more large buildings are constructed, because the diversity in scale these historic public buildings once provided has been diluted. Rhythm in architecture refers to the spacing and repetition of building elements. A lack of historic rhythms is one of the most frequently repeated criticisms of modern architecture. It is particularly destructive to the character of a historic district.*

The proposed height increases will disrupt the scale, historic rhythms, and view sheds in the harbor area. Our unique, historic town will be changed forever. Annapolis contains four centuries of architecture. Non-contributing buildings can certainly be replaced but they must be in scale and compatible with their surroundings.

Annapolis has more original 18<sup>th</sup> century buildings than any city in the U.S., and the city is designated a National Historic Landmark. I will close with a quote from the illustrious Paul Warnecke: "Any town can build motels and large modern offices but the combined amenities of Annapolis are unique.

Bryan J. Miller

\*Jane Wilson McWilliams book, *Annapolis City on the Severn*, is the source for most of this historic information

March 21, 2013

To: Chairwoman Dr. Harris, and members of the Planning Commission

Fr: Doug Smith, 5 Revell Street, Annapolis.

Re: City Dock Master Plan

- We live 3 blocks for downtown
- Past president of Ward One residents association
- I'm on the board of Main Streets Annapolis, volunteer organization who's purpose is to help businesses across the city, not just downtown
- Moved to ANP 8 years ago - Chose Annapolis for its historic downtown

I'm speaking today in opposition to several portions of the City Dock Plan.

Your commission has a very important role in judging this plan. Some members of City Council, and the Mayor, may be anxious to 'Adopt Something' to appear that the City is making progress; however, to adopt this plan with an idea of adopting the whole thing and then working out the bugs later is both short sighted and potentially disastrous to the City.

I present for your consideration three specific actions:

# 1. I urge you to support **breaking the plan into component pieces and dealing separately** with things like: the size of the buildings; the impact of reduced parking; the changes to traffic pattern.

The plan before you was not a consensus plan – the Advisory committee could not reach a majority agreement on the plan, and had difficulty with many of the components. This is not a criticism of the Advisory Committee. These are complex issues, and just because there was a deadline to deliver a written plan, a plan was produced. But please do not assume that the citizens on the Advisory Committee are unanimous in supporting this. Key components of this plan are still in great need of further research and discussion.

# 2. The plan calls for major changes to Transportation and Parking. We are all concerned about the businesses that are struggling to stay alive -- we want to see a thriving downtown – not empty store fronts; however, we cannot just assume that

reducing parking and expecting people to ride the Circulator will increase visitors to Annapolis or help drive traffic to businesses.

I suggest that this commission **require a thorough transportation and parking plan** that can be demonstrated to work before we start lopping off parking spaces.

The current approach to transportation and parking is not working – it is not meeting the needs of our businesses, our visitors, or our residents – nor is it sustainable. Under the current model, the Circulator travels around mostly empty, the transportation department has overspent their budget by millions, and this year looks to be a repeat of past performance. The answer to our transportation and parking issues is a simple: 'ride the circulator'.  
<sup>NOT</sup>  
^

Before approving this Plan, I request that this commission require a transportation plan that explores multiple considerations – not just more buses. And, by the way, it's important to note that some of our most important business areas like State Circle and MD Avenue are not accessible by our buses. A comprehensive transportation plan must include buses, Circulator, e-cruisers, bicycles, taxi-cabs, and parking — with the goal of providing better service at reduced cost.

...and regarding parking: A thorough plan should include not just city garages, but also state parking facilities. And this parking plan should include loading zones. Loading zones are critical to our business community. The plan as presented eliminates some 42% of the current loading zone parking.

# 3. And Finally – **I would urge the Commission to require data** – the data you need and the City Council needs to make decisions.

Too often we make decisions based on gut feel – the changes being contemplated in this plan are too important to the heart of the City to approach this way. We need data-driven decisions to move a City Dock plan forward effectively. So let's test some ideas – gather real-time data -- and measure the impact of proposed changes on local business and the downtown community. Then let's put in place changes that we know will work. A transportation plan certainly lends itself to such testing and measuring.

So.... 3 major actions I'd suggest to you this evening:

1. Break the plan into its component pieces – and require each part to stand on its own.
2. Require a Transportation and Parking plan that we can test in advance
3. Use actual test data to make an informed decision.

Thank you,

Doug Smith

41 0 279 8603

[Doug1Smith@verizon.net](mailto:Doug1Smith@verizon.net)

Good Evening Members of the Planning Commission

My name is Anthony Clarke and I reside at 3275 Chrisland Drive, Annapolis, MD 21403.

I currently hold a board position as chairman of the Annapolis and Anne Arundel County Conference and Visitor's Bureau, I am a Board Member and Treasurer of the Annapolis Sustainable Business Alliance, a Board Member and President of the Rotary Club of South Anne Arundel County, a past committee member of the City Dock Advisory Committee and the co owner of the Irish Restaurant Company and local Irish restaurant and pub Galway Bay located at 61 and 63 Maryland Avenue.

I am here today as a resident of Annapolis where I live with my wife and three children. Annapolis is where my wife grew up and went to school and where my children are now following in a similar direction. I am here to speak for them as well as for our business and future life in Annapolis.

This Master plan that has been presented to you is the result of many hours of dedicated work over a two and a half year period by volunteers representing the community as business owners, property owners and residents. **Please remember this** when you hear testimony and opinions from those that were not present, ***but were welcome to attend***, all of the many deliberations and constructive discussions that teased out the issues that this task involved.

It has been noted in the report that there was not a full consensus of the recommendations and I would like to note that this fact by itself should demonstrate that we had a balanced committee that truly represented the community of Annapolis.

There are many areas of this plan that I would like to speak on however in the short time available I will limit my comments to one particular point that I believe has been overemphasized as a negative of this plan and has been used as a scapegoat over and over again.... the result being only to take away from all of the positive and beneficial aspects that this long term vision, **and I would**

**like to stress, this long term vision,** has for our city and for the place that our children and many others will hopefully grow up and wish to stay in.

In an opinion letter offered by the Annapolis Business Association to the City Dock Advisory Committee the ABA requested that the committee **“provide proof that the lack of parking would increase revenue for the downtown area of Annapolis”**.

Firstly, as a business owner and operator on Maryland Avenue I believe that the city dock area exists and was created as the heart of the city for **all businesses** in Annapolis, including those that surround downtown such as Maryland Avenue and State Circle, West Street, West Annapolis and of course Eastport and that the continual enhancement and improvement of this historic jewel is what we all depend on and cherish throughout the city and surrounding suburbs.

Secondly it was not created solely for businesses but for people to live in and enjoy, for property owners, residents, families and visitors from Severna Park, Riva, Edgewater, Crofton and even Eastern shore.

With regard to the proof of parking, ..... I believe it to be a short sighted view of some of my fellow business owners, not all but some, that parking is **the devil that we must have** to ensure our business success and that “should you remove **even one** space our business, as we know it, will be destroyed”.

While the current economic climate and post recession reality has certainly had something to do with the business downturn in Annapolis, (as well as the obvious increase in competition from the surrounding developments) is parking really the issue for this argument.

Let us take the request raised by the ABA and turn it around – **“provide proof that the lack of parking would increase revenue for the downtown area of Annapolis”** and ask it a different way

## **Does ample Parking in downtown city dock equal business success?**

**The answer is no.** and I don't even have to prove that

In the 15 years that Galway Bay has operated on Maryland Avenue with a little over 22 metered car parking spaces available outside its doors more than four restaurant businesses have opened and closed on the lower end of City Dock past the Harbor Master building.

One of these restaurants being owned by the national chain *Phillips Seafood* (who it should be noted are still the current property owners and can be quoted in a letter presented here to the commission saying that they support the Master plan and that **“while parking is extremely important, it is not only about the number of parking spaces as much as it is about the parking management and how it is marketed”**.) additionally another nationally known restaurant operation, Kincaid's, opened and closed its doors after only one year of operation. Two other operations also opened and closed within this 15 year period.

Please remember that all of these businesses opened and closed, not because the city removed parking from city dock, if anything there were probably spaces added or created over the fifteen years.

City Dock is here for everyone to enjoy. This is the place where we want to bring our kids and our visiting parents, to hangout together and be proud off. This town is meant to be the host to the three generations..... the kids, the parents and the grandparents, right now it is not.

This is a wonderful town, a beautiful city, one of immense historic significance. It needs to be protected and enjoyed by us all for a long time to come. What this plan does is open up the endless possibilities of what it can become to more people and how each visit can be enjoyed for longer periods of time. It will create a safer environment for pedestrians and multiple opportunities for the placement of public art and children's activities. This will bring more of us who live around

the city downtown more often as we will now have more of a reason to come and stay longer.

With this potential and the direction offered as a vision in this plan this will provide for not only a more charming, historically protected, pedestrian friendly beautiful seaport of Annapolis but just as importantly create a more economically vibrant destination for both residents and tourists alike. Not just for the City Dock businesses but for the surrounding communities and business districts like Maryland Avenue, State Circle, West Street, West Annapolis, and Eastport as well.

Thank you for your time

Letters from  
HPC and MHT  
and copies of  
the public  
testimony  
HPC received

## Memo

To: Planning Commission

From: Historic Preservation Commission

Date: March 12, 2013

Re: Review of City Dock Master Plan

### **Executive Summary:**

The Historic Preservation Commission (HPC) has reviewed the City Dock Master Plan (CDMP) and received both public comment and expert advice on the plan. We offer these comments as guidance to the Planning Commission for their review of the CDMP and its' impact on potential infrastructure improvements and private redevelopment with in the study area.

There are many components of the CDMP that the HPC believes could be fully compliant with preservation standards and guidelines depending on site and design specifications. These include:

- Redefinition of measurement from “at grade” to at “flood protection elevation”
- Widening of some sidewalks and promenades to provide sufficient space for pedestrian usage
- Redesign of Hopkins Plaza to improve space utilization and flexible use of space
- Demolition of non-contributing buildings assuming appropriate designs are submitted for replacement structures
- Installation of a seawall

There are some components of the CDMP that the HPC believes illustrate conflict with and non-compliance to preservation standards and guidelines. These include:

- Revisions to height districts with the possible exception of the above mentioned technical redefinition depending on the specifically affected site
- Relocation of Dock Street towards Market Slip
- Realignment of sidewalks to parallel Market Slip as opposed to parallel to the building line
- Demolition of Memorial Circle

The HPC concurs with the CDMP that a viewshed analysis must be undertaken prior to any submission of plans to the HPC. The HPC however cannot restrict its viewshed analysis to the view down Main Street to City Dock as inferred by the CDMP. The HPC must consider all viewsheds: from land to water, from water to land and of significant historic resources (St. Annes, St. Marys, USNA Chapel Dome, Ridout House etc).

As with any other pre-application review, these are comments to ensure that applicants have an understanding of the areas of consensus and contention that should guide a property owner in developing an application that can be approved by the HPC.

Following this executive summary is a detailed analysis of the standards and guidelines the HPC used in developing these responses.

**Background:** The City Dock Master Plan (CDMP) was submitted to the City Council on December 10, 2012. It was referred to the Historic Preservation Commission (HPC) for review and comment.

## **1. ANNAPOLIS HISTORIC DISTRICT ZONING ORDINANCE (excerpted)**

### **21.56.010 – Authority and Purpose**

**B.** The preservation of sites, structures, and districts of historical, cultural, archaeological, or architectural significance together with their appurtenances and environmental settings is a public purpose.

**C.** It is the further purpose of this article to preserve and enhance the quality of life and to safeguard the historical and cultural heritage of Annapolis by preserving sites, structures, or districts which reflect the elements of the City's cultural, social, economic, political, archaeological, or architectural history; to strengthen the local economy; to stabilize and improve property values in and around such historic areas; to foster civic beauty, and to preserve and promote the preservation and appreciation of historic sites, structures and districts for the education and welfare of the citizens of the City.

**2.** The HPC took public input on the matter on February 12, 2013 at a regularly scheduled hearing, and allowed for written comment until February 28, 2013. The HPC discussed the document at the February 28th Administrative Hearing, which was duly posted and attended by the public. At the meeting on February 28, 2013 Dr. Sally Nash provided technical and expert testimony from the planning department. Under HPC Rules of Procedure (ROP) the report was treated as a pre-application conference under the following (excerpted) guidelines:

ROP 3.10 A pre-application conference may be scheduled to provide an applicant with the opportunity for preliminary review of a project by the Commission prior to submitting a complete application for a certificate of approval. . . . materials shall assist the commissioners in comprehending the issues related to the feasibility of the project and such broader issues as the scale and mass of the proposal, its impact on the streetscape, and the effect on the historic fabric and form of the resource. . . . the comments made by the HPC members at a pre-application are in no way to be interpreted as an approval of the projects before them. Absence of comment on any aspect of the presentations does not indicate acceptance. The pre-application meeting is solely an accommodation for the applicant.

During a pre-application conference the HPC posits a series of questions related to how the proposed project would comply with various standards and guidelines.

**Materials Submitted for Review:** City Dock Master Plan, Public Testimony, Staff Report

In addition to the CDMP the following facts were introduced into the record:

1. The CDMP covers an area that contains currently three separate height restrictions. All heights are currently measured from the existing grade. Legislation that adoption of the CDMP would trigger would revise heights districts on Dock Street and Compromise Street. Additionally, the HPC was advised that Planning & Zoning intends to include in the legislation an amendment that would redefine the measurement from at grade (current code) to at flood protection elevation (proposed code). If these changes are enacted into code the height limits would change as follows:

District	Current Cornice/Roof	Proposed Cornice/Roof*	Change
Fawcetts/ Compromise St	22'/32'	34'/44'	+ 12 feet
Dock St (inner) Guzzi property	28'/38'	41'/51'	+ 13 feet
Dock St (outer)	28'/38'	61'/71	+ 33 feet

\*Includes the measurement change from grade to flood protection elevation at 6 additional feet which is the maximum; depending on site the floodplain increment could be as low as 2 additional feet.

The legislation that adoption of the CDMP would trigger also proposes changes in zoning and creation of a Waterfront City Dock zone that would expand uses subject to standards. Some of the new uses would be hotels, restaurants and Planned Units Development (PUDs).

In addition to the above items, elements in the CDMP that commissioners focused on in their discussions and have significant impact from the HPC perspective include but are not limited to:

- a. Relocation of outer Dock Street forward towards Market Slip (see comment 1)
- b. Redefinition of the setbacks relative to sidewalk widths and building heights (see comment 2)
- c. Redefinition of inner Dock Street sidewalks to parallel promenade as opposed to buildings (see comment 2)
- d. Demolition of Fawcetts, 1 Craig Street and the Harbormaster Building (see comment 3)
- e. Demolition of Memorial Circle and redesign of traffic flow at the foot of Main Street (see comment 4)
- f. Installation of a seawall (see comment 5)

### Overall Comments:

- As of this date, the testimony available to guide the HPC in evaluating the compliance of projects envisioned within CDMP is lacking one absolutely critical element: professional assessment of the impact of CDMP projects on viewsheds. The CDMP states “it will be imperative that viewshed analyses be undertaken during the plan review process for any new development or major redevelopment projects on City Dock.” The HPC is charged with protection of all viewsheds, not simply the one referenced in the CDMP (ie down Main Street to the City Dock). The HPC must also evaluate impacts on views from the water, and from and of significant historic resources (such as the Naval Academy Chapel dome, the State House dome, Ridout House etc). A study to evaluate this issue must be undertaken prior to any formal application to the HPC for approval on a specific project which would impact the various viewsheds. The study must be done under the direction of City Staff and specifically the Chief of Historic Preservation to ensure its relevance to preservation requirements.
- Without the resources necessary to complete a professional assessment of the CDMP regarding preservation issues, the HPC members can only be guided by the Secretary of Interior Standards for Rehabilitation, Article 66B of the State of Maryland which provides enabling authority for the HPC and the adopted Design Guidelines for the City of Annapolis. These documents are the basis on which the component specific comments are based.
- The HPC believes that given the location of the plan area, all components are subject to a standard of strict scrutiny for review as opposed to a lenient standard.

### Component Comments:

- 1. Building Height and Bulk Changes/Setback Alterations:** Without the above referenced analysis the HPC cannot accurately assess the impact of the proposed changes on the numerous affected viewsheds. Looking to other impacts such as urban form, streetscapes and building design we refer to the following items (excerpted) in the Secretary of Interior Standards and the Annapolis Design Manual for assessment as to compliance and feasibility. In assessing City Dock as a single resource (as opposed to each individual structure and open space) the importance of preservation of the spatial relationships becomes critical.

**Question: How would the proposed redevelopment projects/areas address the following standards and guidelines?**

- I. Standards for Rehabilitation from the Secretary of the Interior : (emphasis added)

*Standard 1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

*Standard 2.* The historic character of a property will be retained and preserved. ***The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.***

*Standard 4.* Changes to a property that have acquired historic significance in their own right will be retained and preserved.

*Standard 9.* New additions, exterior alterations, or ***related new construction will not destroy*** historic materials, features, and ***spatial relationships that characterize the property.*** The new work shall be differentiated from the old and ***will be compatible with*** the historic materials, features, size, ***scale*** and proportion, ***and massing to protect the integrity of the property and its environment.***

## II. Annapolis Design Guidelines

*P 16:* “The historic district possesses a strong urban character formed by the radial city plan, sloping terrain, and numerous water views. For all its’ diversity, there is a visual unity within the historic district, which results from the human scale of the buildings and streetscapes. It is this unity which the HPC seeks to preserve.”

*P 25-32:* “Design principles provide a vocabulary for evaluating new buildings within an existing historic context. The ordinance encourages good contemporary design which follows the design principles of existing neighboring buildings, and respects the scale, proportions, order, rhythms, and materials of the prevailing historic context. Scale is perhaps the most important design principle to be considered in evaluating proposed new construction in historic neighborhoods. The principle of scale applies to both individual buildings and to streetscapes. Conversely, in the commercial, governmental, and institutional areas of the district, new large buildings of modern day function intrude upon a historic setting. Building size and age correlate closely in these areas; newer buildings tend to be larger. The significance of the size of the Capitol and the churches is diminished as more and more large buildings are constructed, because the diversity in scale these historic public buildings once provided has been diluted. Rhythm in architecture refers to the spacing and repetition of building elements. A lack of historic rhythms, is one of the most frequently repeated criticisms of modern architecture. It is particularly destructive to the character of a historic district.

### A. GUIDELINES TO PRESERVE AND ENHANCE THE CITY'S HISTORIC URBAN FORM.

*A.1 The Town Plan and Focal Points:* New buildings should reinforce the historic town plan of Annapolis and should respect traditional views and visual focal points including the State House, St. Anne's Church, and the water. The dramatic pattern of streets converging on major spaces and radiating outward to views of the water (or other streets leading to the water) can be adversely affected by site planning and building design which does not reinforce the pattern. For example, large buildings at the visual terminus of a street may alter the human scale of the street and block historic views beyond.

*A.3 Views from the Water* All projects which are visible from the water shall respect and reinforce the historic character of the district and shall respect traditional views and visual focal points.

## B. GUIDELINES TO PRESERVE AND ENHANCE INDIVIDUAL HISTORIC STREETSCAPES.

The residential street scape is an ensemble of street, sidewalks, fences, vegetation, and buildings. Each part is a layer in the transition from public to private and each is subject to the review of the Historic District Commission. Public space includes the street paving for vehicles and sidewalks for pedestrians. Buildings and landscape elements form walls of outdoor spaces which become the public halls and reception rooms of the city. Street and sidewalk paving is the flooring of these rooms, and the vegetation and street furniture the furnishings. The historic district ordinance is in place to protect the street scape from insensitive change. ***The ordinance discourages the removal of landscape elements and obliteration of the street scape "walls" by a change in setback, any increase in the height and width of the "walls," removal of the historic human scale, or disruption of the existing order and pattern of rhythm along the street. (emphasis added)***

***B.1 Visual Relationships Between the Old and New:*** A new building or addition should visually relate to contributing historic buildings in its immediate neighborhood rather than to buildings in the historic district in general. The "immediate neighborhood" is defined as 1/2 block in both directions.

***B.2 New Building Design :*** New buildings should be designed to strengthen the unity of the existing street scape, and should follow the design principles of historic architecture described in Chapter IV.

***B.3 Building Height and Bulk:*** New buildings should respect the bulk and height of neighboring buildings. The facade height and proportions of new buildings should be compatible with the predominant character of other buildings in the street scape. ***Limiting the bulk and height of new construction is essential to protect the human scale of Annapolis streetscapes. (emphasis added)***

***B.10 Prevailing Setbacks*** The prevailing setback line at the street should be preserved. Any new construction should address the street in a manner consistent with neighboring structures and the overall street form and character. The facade of a planned new building should respect the alignment of existing building facades relative to the sidewalk edge. On blocks where buildings are set back, a new building should be set back to the prevailing setback line.

***B. 11 Building Widths and Spacing*** The prevailing relationships of building widths and the spaces between buildings should be respected and preserved. Where buildings are built out to the side lot lines, new buildings should be built out to side lot lines to maintain the sense of a "wall" along the street. Where buildings are clearly separated from one another by side yards, new buildings and additions to existing buildings should not encroach into the side yard spaces. Where the spacing of buildings and side yards creates a rhythm, new buildings and additions to existing buildings should not alter that rhythm.

***D.3 Preservation of Building Changes*** Significant changes to historic buildings and sites which have taken place over time are evidence of the history of the building and shall be preserved.

### **Assessment:**

- The HPC found particularly persuasive the document submitted entitled "Shorelines of Annapolis Market Slip" providing historical documentation that the setbacks along Dock Street have been in existence in their current form since approximately 1878 (Hopkins).
- The HPC can support the concept of a change in measurement definition as it relates to cornice and roof lines as a reasonable and necessary adaptation to a changing environment (in essence similar to

a field change when construction occurs). However, the HPC would require additional data on the impact of such a change based on specific sites, buildings and viewsheds. The HPC does not believe the concept of substantially altering the height district on Dock Street or Compromise Street would be compliant and feasible given the testimony in the record. The HPC does not believe the concept of altering the location of outer Dock Street would be compliant or feasible given the testimony in the record.

- The HPC takes note however of the following language in Title 21.56.060: “Special Considerations: the Commission may approve the proposed construction, reconstruction, alteration, moving, or demolition despite the provisions of subsection (E)(2) of this section, if the Commission finds that: a. The landmark, site or structure is a deterrent to a major improvement program which will be of substantial benefit to the City” The HPC points out that the City and a property owner could present evidence to invoke this portion of the code and argue the case for substantial benefit. The HPC would further note that such testimony would need to be demonstrable fact as opposed to assertions and would be subject to public scrutiny and rebuttal. The HPC would have to vote on the matter prior to moving forward with an application under this provision.

## **2. Redefinition of inner Dock Street sidewalks to parallel promenade as opposed to buildings and overall expansion of the ratio between sidewalks and buildings:**

**Question: How would the proposed redevelopment projects/areas address the following standards and guidelines?**

### **I. Standards for Rehabilitation from the Secretary of the Interior : (*emphasis added*)**

*Standard 1.* A property will be used as it was historically or be given a new use that **requires minimal change** to its distinctive materials, features, **spaces, and spatial relationships**.

*Standard 2.* The historic character of a property will be retained and preserved. **The removal of distinctive** materials or alteration of features, **spaces, and spatial relationships that characterize a property will be avoided**.

*Standard 9.* New additions, exterior alterations, or **related new construction will not destroy** historic materials, features, and **spatial relationships that characterize the property**. The new work shall be differentiated from the old and **will be compatible with** the historic materials, features, size, **scale** and proportion, **and massing to protect the integrity of the property and its environment**.

### **II. Annapolis Design Guidelines.**

*P 26.* The principle of scale applies to both individual buildings and to streetscapes. In an urban setting, where each building functions as a part of the larger streetscape, building scale is of paramount importance. Outdoor spaces, including streetscapes, have scale as well. The walls of buildings, hedges, fences, and outbuildings create outdoor spaces which have a scale created by the height and spacing of buildings, the width of the street, and landscape elements. The intimate scale of Annapolis streetscapes is formed by the residential scale of buildings,

the width of the street, the placement of buildings on their lots, the human scale of building features such as railings, porches, windows, shutters, doors, and the presence of trees and shrubs. The architectural diversity of Annapolis streets is visually pleasing because within the differences in styles there remains a harmony of scale.

## B. GUIDELINES TO PRESERVE AND ENHANCE INDIVIDUAL HISTORIC STREETS CAPES.

The residential street scape is an ensemble of street, sidewalks, fences, vegetation, and buildings. Each part is a layer in the transition from public to private and each is subject to the review of the Historic District Commission. Public space includes the street paving for vehicles and sidewalks for pedestrians. Buildings and landscape elements form walls of outdoor spaces which become the public halls and reception rooms of the city. Street and sidewalk paving is the flooring of these rooms, and the vegetation and street furniture the furnishings. The historic district ordinance is in place to protect the street scape from insensitive change. *The ordinance discourages the removal of landscape elements and obliteration of the street scape "walls" by a change in setback, any increase in the height and width of the "walls," removal of the historic human scale, or disruption of the existing order and pattern of rhythm along the street. (emphasis added).*

### Assessment:

- The HPC does believe that widening certain sections of sidewalk along Dock Street to more closely conform with dimensions present throughout Main Street and Market Space would be compliant and feasible based on the testimony in the record and within certain limits and would welcome an application from the City on this project. The HPC does not believe the concept of realigning sidewalks on Dock Street to parallel the promenade as opposed to the buildings would be compliant and feasible given the testimony in the record.

### **3. Demolition of Fawcetts, 1 Craig Street and the Harbormaster Building:**

**Question: How would the proposed redevelopment projects/areas address the following standards and guidelines?**

#### I. Annapolis Design Guidelines

*D2: Demolition:* Demolition potentially alters the essential character and integrity of the historic district and shall be reviewed strictly. The demolition of contributing structures does not meet the Secretary of Interior Standards and should not be approved. In accordance with City Code Section 21.56.090 no demolitions except those undertaken for public safety shall be approved until plans for a replacement structure have been submitted and approved by the HPC. Archaeological research shall be conducted prior to demolition.

### Assessment:

- The HPC does believe that demolition of non-contributing structures within the Historic District can be compliant and feasible based on the testimony in the record depending on the specific replacement design that is proposed. This analysis would extend to the Fawcetts building and the Harbormasters building but not 1 Craig Street (a contributing resource to the District).

**4. Demolition of Memorial Circle and redesign of traffic flow at the foot of Main Street, redesign of Hopkins Plaza:**

**Question: How would the proposed redevelopment projects/areas address the following standards and guidelines?**

**I. Standards for Rehabilitation from the Secretary of the Interior :**

*Standard 4.* Changes to a property that have acquired historic significance in their own right will be retained and preserved.

**II. Annapolis Design Guidelines**

*A.3 Views from the Water* All projects which are visible from the water shall respect and reinforce the historic character of the district and shall respect traditional views and visual focal points.

*D.3 Preservation of Building Changes* Significant changes to historic buildings and sites which have taken place over time are evidence of the history of the building and shall be preserved.

**Assessment:**

- The HPC believes a redesign of Hopkins Plaza prior to any decision on Memorial Circle would be compliant and feasible depending on the design specifications submitted. A majority of the Commissioners present at deliberations believe that the demolition of Memorial Circle would not be compliant and feasible based on the testimony in the record. These commissioners found the testimony from Ms McWilliams and Russo most persuasive. However unlike all other items discussed, this was not a unanimous opinion and some commissioners (2) remain undecided based on the record.
  - The HPC takes note however of the following language in Title 21.56.060: “Special Considerations: the Commission may approve the proposed construction, reconstruction, alteration, moving, or demolition despite the provisions of subsection (E)(2) of this section, if the Commission finds that: a. The landmark, site or structure is a deterrent to a major improvement program which will be of substantial benefit to the City;” The HPC points out that the City as the property owner could present evidence to invoke this portion of the code and argue the case for substantial benefit. The HPC would further note that such testimony would need to be demonstrable fact as opposed to assertions and would be subject to public scrutiny and rebuttal. The HPC would have to vote on the matter prior to moving forward with an application under this provision.
- 5. Installation of a Seawall:** The HPC does believe that the construction of a seawall could be compliant and feasible given the testimony in the record and depending on design specifications and welcomes an application from the City on that project.

*Comments from 2011 that the HPC continues to endorse are as follows:*

- The HPC would encourage the development, even at the conceptual level, of a streetscape materials guidance document. Recommendations for the standardized use of paving, curb, and sidewalk materials for specific areas/uses would provide cohesion to the development since the build out time is a lengthy one. Materials that are both sustainable and appropriate for use in the historic environment should be the focus of this effort. This project could be accomplished efficiently and would result in significant improvement in the streetscape design.
- The HPC heartily endorses the statement to coordinate and prioritize efforts with a review of the Capital Improvements Plan (CIP).
- The HPC has no opinion on the discussion relating to the management entity proposed by CDMP per se but is mindful that regardless of management type, the historic district ordinance vests authority for approval of infrastructure changes with the HPC.

*Other Items:*

- The HPC has requested additional review of CDMP from Maryland Historical Trust. Their letter is attached and made a part of this response.
- The HPC is forwarding and making part of the record all public written testimony as well as minutes (when complete and adopted) from the hearing on February 12, 2013.
- The HPC wishes to remind all parties that in addition to all other requirements as the CDMP moves into actionable projects that archaeological oversight will be a necessary component of the process.

The HPC wishes to express our appreciation for the on-going collaboration of the various groups on this important project and we look forward to reviewing complete applications as the projects develop.

Respectfully Submitted by:

Sharon A Kennedy (Chair)  
Tim Leahy (Vice Chair)  
Kim Finch  
Bronte Jones  
Jay Kabriel  
Rock Toews  
Pat Zeno

March 11, 2013

Sharon A. Kennedy, Chair  
Annapolis Historic Preservation Commission  
Department of Planning & Zoning  
145 Gorman Street, Third Floor  
Annapolis, MD 21401

Re: City of Annapolis  
*City Dock Master Plan*

Dear Chairman Kennedy:

I have received your letter of March 4, 2013, requesting that the Maryland Historical Trust (MHT) provide technical assistance in the review of the City Dock Master Plan (CDMP) and its effects on the Colonial Annapolis Historic Landmark District. We have reviewed the CDMP and, in accordance with the provisions of Article 66B, §8.03 (b) (1) of the Annotated Code of Maryland, we offer the following comments for your consideration.

The CDMP describes five guiding principles for development and improvement around the City Dock area and discusses specific ways that the principles should be applied to preserve the historic layout and scale of the neighborhood, develop walkable public spaces, decrease the dominance of cars on the landscape, promote environmental sustainability, and foster public art. As you are well aware, the area addressed by the CDMP is in the core of a unique and nationally-important historic district. Historic Annapolis, Maryland Inventory of Historic Properties AA-137, has tremendous significance for its role in political, economic, and cultural history; as one of the first planned cities in Colonial America; and for its extraordinary collection of eighteenth and nineteenth-century architecture. The district has been listed in the National Register of Historic Places since 1965 and is one of the few large urban districts in the United States to be designated a National Historic Landmark, our nation's highest recognition of historic importance. The waterfront, and the connection of the surrounding district to the waterfront, is central to the character of the district and to telling the story of its history.

After careful review and consideration, MHT is pleased to endorse most aspects of the CDMP. The gradual transition to a more walkable neighborhood described in the plan capitalizes on and accentuates the unique and waterfront atmosphere of neighborhood. Many of the proposed changes will be beneficial to the preservation of the historic character of the area. Suggestions in the plan, such as improved sidewalks, a waterfront promenade, and additional park space will not only improve the experience of residents and visitors, but also make the surrounding historic buildings more economically viable while at the same time maintaining their context and historic integrity.

Central to the CDMP is reducing the physical impact of the automobile through better managed parking. A large amount of surface parking detracts from the historic character of the area and seems a poor use for waterfront land. Decreasing surface parking at Market Space and along Dock Street will decrease the separation of people and the historic waterfront that has been caused by parked cars and paving. Rather than meet parking needs by increasing volume or allowing other construction that might impose on the historic character of the neighborhood, the CDMP proposes to accommodate contemporary parking needs through increased use of technology and intelligent management. Strategic pricing, improved wayfinding, employee parking programs, encouraging the use of existing garages, maximizing the utility of existing spaces through valet parking, and free Circulator bus-type transit are all promising strategies that have been successful in other dense historic areas.

Members of the City Dock Advisory Committee were unable to reach consensus about the proposed removal of the traffic circle at the intersection of Main, Randall, and Compromise Streets and its replacement with a more conventional intersection. Historically there was a circular feature at this intersection; however, that feature has

been modified and moved over time, and it was not part of the original formal plan for the city. On the other hand, replacement with a more conventional intersection probably would necessitate introduction of traffic signals that would create visual clutter and adverse effects on the historic character of the district and, perhaps, its own unintended traffic congestion.

MHT is concerned with the CDMP's proposal to increase the long-standing historic district height and bulk limitations for new construction in the redevelopment areas. The CDMP proposes to permit new buildings of up to five stories. Redevelopment of the non-historic buildings in these areas is a great opportunity, but new construction should not exceed the existing scale of the historic buildings on Dock and Prince George Streets, and generally throughout the entire historic district of three stories and lower. A mass of taller buildings concentrated near the waterfront would create a psychological and visual separation between the dock area and the rest of the historic district. This would diminish the integrity of the district as a whole, especially given the importance of the connection between the waterfront and the historic city.

We agree with the several parties that already have commented on the somewhat limited focus the CDMP places on historic vistas and viewsheds. As Donna Ware of Historic Annapolis, Inc., wrote:

While the view along Main Street to the Chesapeake Bay and the view from the foot of Main Street to the water are significant, there are many vistas that are equally important. The natural topography, prominent historic buildings and historic streetscapes, which are viewable from a number of vantage points, require protection and preservation in any plan for the city dock.

In this regard, the view of the historic district *from* the water also is worthy of preservation. A "wall" of even slightly taller new buildings near the edge of the waterfront would significantly alter the perception of the historic district from this important vantage point.

Finally, our comments should not be construed to constitute any pre-approval or position that MHT may subsequently determine in an undertaking subject to our legal jurisdiction. Such undertakings would include 1) any project sponsored, financially assisted, permitted or licensed by a state or federal agency; 2) projects proposed on state-owned property; and 3) projects involving property that is subject to a historic preservation easement held by MHT. Future projects subject to MHT jurisdiction will be treated *de novo* according to the circumstances and merits of the specific undertaking. With regard to the height for new construction, however, in the absence of extenuating or mitigating factors, any proposed construction over 3 stories will likely be determined to constitute an "adverse effect" on the character of the district.

We commend the City and the members of the City Dock Advisory Committee for their hard work to preserve the historic district and ensure that it remains an economically and culturally lively place for residents and visitors. If you have any questions about our review and comments, please do not hesitate to call.

Sincerely,

J. Rodney Little  
Director \ State Historic Preservation Officer  
Maryland Historical Trust

JRL \ JES  
201300911  
CC: Lisa Craig (City of Annapolis)

**Shari Pippen**

---

**From:** Al Shields <aws5050@msn.com>

**To:** <slpippen@annapolis.gov>

**Date:** 2/20/2013 11:30 AM

---

This city is dead.. Who would spend anytime here, nothing to do , even people coming by sea don't walk our streets... I would think we should look at Boston and do what they did... smart young folks can't wait to get downtown and talk about history they have the same as our town...

We have it all just not smart planners and the mayor is no help.. we need to build a center at the docks to draw spenders .. and make life more what it should be for our residents.. Al Shields

Bevin A. Buchheister, Vice President  
Ward One Residents Association  
3 Church Circle, PMB 150  
Annapolis, MD 21401

February 24, 2013

Historic Preservation Commission  
City of Annapolis  
160 Duke OF Gloucester St.  
Annapolis, MD 21401

RE: Ward One Residents Association Position on the proposed City Dock  
Master Plan

Dear Chairman Kennedy and members of the Historic Preservation Commission:

The Ward One Residents Association members and Board have met several times to discuss the proposed plans for the City Dock area and we have several pressing concerns. One overarching concern is that whatever is adopted by City Council in the proposed plan will become an amendment to our City's Comprehensive Plan. When that occurs, then according to the Terrapin Run case decided by the MD Court of Appeals, the zoning in any areas identified in the plan would have to be consistent with the Comprehensive Plan. The aspect of this that concerns us the most is the proposal to allow buildings that are three to five stories to be built on outer Dock Street and in the City Dock area.

We strongly oppose the idea to rezone this area to allow buildings that would dwarf our waterfront, and ruin the historic scale of our City (details below). If this plan is passed, the authority of the City to deny a zoning change that would allow three to five story buildings will be seriously eroded. It is critically important for each City Board, members of the Council, and especially the public to understand that this proposed plan is more than just an optional plan for the future. If adopted it can force a real change to our zoning code., one that we vigorously oppose.

WORA has also taken positions on several aspects of the plan that fall under the jurisdiction of the HPC. See below for further detail on WORA's position on the portions of the proposed plan that relate to the design guidelines of the HPC. Our comments follow the pages of the proposed plan.

p.8: Dock Street Sidewalk: *"Widening the sidewalk while holding its new edge parallel to the bulkhead rather than to the buildings has the effect of creating an increasingly*

*wider pedestrian zone along the building frontage as the sidewalk extends eastward to Craig Street.*" WORA agrees that the sidewalk out past Storm Bros. should be wide enough to accommodate pedestrians, café tables, and small shade trees. We disagree, however, with "holding the new edge parallel to the bulkhead." This creates a hard, straight line that looks like it belongs in a mall. It is out of character with its surroundings. The facades of the buildings in the City Dock area reflect the early shoreline.\* Their irregularity imparts a unique character that is part of what Annapolis is all about. Rather than ignoring that character we should emphasize it. We believe the sidewalk should follow the building frontage, growing wider by replacing the parallel parking spots in that area with sidewalk.

(\* See: "The Shorelines of Annapolis Market Slip" on Planning & Zoning's City Dock website:

<http://www.ci.annapolis.md.us/Government/Departments/PIZon/CDAC/Images/Shorelines%20of%20Annapolis%20Market%20Slip%20v2.pdf> )

p.10 & 11: Viewshed and Old Fawcett's Building: WORA endorses the plan's vision to restore the historic viewshed from the bottom of Main Street by repositioning the old Fawcett's building.

p.11: Scale and New Buildings: WORA hastens to add, however, that more than one viewshed is important. The views of Annapolis and City Dock, from the water and back and forth across Ego Alley, are our City's multi-million-dollar viewsheds. These viewsheds are the postcards which make Annapolis famous. Their importance is already recognized by City Law ("*21.62.060: Scenic, historical, archaeological and landmark sites and features that are located on or adjacent to the proposed development shall be preserved and protected to the maximum extent as practicable through site design, building location, and parking layout. Special consideration shall be given to the impact of projects on views of the Annapolis historic district from the following points: 1. From Eastport and the City dock; ...*"). As a City we must protect the view of Annapolis and City Dock.

Accordingly, WORA strongly objects to the introduction of three to five story buildings on any portion of Dock Street. The buildings would be completely out of scale and mass with the rest of City Dock. Except for the Marriott – and that building provided the impetus for our City to adopt a height ordinance in the first place. We should not repeat the mistakes of the past and allow Ego Alley to be framed on both sides by buildings that damage the viewshed, are out of scale, and detract from our historic City. By and large the commercial properties in our Historic District are characterized by small buildings and retail establishments or restaurants of compatible scale. Large buildings, in contrast, are available further out at Park Place. Introduction of these tall buildings on City Dock would damage Annapolis's brand, lessen tourism, and thereby damage our entire City's economy.

Further, as described earlier, the location of the façades of the existing buildings describe the historic shoreline and give the area character. One characteristic of the

Dock Street layout is that as one proceeds out the street the space opens up, becoming wider and wider, until finally, one comes to the water's edge. Expanding the footprint of the buildings would cramp this sense of expansion and bury the lines of the old shoreline.

WORA endorses removing the Dockmaster building provided that an alternate location is available to provide the Dockmaster and our waterborne guests the equivalent functionality. The Dockmaster building provides a visual wall and intrudes on the open space of outer Dock Street. However, the visual wall now serves to camouflage parked cars, and since the proposed plan also calls for cars to park in the area adjacent to Susan Campbell Park, the City must seriously consider whether it's removal would be an improvement of the view.

#### p.12: Parks and Open Spaces

WORA endorses the conversion of the Donner Parking Lot into public park space provided that mitigation is available to address the parking spaces lost.

WORA endorses the conversion of Newman Street between Compromise and Ego Alley into a public park. However we do not believe the park should descend into the water because the water quality is so bad. We believe this could serve as an "attractive nuisance" and expose the City to liability.

WORA opposes the creation of a grassy area on Susan Campbell Park. The area would attract dog walkers, as the goose park now does, and become unsanitary. It's close proximity to the shoreline would promote rapid stormwater runoff of fertilizers and pesticides into the bay.

WORA endorses the "Public/Private Spaces" recommended by the Plan. We believe sidewalk seating for our restaurants has enhanced the quality of our downtown.

#### p.13: Market Square:

In the proposed Market Square area we believe the City should remove the structures which render Hopkins Plaza ineffective as a Plaza – the walls and memorials. Relocate the signage for the Kunta Kinte Memorial closer to the Alex Haley statue. We want to see the City make the area into an effective and attractive plaza before we put significant effort into making it a bigger one.

WORA endorses the widening of sidewalks in Market Space by conversion of diagonal parking to parallel parking. This, too, can improve the effectiveness of Hopkins Plaza.

#### p.14: Promenade

WORA endorses the promenade along the water proposed in the Plan. However, in outer Dock Street we believe the back of the Promenade (and the seawall) should jog towards the water, following the line of the bulkhead. The Plan should not create a straight line element that extends all the way from Randall St. out to Susan Campbell Park. This is Annapolis's waterfront, not someplace else's, and the irregularities give it character. A straight line element of the proposed length is out of scale in Annapolis.

#### p. 16: Circle vs. Tee Intersection

As mentioned in the Plan, the members of the City Dock Advisory Committee were almost evenly divided over the plan to replace Memorial Circle with a "T" intersection. The Plan "features a T intersection ... while recognizing that more community discussion will need to be devoted to this question." WORA couldn't agree more that more community discussion is needed. While the Tee intersection may have certain benefits, it is problematic in areas as well.

WORA strongly opposes the introduction of new traffic signals on Randall Street – both at the foot of Main and the intersection of Dock and Randall. The signals would add prominent visual clutter to Annapolis's most precious viewscape. Who wants to look at Annapolis and see stoplights? We think this would be ill advised and runs contrary to the plan to restore the historic viewshed.

We also are concerned about the abandonment of the Circle in light of the fact that a traffic circle has been a prominent feature of that space since 1885. Considering the time, effort and monetary investment each property owner in the historic district has devoted to preserving the historic elements of our downtown, we especially reluctant to discard a historic element of our landscape because a new configuration "might" be better.

Finally, the circle was dedicated as a memorial in memory and honor of area military veterans in 1977. WORA objects to simply removing the memorial without a plan to replace it.

For all these reasons WORA strongly opposes adopting the Tee intersection as part of the Master Plan at this time. The intersection configuration requires further study and community discussion and that is what the Plan should recommend.

#### p.23, Seawall

WORA supports the idea of a partial seawall, disguised as planter and benches, and other flood control measures described in the plan. However it is critically important to both the pedestrian experience and to the viewsheds of Annapolis that the wall be low. We believe it should be restricted to a maximum of three feet above grade and that other, deployable means be required to protect the flood plain from higher water.

The graphic on pp. 14 and 15 shows the seawall as ten feet wide. Barring an unstated engineering reason we think this is excessive. Its mass would become a dominant feature of the City Dock landscape. Half that width should be sufficient.

p.30 Land Use:

WORA objects to the call to remove the billboard on Dock Street. Whether one likes it or not, the billboard is part of what gives Annapolis its character as an authentic town, and makes this a real City, not Disneyland. If the Plan is successful in reinvigorating the City Dock area, the billboard will fall to new development in due course. The City Dock Plan doesn't need to pick this fight.

**Bryan J. Miller**  
**114 Market Street**  
**Annapolis, Maryland 21401**

February 23, 2013

Ms. Sharon Kennedy, Chair  
Annapolis Historic Preservation Commission  
160 Duke of Gloucester Street  
Annapolis, Maryland 21401

Dear Ms. Kennedy:

I have been a resident of the historic district for almost twenty years. Over the years I have been active in the community as well as in preservation. I also served as chair for the city dock committee appointed by Mayor Johnson in 2001.

I have several concerns about the 2012 city dock plan. I realize that some of these concerns probably do not fall in the HPC's jurisdictions. However, I believe that a plan must be evaluated as a whole to fully understand its overall impact on the city, on its historic resources, and its charm.

My first concern involves proposed changes to the present historic district zoning to accommodate higher or larger buildings. The present zoning with building height and bulk restrictions have preserved the human scale that attracts visitors and makes Annapolis a wonderful walking town. Changing the zoning to allow four story buildings proposed to screen the Halsey Field House will destroy the charm of the dock area.

In addition, several contributing buildings such as the former downtown library and recreation center, the Harbormaster's House, and Fawcett's should not be moved or demolished as the plan suggests. These significant buildings should be preserved as part of what is now four centuries of architecture in historic Annapolis. Again I believe that both the historic and maritime zoning in place should not change.

Also I believe that replacing the traffic circle at the base of Main Street, with a T-intersection with traffic lights will tie up traffic coming from both King George Street and Eastport for miles in both directions on weekends. Traffic circles have proven to be very efficient traffic movers - which is why Westgate Circle was built.

In addition, eliminating much of the parking on City Dock will damage downtown businesses whose customers depend on this parking. None of the businesses that I have talked to are for these plans. And it appears that the impacts on city residents and downtown businesses have not really been considered in this plan.

The proponents of this plan maintain that their proposed changes will make Annapolis a walking town that is pedestrian friendly. They complain that the circle makes it too difficult for people to walk and that green space is needed instead of parking for people to comfortably gather. I walk downtown almost daily, and the dock area is very conducive to walkers. A few crossing guards on weekends could solve conflicts between cars and pedestrians

The overall city dock plan as proposed would create a mall-like overlay in the downtown city dock area. But this vital area is the center of a working town with stores, restaurants, key traffic arteries, and a constant flow of pedestrians. This plan would disrupt the delicate balance between these three functions. Also the mall like appearance would destroy much of the charm and uniqueness of City Dock.

Thank you for your consideration. Please include these comments in your administrative record.

Sincerely,  
Bryan J. Miller

**From:** Christopher Brown <cw.brown@verizon.net>  
**To:** <slippen@annapolis.gov>  
**Date:** 2/19/2013 11:08 PM  
**Subject:** comments on the city dock plan  
**Attachments:** CDACfinal.docx

Shari, I have already shared these with Sharon and Lisa, but in case you did not get them for the public record. These are the comments I provided the consultant on the final plan that were never incorporated/considered in the document. Please share with the commission should you and Lisa think it is appropriate. You may want to note that my comments deal with the entire document, not just preservation related issues. There are specific issues that deal with preservation, however, that were not addressed and the HPC may want to call attention to those issues.

Thanks, hope you are well. Karen

## General comments:

This document needs to accomplish the following: first, the Plan should be clearly stated; second, the points of contention should be marked, with alternatives for the contentious points outlined; and lastly, the plan should identify how it comports with CDAC's vision and guiding principles. We are all in agreement that we do not want a document 'that sits on a shelf,' and we recognize that many people with limited time must read the document. Thus, it is very important to make it tight and as clear and concise as possible. I also would recommend that the document be edited and spell-checked throughout. An executive summary should follow the "letter" and should guide the presentation to City Council in December.

## Specific comments.

1. page 2, after 'July 2011.' Add that this Plan builds on CDAC's report .
2. page 2. paragraph two – This Plan is the culmination of the entire, two-year process, not just the process since we presented our guidance document. Suggest that you speak to public involvement for the entire process. Public input for this project has been extensive; at least 20? meetings, 20? presentations from interested parties.
3. page 2, p. 3- should state that we did not achieve consensus as there are varying concerns and interests. Still reads as uneven. Suggested language - "...T intersection," the other half proposed that we retain the circle and modify the geometry to better facilitate pedestrian access, crossings, and traffic design. Remove the comment – "for better or for worse." Include a statement that addresses 'flexibility' in design for lower Dock Street that will balance the needs of the businesses with our programmatic goals to provide more public space.
4. Suggest that you add to this section that it is our goal through this Plan to provide direction and guidance to support CDAC's vision to provide flexible use space, emphasize historic layout and scale, enhance pedestrian access and experience, promote public areas and facilitate better management of City Dock. This is addressed on page 7, but should be stated at the outset.
5. Add a map with street names, orientation, definition of the study area, etc.
6. page 5 - while you speak about what the plan attempts to do – this is a blueprint for improvement – what is lacking is a purpose statement. Why are we doing this?
7. page 7. I would send a note to Orlando and specifically ask him to take a look at this section. I think some historians would take objection to how this is written. Annapolis is a National Historic Landmark District, and this section is where you set the stage; you present what it is that makes this such a challenge- the geography, topography, the water's edge, and the highly significant historic environment. Yes, this area has witnessed change over the past 300 years, but it also possesses a great

deal of integrity. The final sentence in p. 2 leads you to believe that the buildings have been replaced 'again and again,' and dismisses the colonial era properties in the immediate study area. Suggest that you rework paragraph 4 to something like, "in the study area, there is a collection of 18<sup>th</sup> and 19<sup>th</sup> century architecture that is highly significant to Maryland and to the entire nation." You should include a statement about the need for sensitivity to historic buildings and streetscapes, for the strong urban character and sense of place that the area possesses, and for the human scale of the buildings and streetscapes that is worth preserving. Add (s) after 'district', final sentence.

I would suggest that this section be more preservation-minded. Should include a statement that this Plan is respectful to the rich history and integrity of the area, preserves view sheds and sightlines, and does not complete with the historic character. You could also include a statement about the national register significance. The NR period of significance covers up to the 1940s (not sure the exact dates). You can speak to the fact that it is not one particular period in time that we are trying to recreate; rather that this sets forth a plan that manages change and balances 21<sup>st</sup> century needs within an intact historic setting.

Suggest that you only use that one historic image once. Replace one copy with some of Marion Warren's old photos, a series of historic photos that document the evolution of the area, maps, etc. I have a copy of "The Train's Done Been and Gone" if you want to take a look at it.

8. Guiding principles applied – perhaps consider moving this before Annapolis City Dock (see comment #4).

9. page 8 – Up front, needs to be a statement about our desire to create a flexible plan that allows for gradual change, implementation of experimental ideas that are temporary and reversible that will not affect the historic character of City Dock.

10. Page 9, final sentence. It is also achievable with the shift circle option. How about "this potential is particularly achievable if the streetscape is modified by either the T intersection or the shift –circle option. " While the T is preferred by the consultant and by the traffic engineer, it was not determined to be the preferred alternative by the majority of the committee.

11. Page 11- last sentence, paragraph 2. "...new building forms." ... the map shown here does not support the premise that they fit harmoniously. While I understand this is just a general mock-up, the illustration still reads as a five-story wall in front of Gibson's lodging and the Sands house. You should include some statement that speaks to that while the Plan supports a relaxing of the height restriction, the massing and scale would still adhere to the design guidelines, and that no new construction would obstruct view sheds nor detract from historic properties in the immediate context. Should also say something to this effect also when discussing the new construction on the Faucets site as it pertains to setback, view sheds, etc. larger

buildings would be proposed as a series of masses or building elements compatible with the immediate neighborhood. I anticipate this will be a very contentious aspect of the plan.

3<sup>rd</sup> p – 15 to 20 feet – remove ‘would be about enough to secure...’ and have it read just “15 to 20 feet is proposed...”

12. page 12- Suggest that you add a statement in the first paragraph that speaks to the idea that a vibrant and dynamic city dock allows for multiple, mixed uses, both public and private spaces, small and large gathering areas where activities can be experienced simultaneously. Add a statement that we heard from many people about desiring and reinforcing the connection and interaction with the water.

13. final sentence, page 12 – “adjacent to what could be new buildings around market house.” This is unclear – are you proposing that new buildings are added around market house? Suggest that you delete this.

14. Page 13 – first sentence, add an(s) after building, also suggest that you mention the annual Annapolis tradition of lighting of the Christmas tree.

15. Same paragraph, “consistency of surface materials...” I would suggest that this be revised. What people want to see is ‘context sensitive design’, not a sea of pavers. I would instead speak to the use of high-quality, natural materials, such as brick and granite curbing, and the inclusion of landscape features to soften impervious surfaces.

16. I should also note that as written, this locks us into ‘plan A’ and disregards the shift option. I would also include a statement here about loading zones. It is my understanding that this is a great issue for the businesses. At the very least, you should include a statement about accommodating the needs of businesses by providing designated loading zones and establishing set times for deliveries in consultation with the businesses in the immediate vicinity.

17. Page 14. A promenade. “At the end of City”, replace with “Susan B Campbell Park.” Yacht is misspelled. Could mention that our goal is to create an uninterrupted, contiguous promenade. Will this accommodate bikers and runners as well?

18. general comment about Section B- this section is organized in such a way that you have a general section on parks and open spaces. Then you speak in more detail about certain design elements – market square (are we no longer calling this Hopkins Plaza? Inconsistent use of the term throughout), then the promenade. Suggest that you add a section on Susan B Campbell Park. This could include the discussion about flexible use space, the relocation of the Harbor Master building (and with this, state that this is a non-contributing building that interrupts view sheds, and that the new location will still meet the needs of the Harbormaster

(elevated view of the harbor)) and will have the flexibility to allow for programmatic events as well as 'lounging' space.

Perhaps in this new section you will also address your vision for relaxing the site restrictions in this area. I should add that preservationists have fought for tight zoning and height restrictions in the historic district for some time. I expect that many people will express concern that that by allowing for increased height and opening the ordinance for these two sections, it will then open up for more challenges elsewhere in the district. That said, I suggest that you are very careful here. I suggest that you include some language that states that the flexing of height (that respects view sheds and site lines) is appropriate in the immediate context because there are fewer historic properties in that location, that the streetscape is compromised by the USNA backdrop, and that it will be compatible with the proposed design for the Sailing Hall of Fame. You can restate your comment about the need for a comprehensive view shed summary. You can also comment on the need for any new construction to preserve the guidelines and architectural principles found throughout the district with regards to scale, massing, and rhythm.

19. page 15 – this would be a nice point to talk about multi-modal transportation. Until now we only talk about the automotive and pedestrian experience. I would mention bikes, designated bike lanes, the Circulator when speaking of a balance in transportation.

20. page 17 - Again, need to be consistent with terms, Hopkins Plaza or Market Space.

21. I would like for a brief reasoning why the committee could not achieve consensus on this issue. Some members of the committee stated that they believed we could still meet our programmatic requirements with the shift option. The shift option allows for increased pedestrian space at Hopkins Plaza and the Haley memorial; it is proven safe, as there have been no accidents at the site during the study period, and most of the time, traffic flows well and without delay. Backups can be addressed by improved crossings leading up to the circle. What I learned from the Sabre Wang study is that during the week, cars drive *through* city dock, but on the weekends, cars drive *to* city dock. It was my understanding that there will be some delays with the light option, but that is not indicated in your previous section, though it is mentioned in Section F. You should also add that some members objected to the lights for aesthetic purposes, for the fact that the lights actually make for a greatest emphasis on the auto, and that there was objection regarding the transition from one light in the study area to four.

22. page 17, Paragraph 4 –I think you will be well-advised not to dismiss the preservation issues outright and to acknowledge the idea that some have argued that this is an urban design form, that has been in this general location, for over the past 125 years. While the current circle is a 'within living memory' feature of City Dock, further investigation is warranted as to whether removal of this design form

would adversely affect the integrity of the streetscape and the district. The HPC will look at both the removal of the circle as well as what will go in its place – how will the new design affect the landmark status and the characteristics of the historic streetscape. While it may not possess integrity of materials or design, it may possess integrity of its association with the emergence of the automobile, and for its location. At the very least, there should be some recognition that this is an issue for some, as you can anticipate it will be for the HPC.

23. P 20. Where is section IV? Is this B in part III? At the meeting, there was a discussion about the need to more clearly articulate the mitigation plan since this is such a controversial topic. Should be more discussion about the Circulator, that it runs constantly, every 10 minutes, free to the public, etc..

24. on page 20, the side-by-side maps would be more useful if you listed in the current plan, how many spaces are available. There is concern that the numbers are not accurate so as to be as transparent as possible, it should be clear exactly how many spaces will be lost under this Plan, and where they are located.

25. Suggest change the title to 'flood protection, greening and sustainability'. Will the sea wall really mitigate the sea level rise if the water is coming from underneath? Can you speak to that in the report? Has this type of technology been proven to be effective in other areas?

26. Why is there no mention of the kayak launch? Thought that idea was generally well received.

27. page 25 – remove the first paragraph. Does not contribute to the document and does not make sense.

28. I have a hard time understanding this section altogether. Is there a way to simplify what it is that you hope to accomplish through public art – that it will enhance the area, can help interpret Annapolis history and culture, is an expression of our community, but will not detract from view sheds nor compete with the existing historic waterfront. Suggest that in your discussion about public art, you also emphasize that nothing proposed will 'clutter' the district. Visual clutter is a big issue, as we have learned through the wayfinding improvement process.

29. I like the idea of markers that indicate the original shoreline(s) – this was an idea that came up early in our discussions. Would historical markers and other forms of interpretation be considered under this section?

30. page 30, C1 –speak to the desire to include parking so it would not compete with surrounding residential needs. Still think there needs to be an emphasis on view shed protection. Further study needs to be done to ensure that the view shed cone will not be compromised. Perhaps my comment #18 would be better suited in this section (see above).

31. page 31 D. redevelopment. Recommend this section is edited. Sentences could be reworked to be more concise.

32. page 31, E, first bullet. What are the first two phases of the work? What is granting seeking?

33. page. 32. While this plan is the preferred design by the traffic engineering consultant, it should be clear that the committee as a whole does not support the T as the preferred option. As we discussed, the committee was pretty evenly split. If you are going to do a section-by-section analysis of this plan, should do the same for the modified circle plan. At the very least it should be attached to the end of the document and not need to be accessed through P and Z. You also need to speak to the traffic configuration in front of Mangia and Mills. That is the most confusing part of the T intersection arrangement and it needs to be clearly articulated.

## Shari Pippen - FW: Annapolis Historic Preservation Commission - Public input on City Dock Master Plan

---

**From:** "CJ Stelzig" <chris@zignatures.com>  
**To:** <slpippen@annapolis.gov>  
**Date:** 2/22/2013 8:54 AM  
**Subject:** FW: Annapolis Historic Preservation Commission - Public input on City Dock Master Plan  
**CC:** "Josh Cohen" <mayor@annapolis.gov>

---

Dear Mrs Pippen,

I am writing today in support of the proposed renovations to the City Dock area. I write in support for these primary reasons, with respect to the HPC:

- The true history of the downtown area is as a shipyard. Recognizing that we will never again return to that, it is important to approximate it as much as possible. As such, redevelopment in such a way as to allow the tourists and residents to enjoy and interact with the water is a good move forward. This plan accomplishes this.
- The plan before you was developed through multiple meetings with the city's leaders and their designees, as well as public meetings with residents and business owners. The ideas before you are a best-option to solve the very real woes of downtown.
- The primary objection that I have heard from opponents is in respect to parking and is from the business community. If the proposed renovation to the Hillman Garage is scheduled to be completed *just* prior to the onset of this development, and if the city is able to add space to that garage then this to a very great extent ameliorates those parking concerns.

Further on parking:

- The city already has invested heavily in more than ample parking spaces throughout town, most notably in Park Place where we paid triple the going rate to support that development. Our investment sits mostly idle until the city creates a plan to have residents and tourists better utilize those spaces
  - Considerable attention was paid to parking concerns in the development of this plan.
- And finally, only by returning downtown to a destination rather than to a parking lot will you be able to restore Annapolis to the crown jewel it once was. There are very few reasons for many of the city residents to come downtown right now. This plan addresses that in a forward-thinking way.

Please support this plan.

-- Chris Stelzig, Monticello Ave, Annapolis, MD

---

**From:** PLANnapolis@annapolis.gov [mailto:PLANnapolis@annapolis.gov]  
**Sent:** Friday, February 15, 2013 8:39 AM  
**To:** Chris Stelzig  
**Subject:** Annapolis Historic Preservation Commission - Public input on City Dock Master Plan

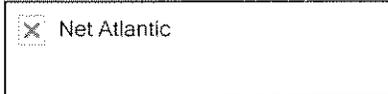
The Historic Preservation Commission held open the record for the City Dock Master Plan for additional public input through February 25, 2013. You are invited to submit written comments which will be considered by the HPC at the hearing on Feb. 28, 2013. The deadline for written comments is Feb. 25, 2013.

Please submit comments in writing or by e-mail directly to:

Shari L. Pippen  
 Historic Preservation Assistant  
 Dept. of Planning & Zoning  
 145 Gorman St., 3rd Floor  
 Annapolis, MD 21401

410-263-7961 xt. 7793  
[slpippen@annapolis.gov](mailto:slpippen@annapolis.gov)

You are currently subscribed to plannapolis as: [chris@signatures.com](mailto:chris@signatures.com)  
Add [PLANnapolis@annapolis.gov](mailto:PLANnapolis@annapolis.gov) to your email address book to ensure delivery.  
[Forward to a Friend](#) | [Manage Subscription](#) | [Subscribe](#) | [Unsubscribe](#)



---

No virus found in this message.  
Checked by AVG - [www.avg.com](http://www.avg.com)  
Version: 2013.0.2899 / Virus Database: 2639/6103 - Release Date: 02/14/13

To HPC:

re CDMP

Please give all due  
consideration to  
making Main Street  
one-way coming down  
the hill. It's the best  
view in town!

Cynthia Chess

2-20-13

Debbie H. Gosselin  
P O Box 4577  
Annapolis, MD 21403

February 12, 2013

Sharon Kennedy, Chairman  
Historic Preservation Commission  
City of Annapolis  
Annapolis, MD 21401

Dear Chairman Kennedy:

Please accept these comments regarding the City Dock Master Plan in light of the charge of the Historic Preservation Commission.

### **Introduction**

The stated goals of the regulations governing the special district known as the Annapolis' Historic District, include:

- Preserving and enhancing the quality of life and safeguarding the historical and cultural heritage of Annapolis by preserving sites, structures, or *districts* which reflect the elements of the city's cultural, *social, economic*, political, archeological, architectural history. (Emphasis supplied)
- Strengthening the local economy.
- Stabilizing and improving property values in and around such historic areas.
- Fostering civic beauty.

Not just individual buildings, or parts of them, but the district as a whole is specifically included as an area of HPC's concern. Further, strengthening the local economy is of significant importance as a goal as to be singled out on its own.

I offer my comments on the City Dock Master Plan as:

- \* A member of the City Dock Advisory Committee
- \* A life-long resident of Annapolis/AACo
- \* Someone who has worked in the City her entire working life
- \* Owner of a successful on-going family business which began operations at City Dock in 1972, continues its main operation at City Dock, has a branch on Maryland Avenue, and a back office on Back Creek, all in the City.
- \* An individual who is a daily user – professionally, personally, recreationally.

### **Abbreviations:**

CDAC: City Dock Advisory Committee

V&GP: Vision and Guiding Principles Document – work product of CDAC's Phase I.

MP: City Dock Master Plan

### **What the Plan got Right:**

1. Concept of Gradual Improvement: *“Improvements ... should be made gradually in time so that the City can assess how they are working before making the next improvement”*: This acknowledges the risk of change, and supports CDAC’s V&GP. Further, that parking should be converted *“to public spaces as the parking strategies bear fruit. This requires that the change in use and demand of parking be monitored so that information is available to make informed decisions. The new smart meter technologies that the City will implement in 2013 will allow this.”* (MP p 31)
2. Enhanced aesthetics such as outdoor dining, nicer pedestrian walkways, etc., as long as long as any loss of parking is mitigated by **sufficient, convenient, cost-competitive parking**.
3. Flood protection: get it right and get it done. This is the first thing which should happen. Best practices and proven yet high quality technology should be used, particularly for sound dampening if a “major pumping station” (MP p 23) is to be installed.
4. Shade: More shade is needed. It gets hot in the summer which coincides with the time of highest use. However, it is unlikely that grass will grow at Susan Campbell Park, and the viewsheds should not be negatively impacted.
5. Public Art: Enhancing the beauty of the existing space should be supported. The emphasis should be on integrating design into functional improvements at every opportunity. It should not be on heritage story-telling, as Annapolis has numerous vehicles for that: Alex Haley statue and the Leonard Blackshear walk; Historic Annapolis Foundation including its Paca House and Gardens; Hammond Harwood House; the State House; Annapolis Maritime Museum; private tour companies; Banneker Douglas Museum.
6. Parking Management Concepts: The strategies offered are a good starting place. The use of the free Circulator is an excellent initiative. Complaints from users indicate the operation of the Circulator needs improvement. New technology monitoring availability, pricing, and location of open spaces which can be transmitted to users in real time is beneficial. The goal must be: **sufficient, convenient, and cost-competitive parking**. Also important is the MP’s statement: *“A gradual removal of parking spaces guided by the Plan is recommended in coordination with downtown businesses to address business concerns about the reduction in the number of spaces.”* (MP p 29) Further supported is the recommendation to expand the number of parking spaces at Hillman Garage through its reconstruction to the extent practicable. (MP p29)
7. Management Entity: CDAC’s concept of an entity that would efficiently manage the operations around City Dock is a good one. The MP suggestion that it be authorized to raise and expend revenues is troubling in that a likely result is a conflict of interest. Examples of roles of the entity are: managing parking; managing events such that they are beneficial to and not at the expense of residents and downtown businesses; keeping the City clean; managing landscaping, seasonal flowers and decorations, signage, flags, maintaining the Beautiful Historic Seaport brand, etc.
8. Permanent zoning and getting rid of “conditional special exception use” is also positive. (MP p30)

9. Undergrounding utility lines as opportunities allow. (MP p 31)

**What the Plan Got Very Wrong:**

1. TRAFFIC ROUTING, Vehicular and Pedestrian

- A. Replacing the functional existing Circle with the T. *“Beginning at the approaches from all directions, the intersection would become a slow moving environment...to calm traffic.”* (MP p 13) In the name of “improving the pedestrian experience”, the functionality, aesthetics, and historical context of the existing traffic circle are discarded for a three-way intersection which will require a minimum of three traffic lights – a sight that has been successfully and intentionally avoided in the area for decades.

This and “B” immediately below both contribute to what will be a source of gridlock and inability to “get to and through” town. Access will be severely reduced, all for the alleged goal of a better environment for pedestrians. This flies in the face of the reality that hundreds of thousands of pedestrians maneuver through the City Dock area safely every year in what has been rated one of the most walkable towns in America. This plan also does not account for the 10,000 vehicles per day (data from Annapolis DPW staff) which traverse through downtown. Contrary to the MP statement that the Circle cannot account for *“the conflicting movements of pedestrians and vehicles and the variety of offsetting intersection approaches”* (p 17), the existing Circle and pattern do so very well, and safely, per data provided by Sabra Wang.

The back-up caused by pedestrians can be ameliorated by improved crosswalks and using crossing guards during peak times (a few hours during nice summer weekends). The risk of slowing down traffic consequent to traffic signals and narrow roadways is to force some number of those who now drive through town, and are an important source of those “locals” who use it, to go around, exacerbating traffic on Forest Drive and Spa Road, and negatively impacting our businesses.

The plan’s concept to build the signaled T-intersection is a very expensive and risky way to “improve the pedestrian environment” by refereeing *“the flow of pedestrians and vehicles,”* which is a problem less than 2 % of the time. Crossing guards can be and have been effectively used to provide “green time” to pedestrians during this small amount of time.

Speaking of “green”, MP p 32 admits that the new traffic routing will add an average of 30 seconds to the trip of the driver going between USNA and Eastport. Multiplied by 10,000 cars per day, that adds **83 hours PER DAY** to the time people spend running their vehicle. On page 16, the Master Plan states that the T will reduce traffic delays during peak traffic periods *“primarily due to the regulated control of auto and pedestrian flows”*. (MP p32). As previously stated, the less-than-2% of the time when such delays may occur, auto and pedestrian flows may be easily accomplished via crossing guards. This is a cheaper, more effective, environmentally-sound method which also employs people.

- B. Traffic rerouting – the proposed lights and narrowed roadways with new signaled turns reduce flexibility; reduce use of businesses; impact trash pick-up, deliveries, and access in general. The MP suggests that yet another traffic signal may be needed at Compromise and St Mary’s Streets. Again, functional and aesthetically designed

crosswalks and/or a crossing guard during the few times necessary are a much better solution. The statement that “*currently Compromise can be a rather high speedway into City Dock*” (MP p19) is just biased opinion – and wrong.

- C. Pedestrian-friendly: No need has been demonstrated. It’s a nice idea if the needs of people (in cars and out of them) and businesses are met. This is the **commercial downtown** for the City of Annapolis and Anne Arundel County. CDAC (just as St Clair Wright did) called for it to be an authentic city, not a Williamsburg. This requires accommodation for modern life, which includes access by vehicles. Further, there is simply no way to get to Annapolis other than by car. There is no access by public transport.
2. Parking: During Phase 1, CDAC came to consensus that some parking could be removed if there was mitigation. The City Dock businesses from whom we heard have continually expressed the need for more parking. The amenity of more green or pedestrian space closer to Susan Campbell Park, provided emergency vehicle and bus drop-off access is maintained, is a nice idea provided sufficient, convenient and competitively-priced parking is provided as part of the plan. When the MP was first shown to CDAC, no parking strategy had been considered. The existing parking was simply removed. At the strong request of some CDAC members, the consultants introduced the concept of “smart parking” strategies. The consultants were asked to provide a complete plan specifically developed for City Dock, Annapolis. That has not been done.
3. Re-development of Dock Street: View Cone and Scale 4-5 story buildings entering the view cone and impacting the scale is problematic at best and flies in the face of many of HPC’s guidelines. Even the Master Plan cautions that it is “*imperative that viewshed analyses be undertaken... for any new development...*” (MP p 11)

## Conclusion

City Dock is the commercial center of a small city, a city which also functions as the county seat and the state capital and the home of two colleges; a city known already for its beauty and walkability; a successful city whose downtown has attracted millions annually. It does not belong to city residents only, and its success depends upon its draw upon a larger population of “locals” as well as visitors. It must continue to function as an authentic downtown, economically viable and sustainable--not a theme park—and as the thoroughfare that it is. HPC’s goals of strengthening the economy and improving property values in the Historic District will be thwarted by the Plan’s traffic re-routing, loss of Memorial Circle, added transit time due to unnecessary traffic lights, reduced access by vehicles, and loss of parking, all of which will severely damage downtown business.

Respectfully submitted,

Debbie H. Gosselin

## Shari Pippen - City Dock Master Plan Comments

---

**From:** <donna.ware@annapolis.org>  
**To:** <sharon@budge.com>  
**Date:** 2/24/2013 8:18 PM  
**Subject:** City Dock Master Plan Comments  
**CC:** <LMC@annapolis.gov>, <lmcraig@annapolis.gov>, "Shari Pippen" <SLPippen@a...>  
**Attachments:** City Dock Master Plan HA Comments.pdf

---

Sharon,  
Attached are the comments from Historic Annapolis regarding the City Dock Master Plan.  
I plan to attend the meeting on Thursday, Feb 28 on behalf of HA.  
All the best,  
Donna Ware  
Sr. VP of Preservation  
Historic Annapolis



# HISTORIC ANNAPOLIS

SHIPLAP HOUSE  
18 Pinkney Street  
Annapolis, MD 21401

21 February 2013

To: Sharon A. Kennedy, Chair and Members of the Historic Preservation Commission

From: Donna M. Ware, Sr. Vice President for Preservation, Historic Annapolis, Inc.

Re: Annapolis City Dock Master Plan

On behalf of Historic Annapolis, Inc. (HA), thank you for the opportunity to comment on the City Dock Master Plan. HA commends the City and especially the members of the City Dock Advisory Committee (CDAC) for their time and effort in creating the plan.

The following comments are based on the principles and recommendations identified in the Master Plan:

**Scale and New Buildings:** The proposed height recommendations for redevelopment projects of three to five stories along Dock Street and two to three stories at the former Fawcett site are not only inappropriate for the scale of the City Dock, but are not in compliance with the City's Height and Bulk ordinance. The height and bulk limits were enacted to preserve and protect the many significant viewsheds within the city and to insure that the scale and mass of new construction/redevelopment are compatible with the historic character of Annapolis. Increased height for the sake of creating "framing" opportunities does not take into consideration the many viewsheds of and from the City Dock area. HA is strongly opposed to any proposed increase of height and bulk limits.

**Scale and Vistas:** Similar to comment made above, the vista or viewshed identified in the plan is limited in its focus. While the view along Main Street to the Chesapeake Bay and the view from the foot of Main Street to the water are significant, there are many vistas that are equally important. The natural topography, prominent historic buildings and historic streetscapes, which are viewable from a number of vantage points, require protection and preservation in any plan for the future of city dock.

Transition of City Dock Intersection: HA supports retention of the traffic circle at this key intersection. The concept of the circle is an iconic design element, expressed in the 17<sup>th</sup> century Nicholson plan through the use of State and Church Circles. The City's recent construction of the circle on West Street at Westgate Circle reinforces continued relevance of this historic feature. At Westgate, it has successfully solved traffic congestion and confusion at what was once a difficult intersection. Likewise, and more importantly, Veteran's Memorial Circle retains the connection to the unique historic Baroque plan of Annapolis in a highly visible and traveled location. Although not part of the original plan, it has gained its own historicity and importance to the character of the city.

The Master Plan recommended a new T-plan at the intersection with several traffic signals. In the 1990s, during the renovation of Main Street, traffic signals at the foot of Main Street were deemed inappropriate and ultimately not included in the construction. Introduction of traffic signals would create a visual adverse impact on the historic character of this intersection and could result in increased traffic congestion.

Parking: The discussion of parking in Annapolis has its own history and no doubt will continue into the future. In general, HA supports better management of parking. Additional open and green space at the dock will certainly create a more inviting and pedestrian-friendly environment. However, any plans for the reduction of parking spaces must be mitigated with thoughtful and tested alternative strategies.

Building in Resiliency: The proposed seawall to be "constructed around the perimeter" is not adequately defined in the plan. There are some cross-section views in the plan, which show the seawall as a massive 10-foot wide structure. There is also mention in the plan about its height of 3 feet. However, it is not clear whether this is intended for the entire perimeter of the dock area. If the seawall is also intended to serve as a planter, this increases the mass and scale of the structure, resulting in a physical and visual barrier, which will impede an experience that should be open and appealing. More study is required to determine the ultimate impact and consequences of the design on the historic character of the city dock area.

Future Land Use: The plan calls for rezoning in the "Development Areas," stating that properties in those areas "should be rezoned to a more fitting category that promotes high density mixed-use patterns, including multi-family residential, and City Dock appropriate commercial uses such as hotels, restaurants, and retail, as well as maritime uses." HA will not support any rezoning in the City Dock area, especially if it increases density and negates the Height and Bulk Ordinance. Rezoning, as described above, will have far-reaching consequences for the historic quality and character of the historic district. The proposed mixed-uses, housed within "redeveloped sites," will create a built landscape that diminishes the significance of and turns its back on the unique historic architecture of Annapolis.

**Shari Pippen - City Dock Master Plan**

---

**From:** Ed Hartman <cehartman02@yahoo.com>  
**To:** "slpippen@annapolis.gov" <slpippen@annapolis.gov>  
**Date:** 2/15/2013 10:15 AM  
**Subject:** City Dock Master Plan

---

Sharon Pippen:

If the Fawcetts parking lots are not available to the fall Annapolis Boat Shows pursuant to a long range plan, and if the City Dock Master Plan is adopted and implemented in substantially the same format now presented, the two fall Annapolis Boat Shows cannot be produced at the City Dock area. I have presented this information to Mr. Jakuziak, Mayor Cohen and Mike Mallinoff on several occasions.

I have presented to Mayor Cohen and Mike Mallinoff a plan for acquisition of the Fawcetts parking lots, that, if implemented, will enable the shows to be produced at the City Dock area even under the City Dock Plan as now presented. Mayor Cohen and Mike Mallinoff have declined to act on my plan.

In short, if the Fawcetts parking lots are made available for the shows, I can support the master plan. If the lots are not made available for the shows, I must vigorously oppose the plan.

Ed Hartman  
United States Yacht Shows  
410-268-8828  
443-994-3737 Cell

LAW OFFICES  
GILBERT T. RENAUT  
115 MONTICELLO AVENUE  
ANNAPOLIS, MARYLAND 21401

☎ (410) 269-1768

February 25, 2013

Ms. Sharon Kennedy, Chair  
Annapolis Historic Preservation Commission  
160 Duke of Gloucester Street  
Annapolis, Maryland 21401

Subject: City Dock Consultants' Plan

Dear Ms. Kennedy:

I was out of town for the scheduled public hearing on the above-referenced plan, and thank you for inviting belated written comments. Mine follow.

I have a lot of respect for citizen volunteer committees, so long as they are fairly put together, and I am always reluctant to second-guess them. There were several people on this committee I have nothing but respect for. However, where I think the process may have gone wrong is that the consultants put together the plan without getting consensus or even a majority vote on most of the recommendations.

My abbreviated comments were already published in a letter to the Capital, and a copy of the letter is attached. I realize that some of the things I say in this letter are not exactly within the Commission's scope of review, but I think everything needs to be put in context. One of the things that I think a lot of people do not understand is that conventional zoning and so-called "historic area zoning" are often very much at odds. It's a conventional planning argument that the neighborhood has changed, therefore we should change the zoning. For historic preservation, however, the argument is almost the opposite, the neighborhood has changed, so it's vitally important to save what's left of the old neighborhood.

Ms. Sharon Kennedy, Chair  
February 25, 2013  
Page 2

1. History: It's regrettable that while we call Annapolis a sailing capital, and we are trying to put together the rather grand National Sailing Hall of Fame -- the "linchpin" of City Dock "re-development," according to Alderman Arnett -- there is no longer any chandlery within walking distance of the harbor. Fawcett's was the last chandlery, and Stevens Hardware was the last vestige of the function. In contrast, according to Arthur Pierce Middleton's Tobacco Coast, Annapolis's "reputation as a supply and refitting center was equal if not superior to that of Norfolk until well past the middle of the eighteenth century."

2. Beautification: Who can object to that, but it's an odd place to put trees and shrubs, far from clear that they would survive on the waterfront, and they tend to block the views of historic buildings that we claim to be preserving as well as views of the water that are so universally valued these days.

3. Flooding: The primary cause of flooding may be different today, but it is not new to the Chesapeake. According to Middleton,

As a result of the rapid settlement and deforestation of the piedmont upcountry during the eighteenth century, freshets became progressively more destructive, reaching their culmination in 1771, with the worst flood in Chesapeake history.

It would be wonderful if the flooding could be mitigated, but if we really know how to do that, we should just do it -- it doesn't take a citizen task force and contract consultants to tell us we should. However, major flooding seems to back up from storm drains, a seawall isn't going to help that, and the seawall with shrubs in the drawings is just as tall as the cars and will of course block the view around Susan Campbell from anywhere inside the sea wall.

4. Traffic: Many of us remember when Westgate Circle was proposed the argument was that it was needed to deal with the failing intersection which would be made worse when Park Place was built. It works, even with Park Place there. Planners seem to forget that because of our geography a lot of traffic goes

Ms. Sharon Kennedy, Chair

February 25, 2013

Page 3

through downtown to get to and from Eastport, it's not just visiting tourists and shoppers.

5. Parking: I agree emphatically with the businesses, we can't afford to lose any parking, particularly now, and as one of the owners put it, he doesn't want to be the guinea pig that dies. As a committee put together by the National Trust for Historic Preservation put it more than twenty years ago,

Parking at the dock is a very old historical use, and it is also impermanent; preservation is not prettiness, and from a preservation standpoint, the dockside parking is greatly preferable to building any sort of permanent parking structure.

If we get rid of City Dock parking, there will be nothing to block development pressures on the emptied space.

NSHOF seems oddly absent from the parking discussion. Its feasibility study as I recall said it needed seventy-five parking spaces of its own to work -- where are they in the plan?

For as long as I can remember, committees and study groups have been recommending better parking management and enforcement, and I certainly agree with that.

6. Public-private redevelopment: I remember a line from one of the eulogies for Jack Kemp, that public-private partnerships seemed like a good idea, but in practice "invariably shifted public money into the bank accounts of private speculators."

In any case, where did the idea of "re-developing" the historic streetscape with a hotel and five-story buildings come from? I cannot find it in the minutes of the City Dock Advisory Committee. The businesses in the area suggested for re-development certainly weren't consulted. And frankly it flies in the face of much that historic preservation has stood for since the Sixties. We would have to change the regular zoning law, the height and bulk limitations, and remove the re-development areas from the historic district to make that all happen.

Ms. Sharon Kennedy, Chair  
February 25, 2013  
Page 4

Nor does it make sense to build to hide the field house when the NSHOF has designed a building to blend with it. In any event, the Navy has considered tearing it down from time to time, and that could still happen.

Yours very truly,



Gilbert T. Renaut  
(Past chairman,  
Historic District Commission)

### City Dock

It's a relatively polite form of name-calling, but name-calling nonetheless, to accuse everyone who disagrees with you of being "negative."

Of course, whichever side of the argument you're on, the other side is "negative," which is why it's mere name-calling and doesn't add to anyone's understanding.

Those of us who think City Dock is pretty successful the way it is can't understand how "negative" Robert Waldman (a friend of mine) is about it. Granted, some beautification would be helpful, and it would be terrific if the flooding could be mitigated, but where did the idea of "re-developing" the historic streetscape with a hotel and five-story buildings come from? I can't find it in the minutes of the City Dock Advisory Committee. The businesses in the area suggested for re-development certainly weren't consulted. And frankly it flies in the face of much that historic preservation has stood for since the 60s.

Historic Annapolis Inc., as it was then known, was founded with the goal of saving the entire historic city, not just prominent individual buildings. In St. Clair Wright's vision, the streetscape, the collection of historic buildings, was the important thing, and Annapolis was a liv-

ing city. Anything 50 years old or older is eligible to be studied and surveyed for National Register nomination, not just the grand 18th-century buildings.

Wright's first major preservation battle was, as it happens, over an out-of-scale hotel at City Dock. She lost the battle, the hotel was built, but the developers did agree to take off two stories. And she won the war — historic district legislation was passed soon afterward so it could never happen again. But now city planning consultants want us to throw all that out in favor of a "public-private" redevelopment partnership (like Market House). Now that's negative.

Capitol  
1-6-13

GILBERT RENAULT  
Annapolis

H. GRANT DEHART, ASSOCIATES  
LAND CONSERVATION, PLANNING & HISTORIC PRESERVATION

February 25, 2013

Sharon A. Kennedy, Chair  
Annapolis Historic Preservation Commission  
Historic Preservation Division  
Department of Planning & Zoning  
145 Gorman Street, 3rd Floor  
Annapolis, MD 21401-2535

RE: City Dock Master Plan

Dear Ms. Kennedy and Commissioners:

I attended the Historic Preservation Commission's hearing on February 12, 2013 and provided comments on the proposed City Dock Master Plan. I am writing as a semi-retired architect and planner, a former member of the Historic District Commission in the 1970's, a former Executive Director of the Foundation for San Francisco's Architectural Heritage and Advisor to the National Trust for Historic Preservation.

If approved, the proposed *Annapolis City Dock Master Plan, A Framework to Guide Improvements & Redevelopment* of December 2012 (CD Plan) will be in direct conflict with City's Height and Bulk Limits (Article II), and the Historic Preservation Commission's *Annapolis Historic District Design Manual*, including but not limited to Section B.3- Building Height and Bulk, page 37:

*"New buildings should respect the bulk and height of neighboring buildings. The facade height and proportions of new buildings should be compatible with the predominant character of other buildings in the streetscape."*

On page 11 of the CD Plan, under *Scale and New Buildings*:

*"The Plan envisions that redevelopment will occur on City Dock. ... for the proposed redevelopment projects along Dock Street, strong building massing of three-to-five-story heights facing the water will help activate and frame the open spaces."*

On page 30, of the CD Plan: C.(1), regarding the properties along Dock Street presently zoned C-2 Conservation Commercial:

*"These properties should be rezoned to a more fitting category that promotes height, density, mixed-use patterns including multi-family residential, and City Dock appropriate commercial uses such as hotels, restaurants, and retail, as well as maritime uses."*

The proposed upzoning and redevelopment of City-owned property on Dock Street, now used for public parking and sidewalks, would be converted to private buildings that are two and three times the prevailing heights of most other buildings in the City Dock area. This would create a dangerous precedent that could lead to increased heights of buildings throughout the Historic District.

These CD Plan recommendations raise serious questions for the HPC, the Planning Commission and the City Council, including:

- How can the City maintain and enforce compliance with the height and bulk limits that have helped preserve the historic district for nearly four decades, if it is willing to rezone, nearly double the height allowed for new buildings on its own property, and violate it's own Design Manual for the historic district?
- How in the future could the HPC utilize it's discretion under B.3 of the Design Manual ("*the HPC may require a lower height based on the specific site and proposed building.*") to limit the height of new buildings below the maximum allowed, if the City exceeds or increases these limits for its own property in order to encourage redevelopment?
- How many other property owners in the historic district would seek to redevelop their properties to add more floors and commercial space, violating the current height limits? How could the HPC and City deny these applications, if the City's own property is redeveloped to new heights?

Height and bulk limits are among the most effect planning and zoning tools to preserve historic structures and neighborhoods throughout the United States. They were introduced and enacted in Annapolis following the construction of a hotel structure on City Dock in the early 1970's (now the Marriot).

The Annapolis Historic Preservation Commission should oppose the City Dock Plan's proposal to change these limits for Dock Street, and should advise the Planning Commission and City Council to strike these recommendations of the Plan before it is adopted as part of the Comprehensive Plan.

I am also enclosing an outline of Talking Points on City Dock Plan, that I provided to the Murray Hill Resident's Association's Land Use Committee, upon which I serve.

Sincerely,



H. Grant Dehart

cc: Alderman Richard Israel  
Jon Arason, AICP  
Lisa M. Craig

**MHRA - LUCCommittee - TALKING POINTS on CITY DOCK PLAN**

H. Grant Dehart

**Primary concerns:**

1. Proposal for Height & Bulk of new buildings between Dock & Prince George's:
  - Violates City Height & Bulk Ordinance - 21.56 (40 year old ordinance - rev. 2005)
  - Violates Annapolis Historic District Design Manual standards (see handouts) that are followed by the HPC and have been upheld in court (*The only 5 storey building on Main Street is shown as an "Example of innappropriate infill, p.37*)
  - Sets dangerous precedent for requests for special exception or revision of height limits for other new construction in the National Landmark Historic District
  - Would allow buildings close to the size of Marriott Hotel (formerly Hilton) that led to the establishment of the Height Districts in 1970's
  - From my experience, in Annapolis & San Francisco, height limits are among the most effective deterrent to the demolition or adverse alteration of historic structures.
  - Only two buildings in the City Dock Plan area exceed three stories in height or exceed the height limit - Marriott Hotel (6 stories), and the Jim Burch designed late-1960's building next to the St. Clair Wright History Museum building.
  - Allowing higher buildings to encroach into the parking lot would further constrain the views of the Bay from Main Street. (see viewshed plan CD Plan p.10)
  
2. Proposal to sell City owned parking and sidewalk area on Dock Street for large private development, encouraged by increased height and bulk limits, and encouraging private sale for the purpose of funding a *City Dock Management District and a Management Authority. (p.28 & p. 31 of CDPlan)*
  - What powers would this *Authority* have to ignore HPC decisions and Design Manual?

**Secondary concerns:**

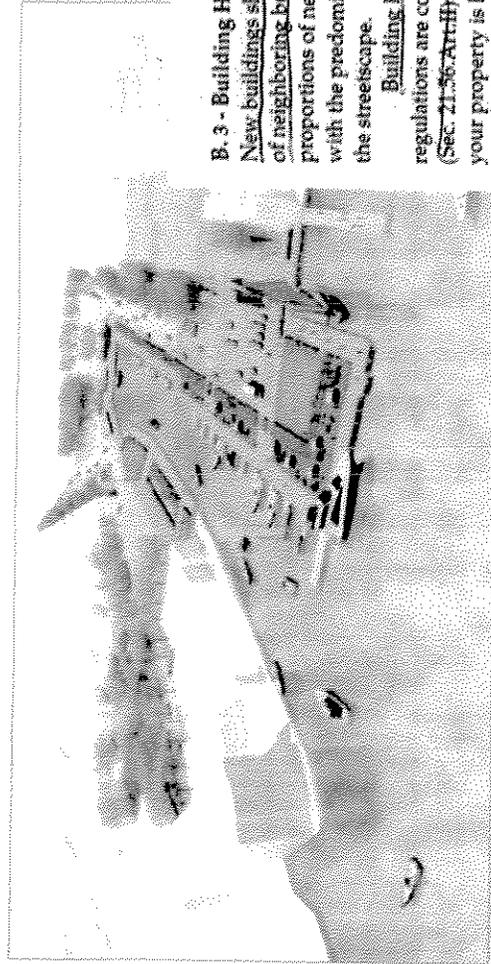
1. Converting Traffic Circle to "T" Intersection with several sets of new traffic lights:
  - Taylor Circle on West Street has demonstrated its effectiveness for moving traffic: from long traffic backups to efficient continuously moving traffic.
  - Creating a T intersection with lights would have the opposite effect -- long backups in all the feeder streets, creating barriers to the flow of pedestrians, controlled now by marked cross-walks.
  - Traffic lights, wiring and light stands would clutter the views from Main Street to Harbor, and diminish the historic character of the National Landmark District.
  
2. Significant public investment is required to carry out the ambitious long-range Plan. Many state owned or state funded properties are involved (DNR police-Sailing Hall of Fame, Port Warden's Office & Visitor's Center, Dock Bulkheads). New funding and future implementation projects will require substantial State funding, and will require Maryland Historic Trust, and/or Advisory Council for Historic Preservation Review. All of this could divert the City's attention and resources from other needed projects throughout the City.

Scale and New Buildings

The Plan envisions that redevelopment will occur on City Dock. Three opportunity sites are shown on the exhibit below. Each project has the ability to contribute to the context and setting of City Dock and indeed each has the potential to distract from it as well. The approximate footprint of the buildings are set outside of the principal viewsheds to and from the water. However, it will be imperative that viewshed analyses be undertaken during the plan-review process for any new development or major redevelopment projects on City Dock.

Apart from views, other important considerations should be made. For example, for the proposed redevelopment projects along Dock Street, strong building massing of three- to five-story heights facing the water will help activate and frame the open spaces. Such larger buildings also have the potential to distract from the architectural patterns established on Prince George Street. This is especially the case on that section of Prince George Street between Craig Street and Randall Street. New building forms facing Prince George Street at this location will need to fit harmoniously with a historic residential character.

On the former Fawcett's site, the Plan's principal objectives include setting new buildings back from the water's edge by 45 to 55 feet. This allows space for the promenade and ample room for flood mitigation infrastructure while leaving space for outdoor use by the users of the building in ways that will energize and enliven this side of City Dock. It is recommended that the building have a far smaller setback along Compromise Street; 15 to 20 feet would be about enough to secure the proposed sidewalk width needed in this area. The building would likely be developed in part on property presently owned by the City (the "Fleet" parking lot, located at the intersection of Newnan and Compromise Streets.). The massing of building(s) on the former Fawcett site should provide a beautiful backdrop to the proposed public space on the Donner Lot and help frame, in the distance, the proposed market square. Two to three stories are recommended.



HPC Design Manual  
Page 37

**B. 3 - Building Height and Bulk**  
New buildings should respect the bulk and height of neighboring buildings. The facade height and proportions of new buildings should be compatible with the predominant character of other buildings in the streetscape.

Building height maximums and bulk regulations are contained in the Annapolis City Code (Sec. 21.56.A-11.11). To determine in which height district your property is located, please contact the Department of Planning and Zoning. The City Code reflects the maximum allowable height; however, the HPC may require a lower height based on the specific site and proposed building.

Limiting the bulk and height of new construction is essential to protect the human scale of Annapolis streetscapes. When viewed from the street, the facade of a structure is its primary visual presence. The facade's width and its sidewalk-to-cornice height are the predominant dimensions seen from the street and give the building scale and proportion. If the facade is not a single plane, the dimensions of each plane facing the street remain, establish the form, and create a

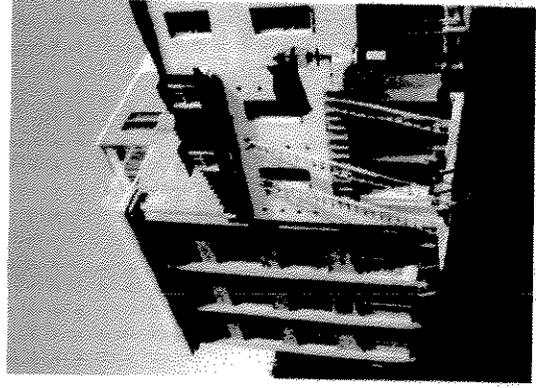


Figure 64 Example of inappropriate infill. The building on the left is not integrated with the buildings that surround it. (Photograph courtesy of Donna C. Hoel)

**B. 4 - Relationship of Facade Parts to the Whole**  
All parts of a new building facade should be visually integrated as a composition which should relate to

### III. Strategies that Support the Plan

#### A. Management Entity on City Dock

The creation of a management entity on City Dock was one of the six principles agreed to by the City Dock Advisory Committee and is therefore listed as the first supporting strategy. This Plan recommends that the Mayor and City Council create by ordinance a City Dock Management District and a Management Authority. The Authority should be run as a public-private organization authorized to raise and expend revenues within a City Dock Management District. A Board of governance should be composed of Annapolis citizens who share a commitment to the broad principles laid out by the City Dock Advisory Committee and are committed to implementing the City Dock Master Plan including representation of businesses on Dock and Market Streets. The Authority should work to promote the economic vitality and revitalization of City Dock.

The responsibilities of the Authority should include managing supplemental upkeep on City Dock. The Authority would not have primary responsibility for maintaining City Dock, which is a function of the City of Annapolis. However some upkeep, such as seasonal planting or clean-up after special events might readily be undertaken by the Authority. Second, the Authority could provide supplemental security of public and/or public-private spaces. Third, the Authority should manage and license events on City Dock. Fourth, the Authority should facilitate the installation of public art and arts programming in the public spaces on City Dock, along with others qualified to decide what public art should go where and when. Fifth, the Authority should have a voice in the management of parking on City Dock, being an advocate for the transition contemplated in this Plan toward parking management and public spaces. Lastly, the Authority should advocate for and educate the public about the City Dock Master Plan in support of its implementation and updating over time.

Possible sources of funding for the Authority, in support of a full time Executive Director and small staff, should include City and County general funds, the sale and lease of city owned properties on City Dock, a portion of Boat Show license fees, mooring and docking fees, license fees for events on City Dock, and approved commercial use or concessions on public spaces. The Authority should also raise revenues through a tax on property located within the District and through contributions, donations, grants and revenues from Authority sponsored special events. If the Authority, acting in concert with the City, were to acquire an interest in the Annapolis Boat Show, annual revenues could accrue to the public for ongoing improvements on City Dock. The full potential of this should be explored in the near term.

Three recommended categories of land use are shown in the exhibit below as well as the current zoning districts that surround City Dock (C-1, C-1.A, and C-2) which are not proposed to change except in the modest way mentioned below.

(1) "Development Areas" refers to the redevelopment sites that are supported by this Plan and described previously. The properties along Dock Street are presently zoned C-2 Conservation Commercial. These properties should be rezoned to a more fitting category that promotes high density mixed-use patterns including multi-family residential, and City Dock appropriate commercial uses such as hotels, restaurants, and retail, as well as maritime uses. Non-water related office or other such service uses should not be permitted. The permitted use types should be permitted in this new zone as "by-right" uses, not as special exception uses. Upon redevelopment, the buildings closest to the Sailing Hall of Fame should contain Harbor Master office and space in the building should be dedicated to the functions that serve visiting yachtsmen and recreational boaters. In general, new buildings in the Development Area on Dock Street have good potential for multi-family residential use, or a small hotel, with ground floor restaurants. The former Fawcett's site has great potential for maritime related commercial uses including retail, specialty foods, and restaurants and should include some ancillary public meeting, gallery, or studio space.

(2) "Maritime-Related Open Space" refers to most of the open area on City Dock, and would include the planned open space improvements. No new buildings should be allowed within this land use zone.

(3) "Maritime Conservation Areas" These areas should be put to maritime use in the future unless and until they are incorporated into the City Dock Master Plan, through its amendment and extension. This land use zone encompasses the Fleet Reserve and the Marriott Hotel. Should the owners of these properties seek to redevelop in the future for uses other than maritime uses, this Plan will need to be first amended to incorporate them into the City Dock Master Plan complete with the public use improvements such as the promenade.

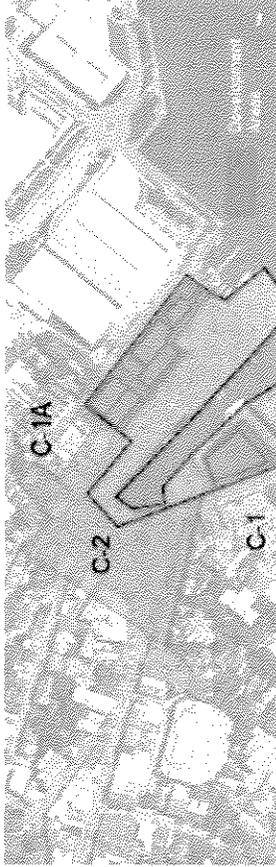


Figure 61. A new building should relate to the predominant historic characteristics of its immediate neighborhood.

**GUIDELINES FOR BUILDING DESIGN**

B.1 - Visual Relationships between the Old and New  
A new building or addition should visually relate to contributing historic buildings in its immediate neighborhood rather than to buildings in the historic district in general. The "immediate neighborhood" is generally defined as at least 1/2 block in both directions.

The Historic Preservation Commission will consider the appropriateness of a proposed design for its specific

DISTRICT	HEIGHT OF CORNICE AT SETBACK LINE	MAXIMUM ROOF HEIGHT
District 1	22'-0"	32'-0"
District 2	28'-0"	38'-0"
District 3	35'-0"	45'-0"

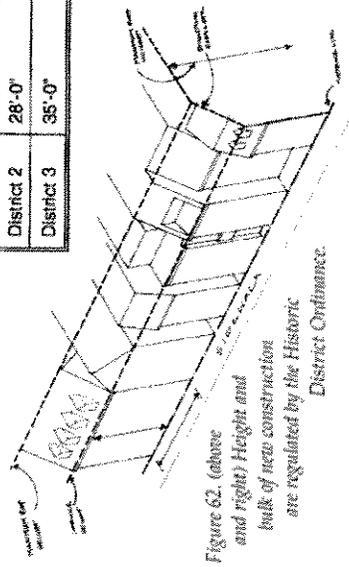


Figure 62. (above and right) Height and bulk of new construction are regulated by the Historic District Ordinance.

existing historic buildings. New buildings which merely imitate the forms and materials of historic buildings dilute the quality of existing historic structures, just as a museum would not present copies of historic original works of art, constructing copies of historic buildings among genuine ones is discouraged. Creative building design which is compatible with the character of the immediate neighborhood is encouraged.

New buildings should be designed to strengthen the unity of the existing streetscape, and should follow the design principles of historic architecture described earlier. New buildings should not be mistaken for



Page 31

#### D. Redevelopment

The City must be prepared to promote, respond, adjust and support private redevelopment opportunities that are consistent with the Master Plan and support the Annapolis Beautiful Historic Seaport brand. The redevelopment of the former Fawcett's site and the buildings on outer Dock Street would allow parts of the Plan to advance including the public/private outdoor spaces, the seawall, and promenade. All modern waterfront development proceeds with public-private partnerships; they do not succeed without it. This is in part due to the extent of public ownership of land along the waterfront but also to something more fundamental; the clear, unambiguous, and legitimate public interests at stake in such redevelopment which include interests in safe and accommodating public access to and along the waterfront, interests in the preservation of beautiful and context-defining views from and to the water, interests in architecture and urban design that respects and contributes to historic context, interests in flood protection, stormwater management, and bulkhead stability, interests in the accessibility and safety of docking for recreational, commercial, and emergency watercraft, and interests in the viability of major character-defining special events, and interests in the preservation of critical elements of the maritime economy. All of these interests are at stake on City Dock.

Public/private partnerships can help promote market-supportable private redevelopment while achieving the aims of a Master Plan. Such agreements may deal with public sector assistance in the structuring of a sale, lease, or redevelopment agreement. They can also deal with zoning and land use standards and procedures, infrastructure improvements, open space dedications and easements, and land swaps and contributions to financing of redevelopment proposals. Public/private agreements place the public and private sectors on the same side with the goal of realizing the overall vision of the Master Plan.

#### E. Capital Planning and Phasing

The Master Plan for City Dock could be implemented in 20 years. Implementation of a Master Plan is not linear; it is strategic and depends on funding and the ability to link short-term projects with the longer-term vision. Implementation is an ongoing process that must respond to opportunities. Here are the principles for phasing on the City Dock Master Plan:

- Prioritize mitigating the flooding problem. The first two phases of the work are generally understood already, now the City must move assertively to undertake the necessary engineering and construction.
- Leverage capital investments that have to be made anyway, including for example the repair of the bulkhead. This and related public works will be disruptive and when the spaces are rehabilitated, they should be rebuilt in accord with the Master Plan.
- Use capital funds to leverage grants. Granting seeking is especially relevant for City Dock given the variety of linked public interests at stake.
- Convert parking to public spaces as the parking strategies bear fruit. This requires that the change in use and demand of parking be monitored so that information is available to make informed decisions. The new smart meter technologies that the City will implement in 2013 will allow this.
- Upon initiation of any major work on City Dock, the City should underground the utility lines that run above Dock Street.

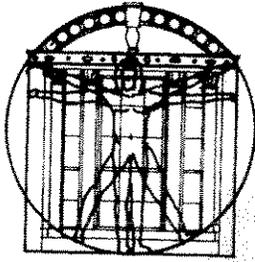
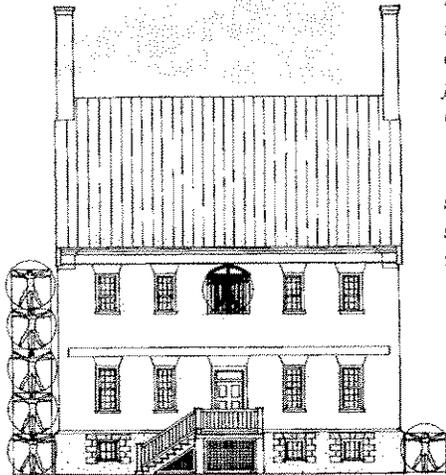


Figure 39. Front elevation of the center block of the James Brice House, begun 1767. The scale of this facade relates to the dimensions of the human body. Note the close



relationship of the circle of the classic Vitruvian figure drawn by Leonardo da Vinci (simplified) to the arched surround of the second story hall window.

A building may be said to be of residential scale when its architectural components, such as doors, windows, and rooms, are of sizes typically encountered in buildings where people dwell. Building components, such as familiar size doors and windows are said to be scale-giving elements which can be used as visual measuring devices in their context. Scale is perhaps the most important design principle to be considered in evaluating proposed new construction in historic neighborhoods.

The principle of scale applies both to individual buildings and to streetscapes. In an urban setting, where each building functions as a part of the larger streetscape, building scale is of paramount importance. The scale of any proposed building relative to the size of adjacent "building units" is both an issue of 1) dimension, i.e. the overall size of the proposed building mass compared to existing buildings, and 2) the visual relationship of windows and doors of an individual

building relative to the same components on its historic or contemporary neighbors.

Outdoor spaces, including streetscapes, possess scale as well. The walls of buildings, hedges, fences, and outbuildings create outdoor spaces where scale is created by the height and spacing of buildings, the width of the street, and landscape elements. The intimate scale of Annapolis streetscapes is formed by the residential scale of buildings, the width of the street, the placement of buildings on their lots, the human scale of building features such as railings, porches, windows, shutters, doors, and the presence of trees and shrubs.

An institutional or commercial building newly constructed within an existing residential neighborhood may be described as having a neighborhood scale if its overall size is similar to typical neighboring residences, or if the whole is broken down into building elements that are similar to its neighbors.

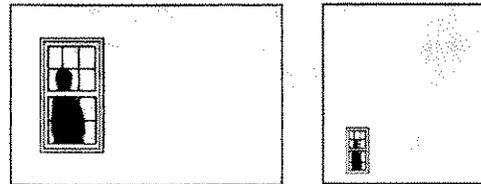


Figure 40. Building components such as windows are scale-giving elements which can be used as visual measuring devices. The left facade appears to be a one-room, one-story building, while the right facade appears to be a multi-room, three-story building.

The architectural diversity of Annapolis streets is visually pleasing because within the differences in styles there remains a harmony of scale. This harmony is enhanced through the use of common building materials. These materials—bricks, clapboards, shingles, window panes—are made of natural materials and use traditional construction methods. The harmony is further enhanced when these materials are used in units which are of a human scale.

The contrast in scale formed by 18th century great houses standing in a setting of more modest dwellings reveals the social order of the pre-industrial city, where homes of the wealthy were distinguished by size rather than by being segregated into prestigious enclaves. The mix of large and small dwellings is one of the most significant qualities of the Annapolis streetscape.



YES The scale of a large new building is broken down to relate to the context of detached dwellings.

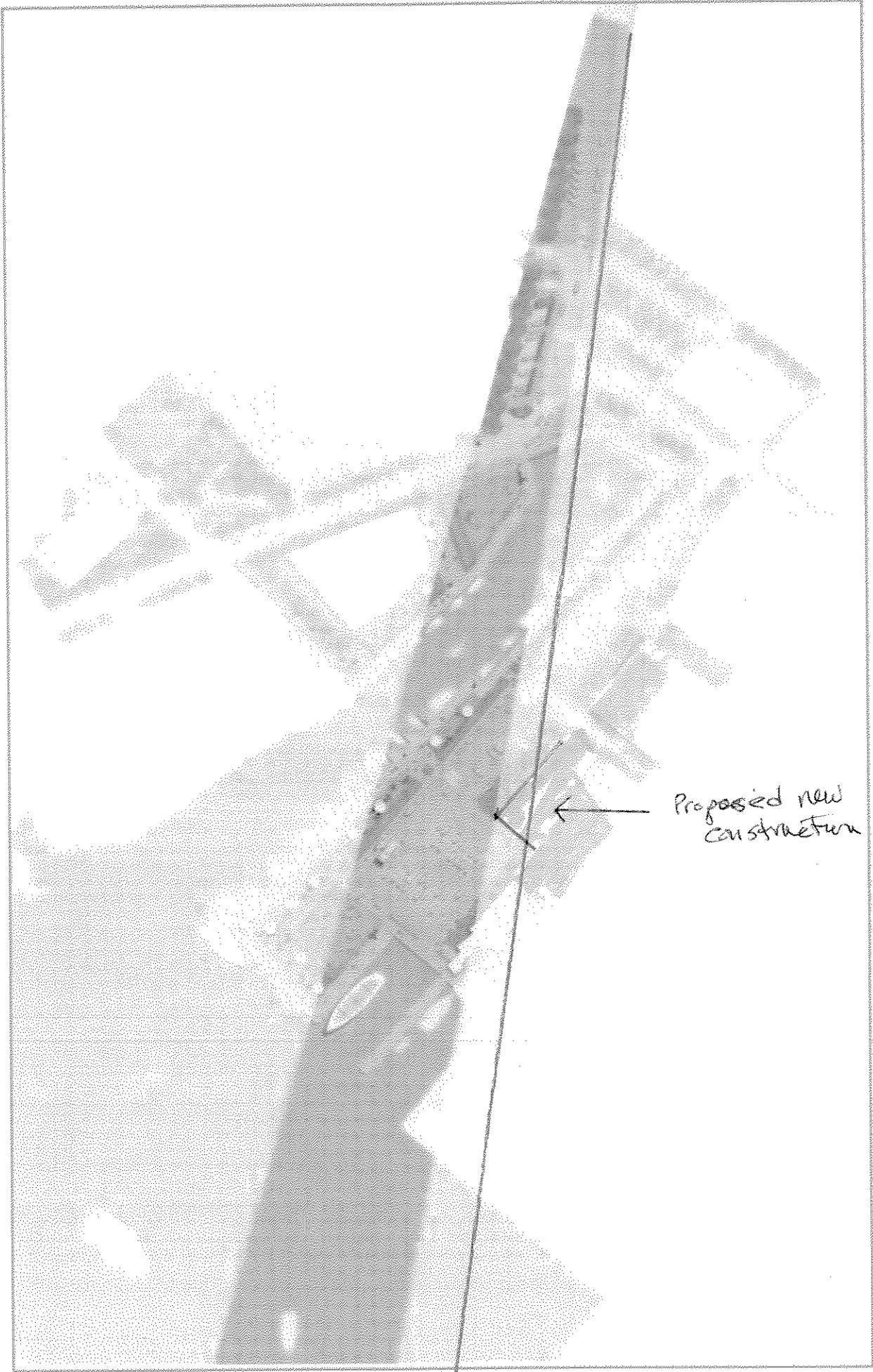
NO The new garage building is out of scale in its context of detached dwellings.

Figure 41. Sketch of a simplified streetfront. A large building planned within an existing residential neighborhood may be given a residential scale by breaking down its mass into building blocks (building elements) that are the same scale as neighboring buildings.

**HOW LARGE is a FOUR or FIVE FLOOR BUILDING  
& HOW WOULD IT LOOK ON CITY DOCK?**

**REFERENCE BUILDINGS - ANNAPOLIS HISTORIC DISTRICT & WEST STREET**

	<u>Number of Floors</u>
<b>State Senate Office Buildings (James &amp; Miller SOB)</b> on Rowe Boulevard - Bladen Street	4
<b>House of Delegates Office Building</b> Bladen Street	4
<b>Treasury Building</b> Calvert Street	4
<b>Arundel Center</b> Calvert Street	4
<b>Acton Place Condominiums</b> 66 West Street & Cathedral	4
<b>275 West Street Office Building</b>	4
<b>Park Place Office Structures</b>	5
<b>WestGate Circle Office Building</b>	5
<b>Marriot Hotel - Compromise Street</b>	6



Proposed new construction

MORE BAY VIEW

**GREGORY GUZZI JEWELERS INC.  
GREGORY GUZZI GIFTS.  
CHRISTMAS CORNER**

**Harbour Square Mall**

**110 Dock St., Annapolis, Maryland 21401**

**Phone: (410) 280-3536 Fax: (410) 280-6144 e-mail: [gregory.guzzi@verizon.net](mailto:gregory.guzzi@verizon.net)**

My name is Gregory Guzzi and I have been in business at City Dock for over 19 years. I own Gregory Guzzi Jewelers, Guzzi Gifts and Guzzi's Christmas Corner. I also own the building at 110 Dock Street on City Dock and have 3 other tenants at Harbour Square Mall. Also, as a former resident of the City Dock my interest for this historic Capital became not only professional but personal.

This is why I am all for improving the City Dock, but without hampering residents, businesses and tourists that have been the building blocks of Annapolis' emerging success for years.

The City Dock Master Plan wants to increase the green space by 15% and decrease the parking by 50%, from a business perspective, this does not make sense. If this plan is approved as written and parking spaces are reduced by 50%, the town will be littered with empty store fronts, due to less desirability and inconvenience for shopping. The overflow of cars will also migrate into residential areas which will result in a parking nightmare for Ward One residents.

The majority of people coming to Annapolis are not coming to walk their dogs; they come to visit the Historic Capital and The United States Naval Academy. They have lunch, dinner and enjoy the specialty shops (most of them family owned) that the city has to offer. The City Dock has played a very important role in the merchant industry for centuries and we as business owners at the City Dock are a part of the preservation and the growth of this great capital. By cutting down 50% of the parking it will prevent customers from conveniently parking and they will take their business elsewhere.

As a business owner the growth and success of this city is my concern this includes the residents, merchants and tourists. A few years ago as the city replaced most of the coin accepting parking meters for a credit card only accepting machine at the City Dock, I, at no extra cost, offered a change machine just for the convenience to people visiting the downtown area.

During the last 2 years that the city dock master plan has been under consideration the Dock Street merchants have been widely excluded from the process, at all the meetings we attended, we have been literally told to shut up and sit down, it wasn't up for discussion or "trust us we know better". How can you try to take away the livelihood of merchants and building owners who are providing much needed revenue to our city and not take them into consideration for this major impact to merchants, residents and tourists? Parking is vital to the merchants on Dock Street. To decrease that availability by 50% could cause the demise of a long standing historic capital.

If all the money that was spent on consultants and surveys in the past 2 years was put towards, infrastructure, signage, trash management and overall maintenance, the City and the City Dock area of Annapolis would be a much nicer place.

Letter to the HPC in lieu of public testimony  
22 February 2013

Dear Historic Preservation Commission,

My name is Jay Graham. I have owned a Landscape Architecture business in Annapolis since 1982. Recently, I was a part of the design team that prepared the City Dock Plan.

When looking at the historic context of changes to the city dock area, two features continue to come up: the **view sheds** to and from the dock and the **accessory features** within the public realm we call city dock.

### **View Sheds**

From a historic perspective, the view sheds we see today have been continually altered, up to the present, by buildings and accessory structures. Sometimes the views are diminished and sometimes they are improved. This observation comes from comparing historic photographs and the Sanborn maps. Observing this degree of changes establishes the pattern that the dock area has been subject to continual change. Further observation shows the changes are in response to whatever is the current type of commerce around the dock area.

It would be difficult to select a single '**period of significance**' as described by the Secretary Of the Interior's Standards for a city such as ours that is so alive and experiencing so much functional change.

It is possible to say that the plan currently being considered proposes improved views down and up Main Street- due to the proposed public/private redevelopment of the Donner Lot & Fawcett property. Further, along Compromise Street the widened view coming into the dock area is shaped to favor wider views of the historic structures behind and framing the Market House- instead of views of parked cars between the Fawcett's building and the Fleet Reserve Club. Views of the water at the end of Neumann Street are preserved. Views from Craig Street are enhanced by the re-location of the dock master's building.

It is difficult to document any view as historic that hasn't seen multiple changes. Identifying view that are important to us today is a valid issue.

### **Accessory Features**

Concerning accessory features, the dock area has been used as a center of commerce for three centuries. It will be difficult to judge new features that serve 21<sup>st</sup> century uses by comparing them to those features that have supported commerce for each of the other 3 centuries- most of which are no longer around. What might be more apropos is to look at historic patterns. As commerce has evolved and changed over the years the accessory features and structures have responded directly and authentically to the current needs. In the 19<sup>th</sup> century we saw lumber mills and small structures for receiving and storing fish and meat. In the 20<sup>th</sup> century we saw oil tanks and gas stations meeting the needs of the emerging automobile culture. It seems the new commerce is about people. The accessory structures are likely to be

about accommodating the servicing and comfort of this new commodity, people, in the city dock area. So, it is more a matter of honoring the historic pattern over the last three centuries than using an iconic artifact of the past as a model when using a historic lens in judging these cases.

While the concept of using historic patterns may be more difficult to use as a means of judging proposed improvements it may lead to a more authentic result as we continue to be a city that values its past but remains a vital hub of contemporary commerce.

Sincerely,

Jay Graham, FASLA, PLA  
President,  
Graham Landscape Architecture  
229 Prince George Street  
Annapolis, MD 21401

## Shari Phippen - Testimony on City Dock Plan

---

**From:** Jeff Schaub <marine.art@verizon.net>  
**To:** <slpippen@annapolis.gov>  
**Date:** 2/16/2013 1:15 PM  
**Subject:** Testimony on City Dock Plan  
**CC:** Matt Grubbs <info@discover-annapolis.com>, Teddy Goebels <jj.wine@verizo...>  
**Attachments:** AMAG-JBEsmallerlayersstacked.jpg; City Dock Testimony.pdf

---

Dear Shari,

Attached is testimony regarding the plan to revise City Dock.

Jeffrey Schaub, Owner  
ANNAPOLIS MARINE ART  
110 Dock Street  
Annapolis MD 21401  
410-263-4100  
888-278-2624

[marine.art@verizon.net](mailto:marine.art@verizon.net)

<http://www.annapolismarineart.com>

CELEBRATING 35 YEARS ON HISTORIC CITY DOCK

Good Evening - my name is Jeffrey Schaub, and I own the Annapolis Marine Art Gallery, a business which has been in business seven days a week for 35 years on the City Dock.

In 2004 I stood up here as a retailer and told the City Council that the so-called renovation of the Market House would not have a positive outcome. No one at the City listened seriously to what I or others had to say. The interior of the building was ripped out and hauled away, and with it went the priceless historic patina of the place, the spirit and spark of authentic Annapolis.

Now I find myself alongside my fellow Dock Street business owners, telling the City that stripping away the current environment of the City Dock will not have a positive outcome. City Dock has always been a place of trading and commerce first, and a place to walk one's dog and have a picnic lunch second. There are people here who are vocal in their support of these changes who will visit City Dock maybe 30 times a season, maybe 50 if they are regulars. I, along with

my compatriots, spend 365 days a year on City Dock. We watch it at all seasons, we know how it ticks.

To maintain our livelihoods, we need vehicular access. You may ask, why can't we restrict cars, become more like Europe? Why can't we change people's behavior regarding parking and convenience? The answer is that we are not Europe - Americans will go to extraordinary lengths to use their cars to get as close as possible to what they want. If we expect to change behaviors in response to this project, peoples' behavior will indeed change - they will go to the malls to shop.

To survive and prosper, and to maintain going concerns which we can sell to another entrepreneur when the time comes, we need convenient vehicular access to our businesses - it's that simple. If the City doesn't have a plausible solution to the parking problem before anything even remotely like this is undertaken you will see our businesses at City Dock comprimised. Our livelihoods at City Dock are not determined by dog-walkers or people with

picnic baskets. They are determined by people who come there to purchase retail goods, and not just in the summer.

Please heed the warning, similar to what we tried to tell you in 2004, to no avail.

You all presumably feel that Annapolis has some uniqueness which should be preserved, or else you wouldn't be serving on the Commission. We're not San Francisco, New Orleans, Boston or Savannah, although all of those places have their own historic assets which are sacrosanct, and we do too.

Some things, even though they may not reflect the trendiness of today, are worth preserving. Things that are gritty and purpose-built, ugly and unwieldy to the outward observer can be worth retaining. That's why at our gallery we sell hundreds of images of battered rust-stained workboats rafted across ego alley, ragged nets, scarred masts, hulls with hand-lettered names. People actually buy scenes of City Dock jammed with Model T trucks or horse-drawn wagons or rusty DeSotos.

Why would anyone want to retain a parking lot? What is historic about such a thing? The fact is that there has been a parking area on City Dock since City Dock started. First for wagons and drays, and then for the automobile. Eighteenth and nineteenth century images of the dock show stacks of lumber, shingles, coils of caulking rope, shipwrights' goods, and of course oysters. There are piles of coal, bales of kapok and giant crates full of watermelons.

City Councils or yore took for granted the elemental need for such an area and didn't question how vital it was to support commerce at the City Dock. If there is any area in the country devoted to the wheeled purveyors of commercial goods that has assumed the proportions of history, this has to be one of them.

If you haven't noticed, a summer day brings happy, enthusiastic throngs to the City Dock. Buses disgorge hundreds of seniors or school kids. Festivals happen. People enjoy it in spite of what some may say. When walkers stop on the sidewalk to look at the State House, as they inevitably will, other walkers step around them. It is happy chaos. Walkers jam up at the Ice Cream Factory, spilling out onto the street, and no one is heard to say, "I wish we

had a wider and greener promenade where this wouldn't happen!" Instead, the people revel in the untampered-with feel of teeming sidewalks. They may not realize it, but they sense that one of the reasons they spend time at City Dock is because it is what it is - a rare place that has grown up organically over time and has no pretensions to lovely, sweeping urban planning. It has the same funky patina, the same genuineness that attracted thousands to the Market House pre-2004.

It is an atmosphere, an environment that is so fragile and threatened because it can easily be characterized as irrelevant and disposable by certain people. And these people can always recruit adherents, private citizen and politician, to their views. Those certain people who are proponents of this plan describe it with the zeal of reformers - those who claim to know what would be a better, more fashionable revision of what has existed for centuries. Beware these people - they are the first to fade away when their revisionism fails to have the desired effect.

If the City Council wants to do this, it will reset the clock on the history of City Dock. It will wipe away centuries of progression toward what the City Dock has become and is now. Was a lesson

learned from the Market House, or is organizational memory fleeting and temporary? We'll see.

Joni Mitchell's song lyric says "You don't know what you've got till it's gone." The irony of the next line, "They paved Paradise - Put up a parking lot" is bad news for parking lot lovers the world over. Parking lots have a bad reputation, and it is deserved in many cases. In Annapolis, one has to remember that the City Dock silently speaks to us as an area which has always supported commerce first. Its mute testament is to remind us that here is a place with continuity, solid and real. Whether City Dock and its felt genuineness is maintained, or whether we get an urban planner's generic prettification, is your call. Remember, this is not San Diego, not Wilmington, and not Hilton Head. It is Annapolis.

We hope conservation is the order of the day. "Status Quo" isn't a dirty word, it is a choice that can preserve money, reputations, and history.

**From:** Jennifer Donahoe <jendonahoe@gmail.com>  
**To:** Shari Pippen <SLPippen@annapolis.gov>  
**Date:** 2/25/2013 2:28 PM  
**Subject:** Comments from Mills Re City Dock Master Plan  
**Attachments:** LetterHistoricPreservation.docx

Dear Ms. Pippen,  
Please see attached letter with comments from  
Mills regarding the City Dock Master Plan.  
THank you.  
Jennifer Donahoe  
Mills Fine Wine & Spirits  
(410)263-2888



87 Main Street, Annapolis, MD 21401 • facebook.com/millswine  
www.millswine.com • O 410.263.2888 • C 410.212.1332 • F 410.280.3221

To the Historic Preservation Commission:

Having recently purchased Mills Fine Wine & Spirits at 87 Main Street in November 2012, we are extremely concerned about proposed changes to the landscape and how those changes will affect our business in the coming years.

We are concerned that elimination of parking spots will directly and significantly damage our business. We do not feel it is practical that a consumer board a shuttle to purchase a case or cases of wine, which are typically bulky and heavy, and bring them back to their car. Bulk wine sales from Mills are a critical and irreplaceable source of revenue. In fact, we do not see it as feasible that a customer would buy more than 2 or 3 bottles of wine in a scenario where they do not have a car nearby.

Mills currently employs 8 people, and contributes a significant amount of tax revenue to the City of Annapolis and the State of Maryland. Further, Mills has a history of philanthropy from the previous owners (the Donner family) that we plan to embrace. In the first quarter of 2013 alone we have donated over \$4000 worth of products and services to different local causes ranging from schools, youth skill enhancement programs, the arts, as well as health and disease management causes.

We would like to ultimately enhance our building, which would be investing further in the Annapolis community and we believe would be contributing to overall financial wellness and appearance of downtown Annapolis. However, we worry that the decisions being made regarding the future landscape of the parking are not necessarily taking into account businesses such as Mills. We implore decision-makers and designers to develop a parking solution in the directly adjacent area prior to eliminating downtown parking spots. If the plan to significantly reduce parking around our business is put into effect, we will have to rethink a major investment into the building, and we will have to assess the viability of our business in a downtown area with little to no parking for patrons.

Respectfully,

Jerry and Jennifer Donahoe

February 25,2013

Memo to: Annapolis Historic Preservation Commission  
From: Jeffrey Halpern  
Halpern Architects  
914 Forest Drive- 202  
Annapolis, Maryland 21403



Re: City Dock Master Plan

H.P.C. Commissioners,

I am respectfully submitting the following comments as a member of the general public on the proposed City Dock Master Plan.

At the recent HPC hearing on the Plan, there as a request that those who are commenting on the Master Plan state whether they are support or are opposed to the plan. When someone critiques elements of a plan there is often an assumption that this person is opposing the proposed plan. I want to be clear that I support the majority of the elements proposed in the plan, but would respectfully suggest that there are elements within the plan which are either not consistent with the goals and standards for historic preservation, or which only may be consistent with preservation principles dependent on the specific and detailed manner in which these items are ultimately implemented.

As a broad generality, in my opinion, the Master Plan as produced by the Committee, the Department Of Planning and Zoning and the consultants has wrestled with a broad range of issues and successfully addressed most of the more difficult problems. Having attended the majority of the Dock Committee meetings and the public meetings, I was impressed with the hard work and care that went into defining the problems to be addressed, and making the difficult decisions to accomplish a set of balanced solutions. In that regard, my comments should not be seen as anything less than commending all involved for a job well done.

Many of the aspects of the plan, while not strictly covered within the HPC Guidelines are none the less consistent with the general objectives of preservation. Some good examples of this are the solutions to the pedestrian flow around the dock area by creating a contiguous 'promenade', the manner in which sea level rise is being addressed, the creation of additional and more usable space around the Market House, and the shifting of the bias in priority from vehicular traffic to the pedestrian.

Most of these items, as they are schematically described, have been achieved in clever ways. Within the general description of the options contained in the packet, there are strategies and recommendations that could be executed in a manner that is consistent with basic preservation principles and beneficial to the visual perception of Annapolis's historic resources as well as potentially minimizing the treat to these resources over time.

H A L P E R N

A R C H I T E C T S

914 FOREST DRIVE ANNAPOLIS, MARYLAND 21403

410 263 1909 410 280 2542 facsimile

[www.HalpernArchitects.com](http://www.HalpernArchitects.com)

Conceptually, providing better pedestrian access, a range of view points and a reduced focus on the automobile, should permit both visitor and resident to have a better appreciation of Annapolis's historic resources. Reduced traffic and traffic speeds in the district should reduce vibration and the impact of this vibration on our aging structures. A careful attention to above and below grade water levels and water flows, may help with some of the rising damp concerns that continue to weaken and undermine our buildings. Dealing with rising sea levels and lowering ground levels is advantageous to protecting historic fabric as well as the property of the businesses and residents who occupy those assets and who are depended upon to provide stewardship of these resources.

There are aspects of the Master Plan, which while not specifically within the purview of the HPC, none the less advance preservation within the City. For example, while I cannot imagine how the proposed management entity gets funded, the basic ideas associated with creating a management entity, while not directly a preservation issue, if managed properly can be seen as beneficial to preservation interests, by helping to provide the type of financial stability which is so important to careful management of our historic resources

But there are several areas that I believe should be discussed in the context of the HPC Guidelines and broader preservation principles. Some of these are items which may be consistent with preservation principles, but which are heavily dependent on the specific manner, design, and/or detail in which they are executed. I would suggest that others are in clear violation of the HPC Guidelines and Secretary of the Interior's Standards for the Treatment of Historic Properties.

The first of these is New Building Height Restrictions as described on page 30 in the "development areas" There are two specific areas within the limits of the area under study where the Master Plan suggests revisiting the height limits and encouraging taller buildings. The first of these development areas is at the end of the City Dock between the proposed Sailing Hall Of Fame and Craig Street.

This is an area in which much of the historic fabric has previously been compromised. The historic and intact buildings within the HPC's period of significance consists of two historic homes, one of which is intended to be embedded within the Sailing Hall Of Fame. Therefore in terms of protecting historic fabric, the scope of that particular proposed change comes down to protecting just that one house and its setting.

Given the lack of intact historic resources in this area, if intensified development is to take place in conjunction with the dock redevelopment, this would be perhaps a reasonable location. The plan suggests eased height limits and a larger footprint than exists there presently.

But the scale of the proposed development in this area will need careful consideration so as to comply with Guideline B. 3 -Building Height and Bulk, which states that *"New buildings should respect the bulk and height of neighboring buildings. The facade height and proportions of new buildings should be compatible with the predominant character of other buildings in the streetscape."*

This area of the dock represents an unusual condition within the District in that there are not the kind of neighboring buildings in close proximity that exists in almost any other area within the District. And yet this area forms the edge of the historic mercantile district, a threshold to the harbor, and is a transitional sightline as viewed from the residential areas of Prince George street looking towards the Harbor.

I understand that the plan is preliminary, and does not represent a final height and bulk proposal, but the text and proposed images would suggest buildings which are nearly as tall as the Marriott. As such the massing shown would bring too much visual significance to these new buildings.

The height limits throughout the City and especially on Prince George Street were developed through a carefully considered and vetted process. The heights of the existing modern and historic structures were measured and discussed, with input from a number of organizations with experience in historic planning, before arriving at the height limits as they exist. I have no reason to believe this type of process will not happen again as changes to the height limits are being explored.

That said, the current proposal seemingly appears to change the height limit from 38 feet to closer to 65 feet. I would respectfully suggest that an exceedingly important role of the HDC will be in providing guidance on an appropriate footprint, eave height and roof slope, maximum projections, and overall heights if a new zoning is to be established in this sensitive location.

While the intent of the master plan was not clear on this point, there has been some discussion within the community about removing the review authority for these new buildings from the HPC's purview. While I understand that these sentiments probably run counter to official positions, I would also suggest it is critical that any new structures or zoning changes being contemplated should remain within the HPC purview.

Fawcett-Donner lot site:

One of the most troubling aspects of the master plan is the proposal for the Fawcett-Donner Lot site. Again, while redevelopment of this site seems inevitable and appropriate, there are key preservation issues relating to the protection of the scale, views and vistas from Compromise Street, which this plan does not appear to consider.

The text and massing diagrams shown in the packet suggests that a new at least two to three-story building would be located at this site. By necessity, this building would be constructed above a first floor which is elevated above the flood plan. In other words a building which closer to 3 1/2 stories above the street level.

At the length shown, a building of this height would create a street wall blocking the visual connections to the City Dock and creating canyon between the proposed new building and the historic buildings on the West side of Compromise Street.

Neither the height nor bulk of this proposed massing existed historically at this location. The creation of a building with this massing will alter the historic sense of place for those historic buildings which surround this site. Key in evaluating this point is that view sheds and the relationship historic buildings to their environmental settings within the historic district are not perceived statically. The relationships of the historic buildings to their environmental settings are protected within the enabling legislation and is a core component of the contextual review of any structure within the District.

While the case can be made that the view shed down Main Street is certainly highly significant and perhaps commanding special consideration, the progression views of from Compromise Street of the area opening up to the expanded space around the market house and bordered by the taller historic buildings as well as the 'snap shot' views of the water are certainly significant and as such should be protected as well. So should the views back from the end of the Campbell Park looking back towards the town.

Both the length of the proposed building parallel to Compromise Street and its height should be carefully evaluated with a potentially acceptable solution perhaps being a trade off of some mix of shortened length, multiple buildings spaced apart, stepping the façade away from the street edge as the dock area is approached, lowered eave heights and/or shorter overall height so as to reduce the impact of this redevelopment at this sensitive location.

#### Tee vs Circle intersection

From a preservation point of view, the case can easily be made that the circular form of Memorial Circle at the foot of Main Street has gained significance over time. As such this would seem to trump whatever the traffic implications of the tee intersection may propose to offer. I respectfully suggest that D. 4 - Preservation of Historic Alterations: which states *"Significant changes to historic buildings and sites which have taken place over time are evidence of the history of the building. Changes which have achieved significance shall be preserved"* applies here.

Much has been made by those who propose to eliminate the circle of the fact that it has not always been used for vehicles, and that its size and location have changed over time. There is an illustration on page 9 of the Plan which has been cited by opponents of the circle in their case that the circle did not continuously exist during the age of the automobile. Careful consideration of the photo suggests that the circle is there on the right hand side behind the water trough that was a remnant of the monument. But that illustration also supports the idea that the circle has probably moved over its existence.

But the same can be said of other circles in town. While I would never advocate that Memorial Circle has the significance of either State or Church Circles, archeological evidence and old surveys suggest that the limits of both these circles have shifted over time as well. What is significant is that Memorial Circle has existed as an urban design element for approximately a century and its origins are clearly within the district's period of significance.

While it may make sense to shift its position so that this area of the dock is more pedestrian friendly, and to recover more of the area currently used by road bed, I would suggest that it does not make sense to allow this significant design element to be eliminated.

I would also like to comment on the sentiment contained within the Master Plan which states that the Tee intersection is more space efficient. I suggest that this may be viewed as a valid planning issue if that recovered space could be successfully used to create 'meaningful space'. Instead the recovered space is carved up to create an extra roadbed cut off from the Tee intersection by island that isolates and creates artificial barriers between the businesses on the south side of the street and market square. Similar arguments were made and rejected during the Main Street project.

The traffic plans in this area for both schemes show traffic islands to the south of the current Circle position. It is not clear why these are being added, but it will be important that they do not visually separate the space in ways which alters the sense of visual context. The south side of the City Dock area was always an active and visually connected component within the activities of the dock area and so care should be taken in designing elements which seemingly further visually isolates this area. Also the shape and scale of the islands being introduced should be evaluated for their visual impact as well.

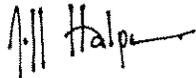
As the details of the plan evolve toward execution, there should also be careful consideration given to the planting plans within Market Square. While the illustrations in the master plan are clearly schematic in nature, images like these have a way of taking on a life of their own. The scale and placement of the trees in the image on page 13 clearly obscures the view to the Harbor from the viewpoint illustrated.

Acknowledging the preliminary nature of the current illustrations, it should still be observed that the final placement of major landscape elements will need to comply with **Guideline A. 3 - Views from the Water which states:** "All projects which are visible from the water shall respect and reinforce the historic character of the district and shall respect traditional views and visual focal points." And which goes on to say, "*The scale, placement and configuration of new structures, and plantings within these view sheds need to be carefully planned so that new elements do not alter or obscure the character of these historic patterns.*"

As was done on Main Street, I suggest that the final placement of trees and other major objects introduced into the historic setting will need to be studied so that their positions and scale do not obscure individual historic facades and so act to reinforce the historic rhythm and scale of the dock area.

My last point is not one that is covered in the Guidelines per se. Much of the focus of the Master Plan is about making the dock area more effective as a modern recreational area. I have no problem with that conceptually in that the more the City is visited, the more it will be appreciated as the beautiful resource it is. But with these changes, the understanding that Annapolis began a working seaport and remained so for much of its existence is further obscured. This reduced sense of Annapolis as a working maritime presence may not be intentional or avoidable, but I would suggest that it is unfortunate. While not within the HDC's specific purview, I would suggest that a part of the Master Plan should include some additional interpretative materials that help both visitors and residents have a clearer understanding of Annapolis as a working seaport.

Respectfully,

A handwritten signature in black ink, appearing to read "J. Halpern". The signature is written in a cursive style with a horizontal line extending to the right.

Jeffrey Halpern

## Shari Pippen - City Dock Master Plan

---

**From:** Jenny Clagett <jennyclagett@gmail.com>  
**To:** <slpippen@annapolis.gov>  
**Date:** 2/21/2013 4:12 PM  
**Subject:** City Dock Master Plan

---

Dear Ms. Pippen,

I went to a meeting sponsored by Ward One and the City Dock Master Plan was presented and reviewed.

I am a downtown resident. I want the priority of any changes to the City Dock to be placed upon the **quality of life** for City residents - especially those who live within walking distance to the City dock.

I object to the following:

- making business interests a priority
- allowing 50 foot tall buildings to be built around the dock
- reducing public space in and around Susan Campbell Park
- eliminating the circle and changing the traffic patterns
- moving the building line forward by a substantial amount
- 'screening out' the view of the USNA gymnasium

I do not have a problem with redeveloping the current commercial spaces into residential or hotel as long as there is a height restriction set at no more than three stories (30 feet) which is consistent with the rest of the residential buildings. I don't believe it is in the interests of the City to move the building line forward because not only are the parking lots a potential money makers for the City, there is very limited open space for downtown residents. I would rather see most of the parking spaces turned into a park for the downtown residents to enjoy. I support replacing some if not most of the parking at the end of the Dock with open space that includes ice skating, a dog park, a good setting for concerts including a raised platform and seating, a Ferris Wheel, a movie screen and other cultural, artistic and green space attractions that enhance the lives and address the needs of the downtown residents.

Though not included in the Master Plan, I support adding street cars and having a stop at the end of the City dock.

I support flood control efforts that prevent water from backing up in the storm water drains.

Saying that there is a need to 'screen out' the view of the USNA gymnasium is simply a ruse to get tall buildings at the end of the City Dock. Tall buildings have never been at the end of the City Dock and would destroy the historic character of Annapolis. It is obvious to me that the proposed 50 foot building height, moving the building line 50 feet forward and solving a problem which doesn't exist - 'screening out' the view of the USNA gymnasium - is the master plan of a developer. No one at the Ward One meeting complained about the view of the USNA gymnasium - instead comments were just the opposite, the gym is part of the historic City Dock landscape. Downtown residents are fond of their close connection - visual and otherwise - to the USNA campus.

I would like to see the City do something about the Valet parking that has popped up downtown as well as limit parking within Ward One to legitimate Ward One residents 24 hours a day. All businesses need to prove that their employees are not parking on the residential streets. There is no reason why people who work downtown can not park at the Stadium or in one of the public parking garages. Likewise, I would like to see visitors park at the stadium or in the public parking garages and put the burden upon the restaurant and bar owners to provide valet service that will only park their customers cars at the stadium or in the public garages. I would like to see the restaurant and bar owners held accountable for any violations. The City already provides a very convenient bus service to the stadium and public parking garages, visitors and downtown workers need to use these services.

Thank you for this opportunity to comment.

Sincerely,

Jenny Clagett

Jenny :-)  
410-703-6729

**Shari Pippen**

---

**From:** John Wooldridge <jwooldr715@aol.com>  
**To:** <slpippen@annapolis.gov>  
**Date:** 2/22/2013 12:44 PM

---

Dear Ms. Pippen,

The possibility of yet another large hotel on City Dock is repulsive. I am a long-time Annapolis homeowner and small sailboat owner who admires the waterfront as is, and appreciates the work of Historic Annapolis to maintain an attractive cityscape.

Best,

John W. Wooldridge, IV  
15 N. Cherry Grove Ave.  
Annapolis, MD 21401

**Shari Phippen**

---

**From:** Joseph & Patrica Casey <pjcasey112@yahoo.com>  
**To:** "slpippen@annapolis.gov" <slpippen@annapolis.gov>  
**Date:** 2/19/2013 11:43 PM

---

Shari L. Phippen  
Historic Preservation Assistant  
Dept. of Planning & Zoning  
145 Gorman St., 3rd Floor  
Annapolis, MD 21401

Re: City Dock Master Plan

Ms. Phippen:

A few weeks ago I attended a review of the pending City Dock Master Plan and based on what I saw and heard then in addition to what I have read on the City's web site, I urge the Historic Preservation Commission to reject this plan in its entirety.

Criticisms:

1. The notion of replacing the traffic circle with an intersection coupled with routing traffic around the Market Place makes no sense whatever. We will have what amounts to a crawling parking lot during morning and evening commuter times and every weekend. Rotaries work. They work here in Annapolis, in New England, and in London.
2. The notion of shifting or otherwise modifying the buildings on the Northern edge of Ego Alley make no sense. Nor does the building of taller building thereby forming a barrier between the downtown and USNA make any sense. Annapolis and USNA are synonymous. The argument that the field house roof is unattractive is specious.
3. Improving the 'sight line' from Main Street out to the harbor and beyond also makes no sense, particularly given the trivial gain in perspective that would be achieved.
4. Use of a 100 year model to define high-water events is an outdated concept. Moreover, building a 'seawall' around ego alley does nothing except likely trap high tidal floods which will work their way into the downtown area through the Academy grounds and property beyond the Fleet Reserve Club.
5. Should we be considering a new model, one that minimizes private cars and trucks in the area surrounding Main Street and Ego Alley. Shouldn't the City consider an alternative routing of commuter traffic that used the Spa Creek Bridge, Compromise, Main, and Randall Streets?

As I looked at the planning document, it reminded me of the product that Urban Planning students might produce as a class project. It was done in the abstract and fails to reflect a basic understanding of our City, One has to wonder if the City received value for our tax dollars.

Thank you.

Joseph Casey  
66 Franklin St. Unit 215  
Annapolis, MD 21401

From: Matt Grubbs  
To: Historic District Commission  
Date: February 22, 2013  
Re: CITY DOCK MASTER PLAN

As a member of the City Dock Advisory Committee, the executive committee for the Annapolis Regional Transportation Management Association, and a tour operator with years of experience in the dock area, I urge the Commission to reject the City Dock master plan unless it is heavily amended to accommodate the needs of the businesses it purports to help.

While there is much that is good and necessary in the plan (flood control, a facelift for Compromise, undergrounding utilities, calls for more shade, pedestrian access along the water from Randall to Newman), you should be aware that the plan largely reflects the vision of the consultants, not necessarily the committee. On two major points--the intersection of Compromise/Main/Randall, and removing parking on Dock Street--there was no unanimity among the committee members. Unfortunately, the concerns of those who did not share the consultants' vision were repeatedly ignored in subsequent discussions and presentations of the plan to the public. For example, the one straw vote we took on the question of the circle versus a "T" was seven for the circle, six against, with one abstention. And yet the T--the consultants' recommendation--was and continues to be treated as a "done deal." So the HPC will need to drill down into the particulars.

### **Circle versus T**

The campaign for a T-shaped intersection is driven by the desire to enlarge Hopkins Plaza/Market Plaza and make that space a new focus of the dock area. It is touted to be a flexible space for concerts and al fresco dining. But it will be a noisy concert and dining space with diesel trucks and pickups idling nearby waiting for the light to change. And it would be a hot space for concerts and dining. Surrounded on three sides by buildings with little air movement, that area of pavement and brick is a heat sink. Shade trees or awnings cannot be introduced into the new space without disturbing the viewshed of the water from Main Street. Of course, it's not so hot in the evening, but then the evening crowd at the dock is not, in my view, particularly discriminating when it comes to the aesthetics of a public space. A "T" would also create major problems with access to the stores in the first block of Main Street (Mills *et al*). I'm not convinced the purported benefits outweigh the drawbacks.

Another goal is to reduce vehicle speed for pedestrian safety and ease of moving between Main Street and Dock Street. But the traffic consultant stated that the present arrangement is safe and that accidents occur farther away at signalized intersections where pedestrians are not being as careful as they are in the dock area. As to slowing down traffic so pedestrians can cross, the traffic moves along without stopping when there is no need to slow down (morning rush hour; few or no pedestrians) and it slows down when it needs to slow down (weekend afternoons when the temperature is above 55 degrees). In short, the traffic is already regulated by the pedestrians.

The design is not broken and doesn't need fixing, however much the consultants want to create more space at Hopkins Plaza.

### **Number of Lanes on Randall**

Another cause for concern is reducing the number of travel lanes along Randall between Compromise and Dock Street to one in each direction. The plan calls for reversing one-way traffic on Market Space in order to eliminate the current left-turn lane from Randall onto Market Space, putting additional traffic into the intersection of Market Space, Randall and Dock Street and adding to the necessity of a traffic signal there. The plan further calls for eliminating the right-turn lane from Randall onto Dock Street in order to create more public space at the dinghy dock, which is badly needed, but I believe will result in visitor-killing backups on Compromise on busy days. If the plan goes forward with only the two lanes, I would argue for a trial period of implementation and be ready to put the right turn lane onto Dock Street back before committing that space to pedestrian use.

### **New and Taller Buildings on Dock Street**

The buildings along Dock Street roughly define where the old shoreline used to be, and fill has gradually changed Dock Street into what it is today: a little rough around the edges, an "organic," free-wheeling, flexible space. It's shape and character are a holdover from when it was a working dock. The oil tanker farm is long gone, along with the lumber yard and the buy boats and the watermen. Now the consultants are eager to tame Dock Street into—as they keep saying—"a *real* street," which is something it's never been before. The plan represents a radical transformation of the feel of our city dock, obliterating the last unique vestiges of a historic seaport. Yes, the broad sidewalks and shade trees are a formula for an attractive pedestrian zone, much like the Parole town center. It will be a cookie-cutter lookalike to National Harbor, Parole town center, Bowie town center, and others in that vein. And it may attract more people out onto Dock Street to linger and shop. But it will cease to be Annapolis. As Donna Hole says, "Don't tart it up."

The plan would create new buildings where none have been before, to a height completely out of keeping with what has historically defined the scale of Dock Street, and would make a poor cousin out of Prince George Street. Four- and five-story structures are inappropriate, incompatible, ahistorical, and unwanted. They can only be justified as a screen for the Naval Academy's field house, but two wrongs do not make a right.

### **Less Parking on Dock Street**

In keeping with the purpose of this Commission's stated purpose to foster economic development, you should know that the business community on Dock Street, with one voice, opposes the plan to remove parking. Retail, restaurants and tour operators with decades of experience in how to make a living in the dock area cannot endorse a plan that calls for the removal of parking on Dock Street without identifying tested and demonstrably successful mitigating strategies. You heard the parking consultant describe four cities where pricing strategies and new technologies transformed the economic climate to the delight of the

downtown businesses there. But some of those examples were not valid, in my opinion. In one, there was plenty of other parking available nearby, and tweaking the pricing was all that was needed to make a big difference in customer access to the main shopping street. There is no alternate parking near City Dock; the comparison is not valid.

In the Q&A, the parking consultant revealed that she identifies Gotts Garage, off West Street, as a viable source of available parking and anticipates that folks would walk or ride the Circulator to Dock Street businesses. In the same presentation, a slide showed that 300 feet is the "sweet spot" for how far folks are willing to park from a destination, 600 if pushed. In my experience with ARTMA, I've heard the number 700 feet before folks want to move their car closer instead of walk. It is 903 feet from Hillman Garage to the corner of Dock Street and Randall. From Hillman to Susan Campbell Park, it is 1,614 feet. (From *Gotts Garage* to the start of Dock Street is 2,262 feet; to Susan Campbell Park is 3,003 feet.) Her arguments were weak, bordering on untenable, and not entirely applicable to Dock Street.

Therefore, removal of any parking on Dock Street must follow implementation of wayfaring signage and technology-aided strategies to measure their ability to intercept people in cars before they get to Dock Street, leaving Dock Street to those who most feel the need to park close to their destination. And then parking should only be removed in an experimental, deliberate manner to measure its effects on area business, with a commitment to put it back if sales drop.

**From:** Ellen Moyer <ellenmoyer@yahoo.com>  
**To:** "slpippen@annapolis.gov" <slpippen@annapolis.gov>  
**Date:** 2/19/2013 11:08 AM  
**Subject:** Dock plan

The concepts in the plan will probably be adopted. They are not new. However the devil is in the details and though the authors claim they are not giving details there are indeed some and a number of inconsistencies.

For instance the plan recommends 5 story buildings along dock street which would canyonise Prince George St. Hardly sensitive to the historic buildings on that street. Five story height limits detract from the human scale architecture that makes this city so liveable.

The plan talks about the vitality that music and vendors and art and history signage would bring to the dock. It ignores the fact that this happens now to the controversy of some dock merchants who would eliminate all such activity. The plan design eliminates the stage that now accommodates USNA concerts. It removes the history signs and artwork. But calls upon the theatre community to begin now to perform at the dock. It asks for a new private entity to manage the dock events and to be funded with Boat show revenue, a big revenue hit on the city. It asks that the aippc manage the city artscape. Too many bureaucratic hooks in this plan. The controversy over use of the dock space will not disappear. For clear coordination and public policy the city should stay in control of managing the dock.

Removing the trees from the dock when summertime temps exceed 100 is not wise. Providing a grassy plot for visitors to sunbathe on serves little purpose and despite the current popularity of the green word it is not an environmental influence. Clay underlays most of the dock area.

The so called open parking area is in fact a parking area. Why disguise it by describing it as a flexible area. It is designed for parking.

Valet parking was in place for 4 years at the city lot at Fawcetts. It proved its value. Discontinued in 2010 it should be reintroduced.

( this is only a partial comment. I have to leave for a meeting and will continue comments later)

Ellen Moyer  
443-370-1785  
Ellenmoyer@yahoo.com

Sent from my iPhone

**From:** Ellen Moyer <ellenmoyer@yahoo.com>  
**To:** Shari Phippen <SLPhippen@annapolis.gov>  
**Date:** 2/20/2013 6:25 AM  
**Subject:** Re: Dock plan

Part 2

Newman street end currently floods and is unsightly. It needs to become parklike however to consider it a substitute for the playground across compromise street is nonsense. Newman st Park, existing, is far larger than space at the harbor could accommodate with a relocated Faucetts Building. A green promenade along lower Newman would frame a new building and accommodate walkers with places to sit, play chess or eat. Even a history sign on the street name and past use as an oyster house and other businesses could be included. The promenade should extend east on compromise St. To the Spa Creek Bridge with an Improved streets cape and upgrade of the small public space in front of the Fleet Reserve. Compromise Street is a gateway into the core of the city and has been ignored entirely in the Dock Plan. It should be the focus of connecting from Eastport picking up the harbor trail at Newman. The notion of a waterfront promenade across the Fleet and Marriott and AYC property is a longways down the road if ever but the pleasant walkability along Compromise Street is doable and an alternate substitute.

Market Plaza.

Well, circles are a part of the city's historical pattern. I personally fail to see the esthetic benefit of multiple traffic lights in the heart of the dock area.

Annapolis is not an urban large metropolitan area. It doesn't need to look like any city USA. Caution should be applied to adopting wholesale the elimination of the existing circle. Walkers are resourceful and can be directed with the use of pavement design and the help of actual people crossing guards. The market house plaza can be extended into market square ( too bad the area wasn't bricked when it was recently asphalted)

Eliminating parking from the west side of market house while retaining and increasing handicapped and hybrid auto parking along the hard beans side would test the impact of reduced parking space on business. Valet parking and Ez shuttle could be stationed here too. An enlarged plaza into market space only could accommodate lunch time music And provide a space for pedestrian festive gatherings with rotating vendors for flowers, cool summertime drinks, and art work.

Wider sidewalks have been recommended in the past but narrowed in response to public controversy opposing outdoor cafes. Now that outdoor cafes are accepted the sidewalks need to be extended along the business side of Dock Street and Trees added to provide shade from the summer heat. The promenade around dock street is too severe, too straight again reminiscent of more urban settings. Instead of extending the buildings keep the rambling pattern. Eliminate the middle parking aisle but provide angular parking in the space considered for building extension.

Perhaps the harbor master could become apart of the new sailing hall of fame. That would help with the funding of this important visitor destination. If not, it should just stay where it is. We are a maritime center. The visibility of the Harbor Master Visitor Center is an important landmark to Americas Sailing Capital and should not be obscure.

In order of priority the infrastructure needs of sea level rise and a failing bulkhead at the end of ego alley for which funds were once available as phase 2 of the dock bulkhead repair heads the list. However, other improvements can begin now:

With two city parking lots on Compromise street book ending the Faucett building the city is the controlling negotiator for revising the area from the Donner lot through and including Newman street. A design team should be engaged for specific plans before any change in zoning takes place. Design should be budgeted in this fiscal year.

Comprise Streetscape is doable now as is valet parking and Aippc management of art venues in the dock area. This just needs administration directive.

(whatever happened to bike rental downtown and weekend crossing guards)

Market House Plaza design phase one into market space, and sidewalk extension along dock street north should be budgeted in this years budget

Dock space and existing parking ( excluding the center aisle) and the circle should be left alone for now as well as the promenade along the ego alley side. These spaces are controversial and far more expensive and should be pushed into the future with far more thought.

The seawall may be part of the infrastructure work with state mde and waterways funding. We are a state capital so negotiate for big dollars with this capital innovation.

. The simpler less expensive projects can be completed within the next 3-years under the management of the city planning and public works departments. another privatized dock management authority is too expensive, slows down the process for change to at least 5-7 years and interferes with coordination of city services . It is an idea that should be shelved.

Lastly the plan speaks to increased pedestrian traffic. 4 million visitors come to Annapolis Annually. Visitors exclaim about the beauty of the city. I am not aware of visitor complaints about the downtown. They respond to the human scale. Simplicity. Good places to dine. While venues for outdoor dining, the attraction of outdoor art and history storytelling can be enhanced care should be taken to preserve what is now an asset. The dock plan is inconsistent in its vision and moves too far to urbanize the look and feel of the dock space.

Keep it simple, build on existing assets of scale and interests, clean up the garden and bio diversity areas that exist, and achieve what is doable in small bites beginning with the Compromise Street Corridor

Ellen Moyer  
Sent from my iPhone

On Feb 19, 2013, at 11:18 AM, "Shari Phippen" <SLPhippen@annapolis.gov> wrote:

> Received. Thank you. I'll look for the 2nd part of your comments.

>

> Shari

>

> >>> Ellen Moyer <ellenmoyer@yahoo.com> 2/19/2013 11:07 AM >>>

> The concepts in the plan will probably be adopted. They are not new. However the devil is in the details and though the authors claim they are not giving details there are indeed some and a number of inconsistencies.

> For instance the plan recommends 5 story buildings along dock street which would canyonise Prince George St. Hardly sensitive to the historic buildings on that street. Five story height limits detract from the human scale architecture that

> Makes this city so liveable.

>

> The plan talks about the vitality that music and vendors and art and history signage would bring to the dock. It ignores the fact that this happens now to the controversy of some dock merchants who would eliminate all such activity. The plan design eliminates the stage that now accommodates USNA concerts. It removes the history signs and artwork. But calls upon the theatre community to begin now to perform at the dock. It asks for a new private entity to manage the dock events and to be funded with Boat show revenue, a big revenue hit on the city. it asks that the aippc manage the city artscape. Too many bureaucratic hooks in this plan. The controversy over use of the dock space will not disappear. For clear coordination and public policy the city should stay in control of managing the dock.

>

> Removing the trees from the dock when summertime temps exceed 100 is not wise. Providing a grassy plot for visitors to sunbathe on serves little purpose and despite the current popularity of the green word it is not an environmental influence. Clay underlays most of the dock area.

- >
- > The so called open parking area is in fact a parking area. Why disguise it by describing it as a flexible area. It is designed for parking.
- >
- > Valet parking was in place for 4 years at the city lot at Fawcetts. It proved its value. Discontinued in 2010 it should be reintroduced.
- >
- > ( this is only a partial comment. I have to leave for a meeting and will continue comments later)
- >
- > Ellen Moyer
- > 443-370-1785
- > Ellenmoyer@yahoo.com
- >
- > Sent from my iPhone

**Shari Pippen - Fwd: Thoughts on the dock plan**

---

**From:** Ellen Moyer <eomoyer@gmail.com>  
**To:** Shari Pippen <SLPippen@annapolis.gov>  
**Date:** 2/21/2013 2:14 AM  
**Subject:** Fwd: Thoughts on the dock plan

---

( this is a rough draft I sent to Tom Fridrich, Chair of Art In Public Places Commission. It was intended for discussion by the committee and to be amended to meet a committee concensus report. . However, the commission does not meet until the 27th and no special meeting was called to discuss a committee position. Therefore I am forwarding this draft as my contribution to the City Dock Plan on the issue of AIPPC. And art in the park.)

Sent from my iPhone

Begin forwarded message:

**From:** Ellen Moyer <eomoyer@gmail.com>  
**Date:** February 16, 2013 2:03:39 PM EST  
**To:** Tom Fridrich <tfriedrich@mdhallarts.org>  
**Subject:** Thoughts on the dock plan

The AIPPC is pleased to be recognized for a lead role In shaping the art on city dock. We concur with the report assertions on the value of art in nurturing uniqueness of place and in interpretation of culture. That is the mission AIPPC has pursued since our beginning ten years ago. . Thirteen outdoor art and murals, thirty five history story signs, bronze and wood art work as well as musical and theatre productions are a result of AIPPC. Initiatives.

American Style Magazine has selected Annapolis repeatedly as one of Americas top 25 small towns for the Arts.

It is therefore surprising that the plan ignores the fact that out-door art, history panels, music and theatre productions currently enliven the space around city dock.

In its design the Dock Plan eliminates the existing stage area outfitted for sound where the USNA Band performs in the summer. It eliminates the historic signs and the outdoor art it claims to propose. Despite the rhetoric the plan makes a statement for a diminished dock festive vitality.

The plan also calls for the creation of a private entity to manage the use of the dock area. Privatizing this function will not eliminate the clammer of some merchants opposed to festivals, vendors, performances or anything at all on the dock. It is also not clear how the AIPPC would interface with the private management council permit process for enhancing the performing arts. A permitting process for dock performances is now in place within City Government. To reduce confusion and enhance coordination , management of the dock area use should remain with city staff and under city management. As a function of Recreation and Parks, The Aippe can assume a broader role in solliciting and coordinating Performances and festivals.

Additionally City Code provides that 1/10 of 1% of the operating budget be designated for AIPPC. It is a revolving fund open to contributions from Foundations, businesses and individuals. The management of revenues for the arts is best kept under city financial security.

The plan speculates on ways to fund a management authority (at the expense of the city's general fund) and ignores how to utilize tools currently available. Legislation requiring developers to include a % of their budget for arts is common in many cities and could be pursued in Annapolis

Street furniture, paving surfaces, trees and flowers express the look and feel of places. AIPPC, as the manager of public art throughout the City, could be engaged in an advisory role in the streetscape design process

Annapolis is blessed with a number of street-end and vest pocket parks. All of them offer opportunities for art-in-the-park programs. Now recognised as one of the nations top 25 small towns for the arts, Annapolis has the Promise to be number one.

But organizing design competition or soliciting creative ideas and programs is useless without revenue to follow the dream. The cities commitment to AIPPC funding is essential to meeting the expectation of the Dock Plan.

Aippe can play a leadership role, working with City event staff , in coordinating and enhancing additional performing arts on the dock stage and lunch time music in market space. While outdoor art is free to the public, professional artists are not ,nor should they be ,free. To meet the recommendations of the plan for art and for AIPPC to meet its challenge , it is essential for the city to clarify its commitment to public art and the festive vitality it brings , legislatively and financially.

Ellen Moyer

Sent from my iPhone

**From:** Peter Miller <pete.fsds@verizon.net>  
**To:** Shari Pippen <SLPippen@annapolis.gov>  
**Date:** 2/25/2013 1:53 PM  
**Subject:** Comments on the City Dock Master Plan

Shari,

Following are my comments on the City Dock Master Plan. Please forward my comments to the Historic Preservation Commission for consideration at their deliberations on the plan at their February 28th meeting.

#### PLAN OVERVIEW:

The proposed master plan appears to set forth various plans for various areas without actually being an "Urban Design" plan for the city dock. The plan focus is on pedestrian and automobile circulation patterns, parking and development intensification. It ignores some of the urban design potential suggested by the Urban Land Institute's brief study of the dock area two years ago. The proposed master plan does not include any urban design studies analyzing the city dock area as it presently exists and may evolve. There is no analysis of view sheds, spatial relationships, scale of the buildings and, most importantly, the relationship between the land and the water in an historic setting. This should be the overriding principal of the plan and I do not believe this important element has been addressed.

#### PEDESTRIAN AND AUTOMOBILE CIRCULATION PATTERNS:

The master plan recommends changes to the pedestrian and automobile circulation patterns that are heavily tipped in favor of pedestrians. Even though this may encourage tourists to have more places to walk and sit, it comes at the price of restricting the automobile traffic flow that must traverse the area. The proposed T-Plan intersection and the numerous traffic control devices intended to improve the pedestrian experience are out of character with the existing the existing urban design of our baroque city plan. A more appropriate solution may be to make some adjustments to the location of the circle and the curb lines that restrict the flow of traffic through the area.

#### PARKING:

The master plan promotes the concept of parking management as the way to restrict parking in the city dock area and this is good advice. Resolving this gordian knot will free the area for many urban design opportunities that have not yet been explored.

#### DEVELOPMENT INTENSIFICATION:

The concept of intensifying development opportunities in the dock area may be well intentioned, but it does not relate to the historic scale of our baroque city plan and the existing built environment. New development and redevelopment certainly should be an option, provided that it respects the historic view-sheds and the height, bulk, scale, proportions, and mass as set forth in the Annapolis Historic District Design Manual.

Thank you for the opportunity to testify in this matter. I have confidence that the Historic Preservation Commission's deliberations will provide guidance to the City Council when they consider adoption of the City Dock Master Plan.

Gary Schwerzler

**Shari Phippen - Comments re. CDAC Dec 2012 Report/Plan**

---

**From:** Rebecca Stedman <trstedman@yahoo.com>  
**To:** "slpippen@annapolis.gov" <slpippen@annapolis.gov>  
**Date:** 2/25/2013 4:32 PM  
**Subject:** Comments re. CDAC Dec 2012 Report/Plan  
**CC:** Dick Israel <aldisrael@annapolis.gov>, Fred Paone <aldpaone@annapolis.gov>  
**Attachments:** Maritime Preservation Analysis Annapolis.pdf; Annapolis Maritime Economic Survey 2008; Stedman ltr HPC CDAC.docx

---

Dear Ms. Phippen,

Please find attached my comments plus two attached reports for consideration of the CDAC December 2012 Report/Plan.  
Would you forward please to Ms. Kennedy.

Many thanks for your help,  
Rebecca Wright Stedman

REBECCA WRIGHT STEDMAN  
NEW CANAAN, CONNECTICUT  
TRSTEDMAN@YAHOO.COM  
914.629.8322

Ms. Sharon Kennedy, Chair  
Historic Preservation Commission – Annapolis  
160 Duke of Gloucester Street  
Annapolis, Maryland 21401

RE: City Dock Advisory Committee Report, December 2012

Dear Ms. Kennedy,

The CDAC December 2012 plan does irreversible harm to the Annapolis Historic District and to the contributing maritime assets that are specifically targeted in (or in the way of!) the report's vision. I am against demolition of the maritime heritage assets at City Dock and against changes to the Historic District Zoning and the Waterfront Maritime District Zoning Ordinances.

Designations and laws have been established - to save from the wrecking ball - this important collection of historic resources that is the Annapolis town's core: Annapolis Colonial National Landmark Historic District (1965); Historic District Zoning Ordinance (1968); Historic District Commission (1969); National Register District (1984); and more recently, the Maritime Zoning Districts (1987).

The CDAC is dismissive of the historic relevance of old Recreation Center (Community Services Building), Fawcett's Boating Supply Chandlery/Warehouse, and the Harbormaster's House. These three buildings contributed to the post/WWII Annapolis City Dock and Historic District legacy. Preservation of each is strongly encouraged as well as their adaptive reuse by those businesses or uses that qualify.

Please find attached the "Maritime Industry Preservation Analysis" July 2009 report that was commissioned and prepared for the City of Annapolis – Department of Economic Affairs by Basile Baumann Prose Cole & Associates. Herein, the report details the purpose of protecting each Waterfront Maritime District (WMC, WMM, WME and WMI) and its maritime assets in Annapolis. That list includes: National Sailing Hall of Fame, Annapolis Yacht Club, Fleet Reserve Club, **Fawcett Boat Supply**, Pusser's Caribbean Grille, Annapolis Yacht Basin, Annapolis Marriott Waterfront Hotel, Annapolis City Marina.

A comprehensive Annapolis City Dock maritime heritage asset list should be developed that further includes: United States Naval Academy, Captain Burtis House, **Harbormaster's House/Maritime Welcome Center**, Middleton Tavern, Market House, Tobacco Prise House, and the Kunta Kinte-Alex Haley Memorial.

Two attachments: "Maritime Industry Preservation Analysis" July 2009; and "City of Annapolis Maritime Industry Economic Survey" October 2008.

REBECCA WRIGHT STEDMAN  
NEW CANAAN, CONNECTICUT  
TRSTEDMAN@YAHOO.COM  
914.629.8322

Baltimore, 2004, created a Maritime Industrial Zoning Overlay District (MIZOD) to preserve access for port and maritime industrial use in response to the encroaching residential and commercial redevelopment that was taking place of its waterfront. MIZOD was put in place to help the Baltimore maritime industries exist in the face of further waterfront "gentrification," so that they could sustain, upgrade and expand their operations in an environment that was not keeping pace versus the developer. MIZOD was set to expire in 2014 but was extended recently to 2024.

The "City of Annapolis Maritime Industry Economic Survey" October 2008 (attached) asks maritime industry respondents "if proximity to the water was critical to business operation." 71% said yes (page 27). The report points to the "cluster" effect of maritime businesses operating in proximity to one another. Comparing the 2002 results to the results of the 2008 findings "suggests significant change in customer base. The origin of the customer base has shifted markedly to international markets." "Ninety percent of the respondents reported the number of years they have been in business. The average was 19.5 years and the median was 17 years in business" (page 28). Not only is there longevity in the maritime businesses, but those respondents include businesses that have moved from prior locations elsewhere to set up shop in Annapolis. 44% "indicated plans to expand." And of course there is the economic impact of these maritime industries operating along the Annapolis waterfront, the boats they bring and the revenues that benefit the city.

Much like a tech corridor or biomedical corridor that states and counties establish to woo potential businesses and industries, the Annapolis Maritime Zoning and Historic District Ordinances have been created to protect assets conducive not only to Annapolis' quality of life, but have also created consequences that are unique revenue opportunities in these specifically zoned districts that cannot be reproduced elsewhere. The CDAC's suggestion of "flexible" height limits inside historic district zoning limits and removal of maritime zoning are like a match to the Hindenburg. Were the attached reports considered as part of the CDAC December 2012 report?

I urge you to protect these historic assets and resources in your custody that are part of this Annapolis collection using the tools that you have at your disposal to accomplish your purpose with their intended use.

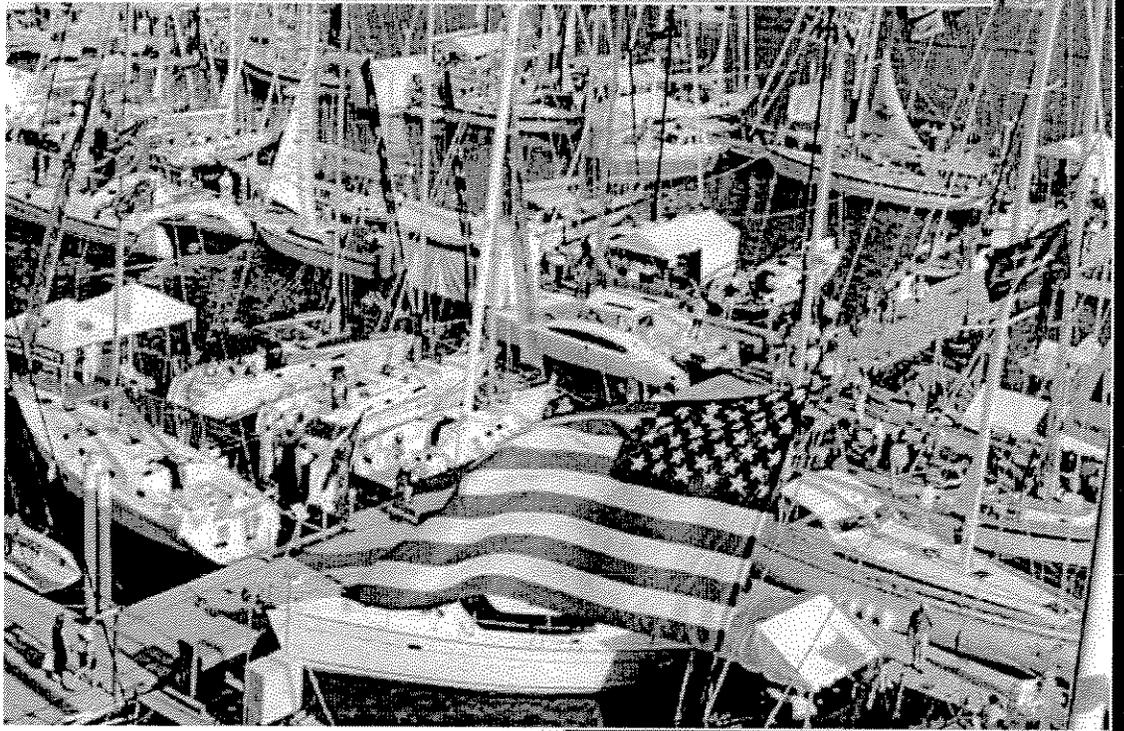
Many thanks for your consideration and work,

Rebecca Wright Stedman  
Granddaughter, Anne St. Clair Wright, Preservationist, Annapolis, Maryland

Two attachments: "Maritime Industry Preservation Analysis" July 2009; and "City of Annapolis Maritime Industry Economic Survey" October 2008.

# 2008

## City of Annapolis Maritime Industry Economic Survey



**MARKET-ECONOMICS**

October 2008

Market Economics - Annapolis, MD

Tel: (410)-626-1413

Email: [DrCater@Market-Economics.com](mailto:DrCater@Market-Economics.com)

## CONTENTS

EXECUTIVE SUMMARY .....	3
SUMMARY.....	3
Background.....	3
INTRODUCTION .....	4
U. S. Maritime Industry.....	4
Industry Segment .....	4
Recent Sales Trends.....	4
Imports in U.S. Markets .....	6
Exports of U.S. Firms to Foreign Markets.....	7
Business Trends.....	8
Recreational Boating Consumers.....	9
ANNAPOLIS, MARYLAND MARITIME INDUSTRY .....	11
Clustering of Maritime Business .....	11
ANNAPOLIS MARITIME DEMAND.....	13
Demographics of Boat Owners.....	15
ANNAPOLIS MARITIME BUSINESS SURVEY.....	17
Business Types.....	19
Significant Business Types .....	19
All Business Types (Entire Survey Area) .....	21
Employment.....	24
Full-time Part-time and Contractual Employment .....	26
Payroll .....	26
Maritime Business Real Estate: Area, Ownership and Location .....	27
Number and Origin of Customer Base.....	27
Longevity of Business .....	28
Prior Locations of Businesses .....	29
Plans for Expansion.....	29
Business Income.....	29
Business Conditions .....	30
Business Conditions .....	31
Advertising.....	31
ANNAPOLIS MARITIME BUSINESS ECONOMIC IMPACT .....	32
CONCLUSIONS .....	35
MARKET ECONOMICS' RECOMMENDATIONS .....	36
General Recommendations .....	36
Specific Recommendations .....	37
Recommendation One.....	37
Recommendation Two .....	37

## EXECUTIVE SUMMARY

---

### SUMMARY

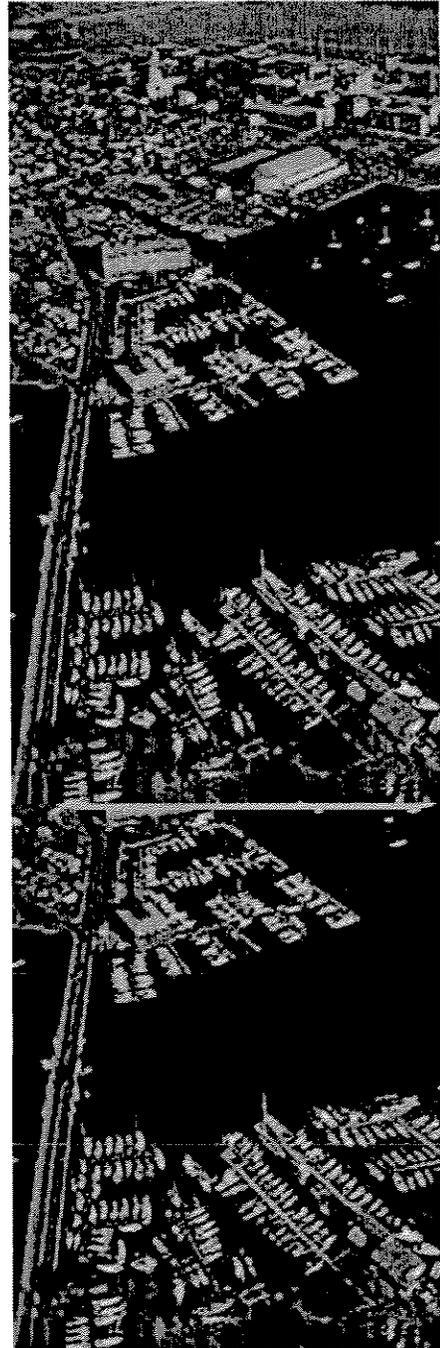
---

The 2008 analysis of the maritime businesses in the City of Annapolis confirms it as a major center for the selling and buying of recreational boats on the east coast. The maritime businesses are under constraints for affordable space due to growth of the business paired with rising rents and land costs. There has been a slowing in the number of new businesses relocating in Annapolis. The economic impact of maritime businesses to the city's economy remains one of the largest private sector contributors.

### BACKGROUND

---

The City of Annapolis has conducted analysis of the maritime businesses in light of its 1987 Maritime Zoning Regulations efforts to retain and grow maritime businesses with the city limits. There have been three previous maritime business studies done of the City of Annapolis. The initial study done by Litpon and Greer (1992) University of Maryland Sea Grant College Program identified Annapolis as a "maritime shopping center" with a critical mass for one-stop shopping for goods and services. In 1993, City Planning and Zoning Department under the direction of the Maritime Advisory Board, a City appointed board composed of maritime business leaders, conducted a "Maritime Industry Survey". The survey identified 200 known maritime businesses in the City of Annapolis, with a response rate of 50.5 percent or 101 businesses. The third study by ZHA in 2002 used the same questionnaire developed by the City of Annapolis Planning and Zoning Department in the 1993 study revealed a shift in the client base toward the regional Washington-Baltimore market since 1993.



# INTRODUCTION

## U. S. MARITIME INDUSTRY

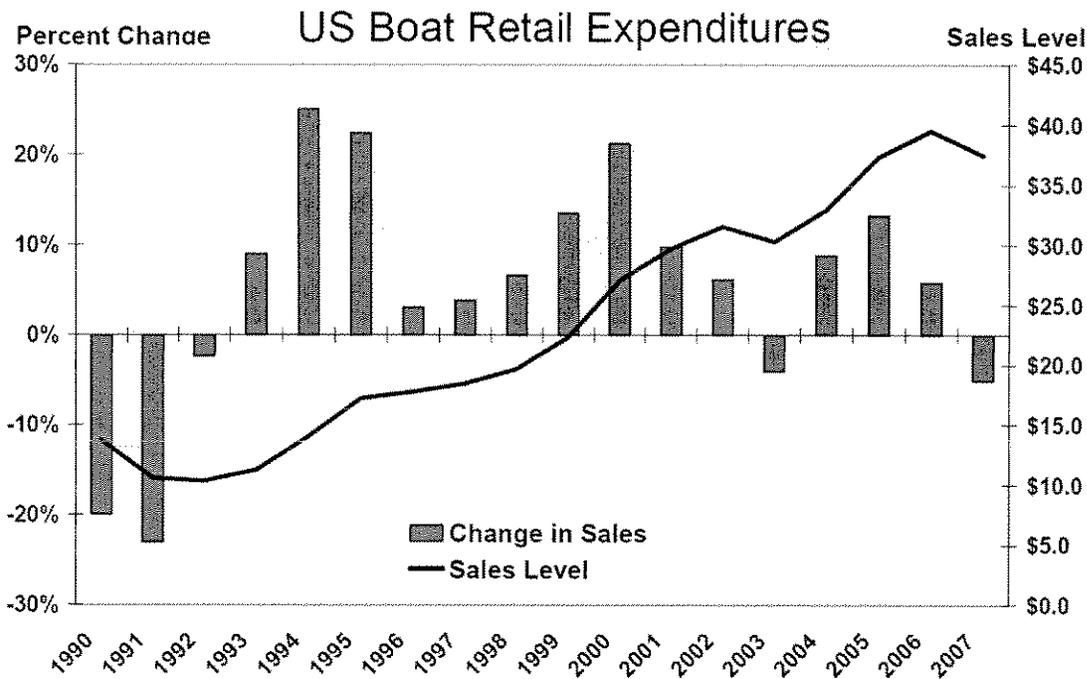
### INDUSTRY SEGMENT

Recreational boat makes up a major portion of the maritime industry as defined in this study, but also includes water sightseeing and water taxi service. As an industry, it reflects consumer disposable income estimated in 2007 to account for \$37.5 billion in retail expenditures and new sales. As an industry, it is very sensitive to consumer confidence and consumer spending. During the previous recession of 2001 over all recreational marine spending did not decline, but increased by 9.8 percent.

### RECENT SALES TRENDS

The growth in retail expenditures in the boating sector peaked in 2001 with a growth of 21.2 percent, up from \$22.3 billion in 2000 to \$27.1 billion in 2001. This is followed by a sharp decline in 2003, down by 4.1 percent only to rebound in 2004, up by 7.2 percent. Boat retail expenditures continued to grow into 2005, up by 13.4 percent. Since, 2005 there has been a fall off in the growth of spending to end 2007, down by 5.1 percent.

FIGURE 1

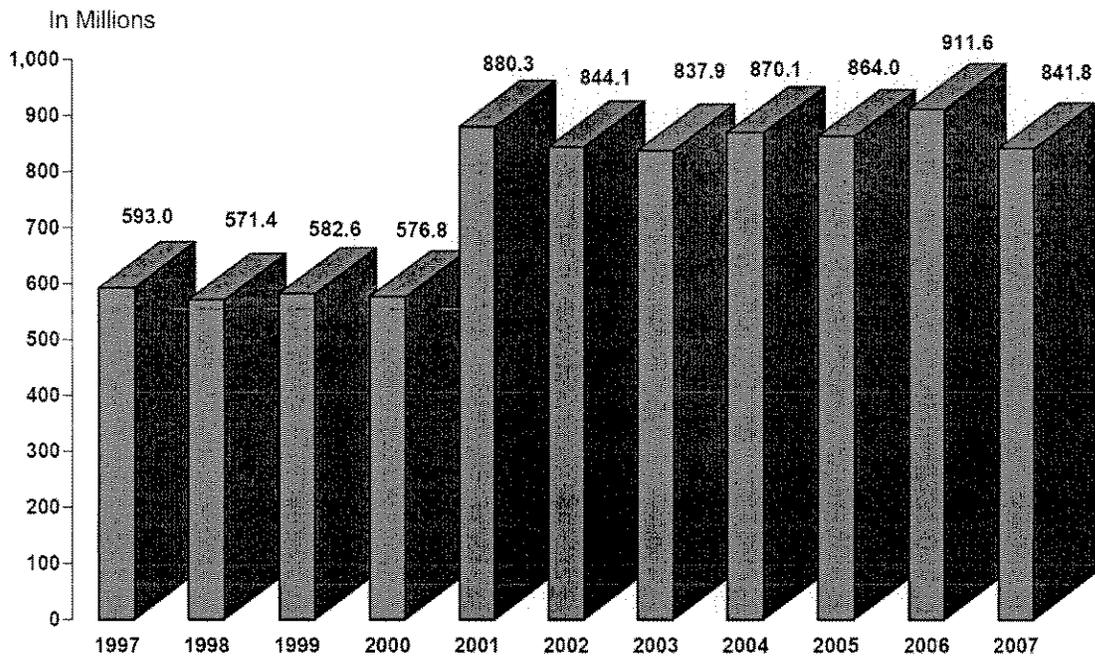


Source: National Association of Marine Manufacturers, 2007

Overall, US new boat sales have remained volatile since picking in 2001 where new boat sales doubled from 2000 by 52.6 percent. Since, 2001, the growth in new boat sales have volatile, down in 2002 and 2003, and up 2004. New boat sales turned down in 2005 only to rebound 2006, but turning down in 2007. The growth in US new boat sales tends to lag behind total retail sales, while boat sales peaked in 2001 national retail sales peaked two years prior in 1999.

FIGURE 2

### US Total New Boat Sales

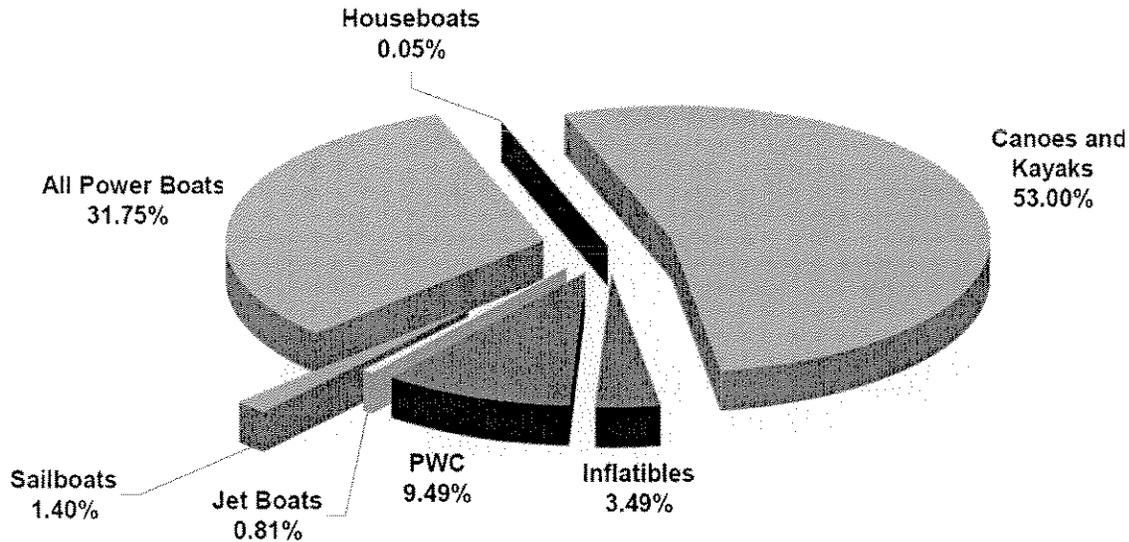


Source: National Marine Manufacturers Association, 2007

Most of the growth in new boat sales has been the growth in canoes and kayaks reflecting shifts in consumer allocation of recreational time as well as sensitivity to price. In 2007, canoes and kayaks reflected 53 percent of the numbers of new boat sales or 4.4 million boats produced. All forms of power boats including outboard boats, inboards, and stern drive boats comprise 32 percent of new boat sales in 2007. Sailboats represent only 1.4 percent of new boat sales, but experienced a 20.1 percent increase in sales from 2006 and 2007.

Figure 3

## US Recreational New Boat Manufacturing Market Share 2007



Source: National Marine Manufacturers Association, 2007

One of the main trends dominating the U.S. recreational marine products market, and to a lesser extent the overseas market, is the sale of small water-pump-propelled craft, such as personal watercraft (PWC) and jet boats. Once considered complementary, or at the very worst, a minor competitive annoyance, PWC now are seen as a bigger threat to conventional powerboat sales. Until recently this segment had experienced rapid growth (double-digit growth through most of the 1990s), but a fall in sales took place over the past three years. This was caused largely by consumer concerns about safety and environmental problems, with some consumers hesitating out of a fear that PWC would be banned in many places. The three-person PWC is now the top seller, reflecting an interest in broadening the activity to include water skiing and tubing and involving others. Furthermore, jet boats and personal watercraft have attracted many *new* boaters. The industry remains positive that increased sales of jet boats and personal watercraft will eventually lead to future sales of all boat products, despite the fact that the relatively low retail prices of these craft have lowered the annual dollar volume of sales.

### IMPORTS IN U.S. MARKETS

An increasing number of boats are being imported and in some cases as in the foreign automobile manufacturers, they have established their own manufacturing plants in the

United States. Boating in foreign markets is growing rapidly as foreign manufacturers service their own markets, catching up to U.S. manufacturers in economies of scale, and provides new price-competitive products. On the other hand, many consumers in overseas markets look for the “Made in the USA” label because they believe that U.S. manufacturers provide the highest-quality products available.

Imports increased dramatically in recent years, from about \$257 million in 1992 to \$997.4 Million in 1996.<sup>1</sup> Much (approximately 64%) of this \$740 million increase in imports can be attributed to activity in Canada, for three reasons. First, Canada already was the source of the majority of U.S. boat imports, with a 55% import market share; its share of the 1992-1996 increase was only slightly higher. Second, Canada is home to the largest maker of PWC, sales of which greatly increased in the United States over this period. Third, many U.S. manufacturers have purchased Canadian boat makers and shifted production to the newly purchased plants. It was projected that, over the 1996-98 period, imports would decline while exports would increase, cutting the \$378 million 1996 boat trade deficit to about \$150 million over those two years.<sup>2</sup> Further discussion of imports in the context of challenges and opportunities for the U.S. BBR industry appears in a later section of this report.

#### EXPORTS OF U.S. FIRMS TO FOREIGN MARKETS

From 1992 through 1996, the value of U.S. BBR industry exports declined; from about \$714 million to \$621 million (the latter figure actually represents a rebound from a low of \$504 million in 1994.) Most of this decline can be attributed to a reduction in sales to Western Europe, which in 1996 still accounted for nearly 40% of U.S. exports; sales to Latin American countries also slid. Exports to Canada and Mexico were essentially flat, making up approximately one-quarter of U.S. BBR industry exports. Increases in exports to Asia (not including Japan) and “Rest of World” (mainly Australia and Africa) were significant in percentage terms but not in dollar value.



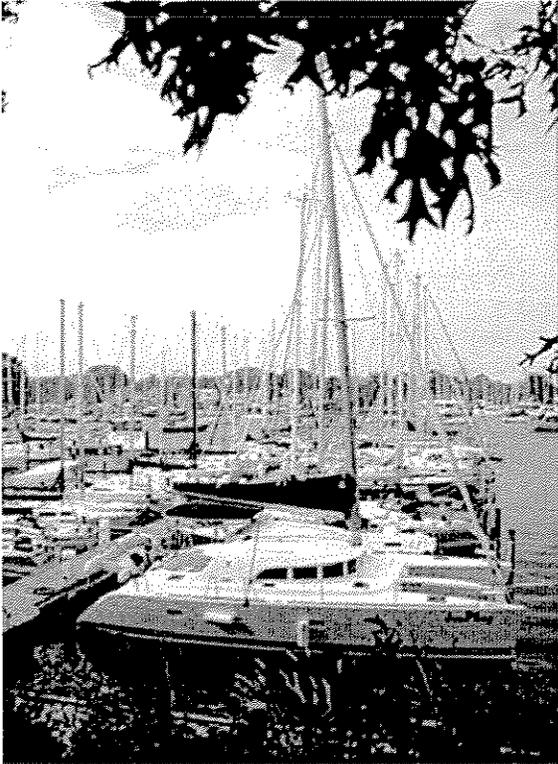
---

<sup>1</sup> Despite their recent rapid growth, imports still represent only about 5% of total U.S. boat sales.

<sup>2</sup> Since detailed import-export data become available with a lag, we will not be able to confirm the accuracy of this projection for one or two more years.

BUSINESS TRENDS

In 2002, the U.S. Census Bureau reported at 92,235 establishments with paid employees and non-paid employees primarily engaged recreational marine activities including water transportation and excursion and sighting boats, charter fishing, and marinas.<sup>3</sup> Of the 20,704 establishments with paid employees, the largest number was



boat dealers comprising nearly 27 percent of the industry or 5,523 businesses. Boat dealers alone employ 39,924 persons and combined industry sectors employ 193,638 people. The majority of recreational boating products are sold through retail establishments. Boat dealers in the United States are, for the most part, independent retailers. Although a retailer may choose to feature a particular manufacturer's boat, dealerships are not controlled or owned by that manufacturer.

Marine wholesalers play a significant part in the distribution of manufactured products to retail dealers. Most in the industry note that a wholesaler is necessary in a business where so many entrepreneurial fabrications and boat builders buy small amounts of

materials. In some areas such as marine fabrics, however, it is becoming more commonplace for mills to sell directly to the boat companies, which may make things more costly for small market entrants who buy in small quantities. Marine wholesalers represent 26 percent of all establishments in the marine industry and have the highest employment of 51,794.

The third largest number of establishments is marinas, comprising 21 percent of the total number of recreational marine establishments, and 14 percent of employment. Marinas play a central part for the storage and repair of recreational boats. Nationally, new marinas are becoming extensions of hotels and waterfront communities providing

---

<sup>3</sup> The 2002 Economic Census measures activity during calendar year 2002. Census forms will be mailed to more than 5 million companies in December 2002, with a due date of February 12, 2003.

docking only facilities and eliminating the function of repair and service. This reflects the increased federal and state environmental regulations placed on marinas providing repair and service functions. Pressure for waterfront development has forced marinas to close entirely with conversion into residential development.

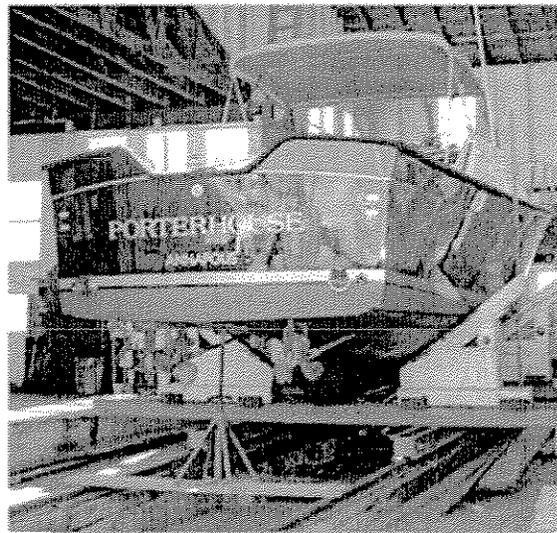
Boat repair establishments account for 11 percent of the establishments and 5 percent of establishment with paid employees. Somewhat overlooked in the marine industry is the number of establishments with no paid employees. These establishments comprise just the owners. From the 2002 Economic Census, for every one establishment with paid employees there 166 contractors (nonpaid employers) in boat repair. A major part of the reason is the low barrier to entry makes this an opportunity for workers with basic skills to enter the business. These establishments provide contract labor in the boat repair sector, while those with more technical skills have paid employees.

#### RECREATIONAL BOATING CONSUMERS

---

Individual consumers, who buy a boat primarily for use in recreational activities, make up the largest demand segment for the U.S. Boat BR industry, accounting for 79.4% of the value of sales in 1996.<sup>4</sup> The commercial (6.9%) and “other” (13.7%) segments account for the remainder of the market. There were an estimated 16.93 million registered, a non-registered boats in the United States as of 2007. This is down from the peak of 17.67 million in 2005. Compared to 2006, the number of boats in use during 2007 increased in all segments except sailboats and other boats. Nearly half of the boats in use were outboard boats.

Because of general demographic trends over the past twenty years, the age range of customers buying the largest number of boats has changed from the 18-to-34 age group to the over-44 age group. The median age of boat owners is at 45-49 years of age. This shift to the older population segment has caused marine manufacturers to rethink marketing strategies. The group over 44 years of age tends to prefer cruising with the family. They have more disposable income and the family activities tend to be high



---

<sup>4</sup> The same source reports that *unit* sales fell in the first nine months of 1997. This combination of increased dollar sales with decreased unit sales might be explained by the simultaneous drop in “jet ski”

valued.

US demand for recreational boating products, including boats and separately sold propulsion systems and accessories, is projected to rise 5.3 percent per annum through 2011 to over \$20 billion. Strong growth in recreation and leisure expenditures will support demand, as will gains in disposable personal income. The recreational boating market will benefit from strong population growth in the 55-64 age bracket, which are key end users of large, high-priced recreational boating products. Gains will be supported by the efforts of manufacturers and industry organizations to increase interest in boating among women, minorities, and other nontraditional boat buyers.

Powerboats are expected to see the fastest gains in the boat category through 2011, as these boats are more ideal for the aging population due to their ease of operation. Outboard powerboats are expected to post rapid growth, driven by the increasing popularity of boat packages that often include the motor, a trailer, and other various accessories that make the buying process simpler for the consumer. Such packages add dollar value to the outboard boat market, as well as a significant level of convenience for first-time buyers. Sterndrive powerboats are also expected to see healthy gains, benefiting from their high performance capabilities, fuel efficiency, and durability.

Separately sold propulsion systems are expected to be the fastest growing segment among recreational boating products through 2011. Gains will be supported by evolving environmental regulations, which will lead to more stringent emission standards on marine engines. These standards will require continual technological innovation, thereby increasing the overall cost of the engines. Demand for separately sold accessories is also expected to grow at a healthy pace, benefiting from a growing consumer interest in global positioning systems, as well as satellite-based communication systems.

## ANNAPOLIS, MARYLAND MARITIME INDUSTRY

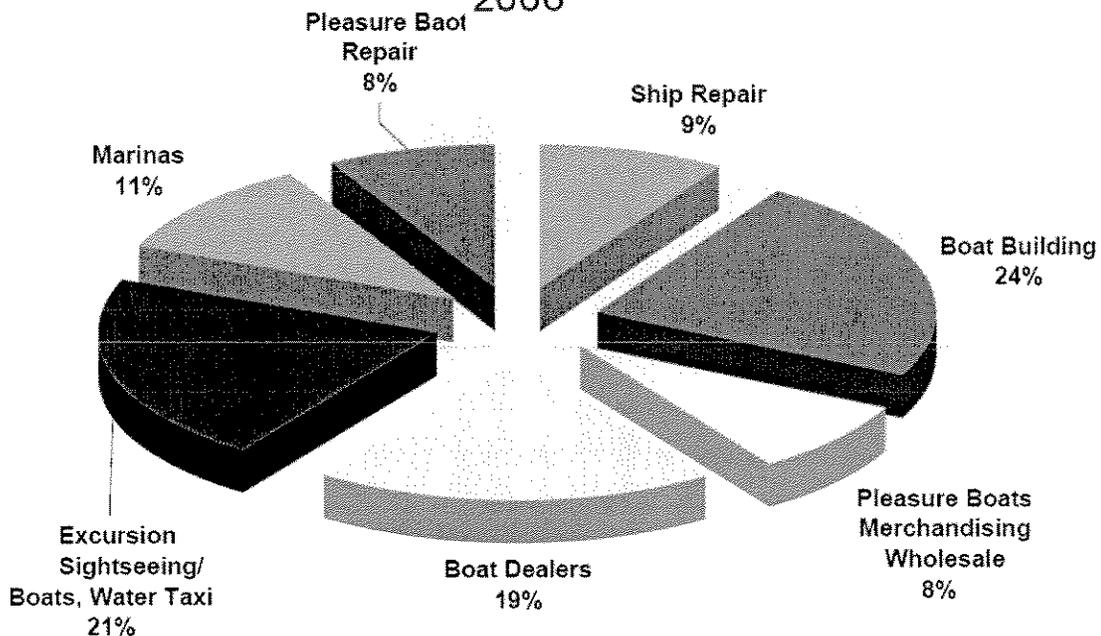
The City of Annapolis has been a small center of boat manufacturers including the home of Annapolis Yacht Yard building patrol boats for World War I and World War II, Owens Boats, and later John Trumpy & Sons building motor and sailing yachts. Since, that period several boat builders established production shops including Condor LTD, J. Gordon, Craine Brothers, Belkov Yacht Company, and Performance Cruising. There have been from time to time custom boat builders who had individual boat construction, but chose other locations for production. Since the 1960's, the City of Annapolis is known as the home for buying and selling of boats and the marine retail center.

### CLUSTERING OF MARITIME BUSINESS

Maritime businesses tend to cluster around major repair marinas that offer haul out of boats for repair and boat surveys. This clustering reflects the size of boats requiring lifting equipment as oppose to easily transportable boats via trailers. The City of Annapolis has nearly 15 percent of all the maritime businesses in Maryland. The City has a 24 percent of the boat building businesses in the state. Excursion, sighting boats, and water taxis comprise 21 percent of the state's share. Boat dealers account for 19 percent of the maritime businesses in Maryland.

FIGURE 4

### City of Annapolis Share of Maritime Businesses in Maryland 2006



CITY OF ANNAPOLIS SHARE OF MARYLAND MARITIME BUSINESSES

TABLE 1

---

<b>Maritime Industry Share</b>	
Ship Repair	9.1%
Boat Building	24.4%
Pleasure Boats Merchandising Wholesale	8.8%
Boat Dealers	19.8%
Excursion Sightseeing Boats, Water Taxi	21.4%
Marinas	11.2%
Boat Pleasure Repair	8.4%

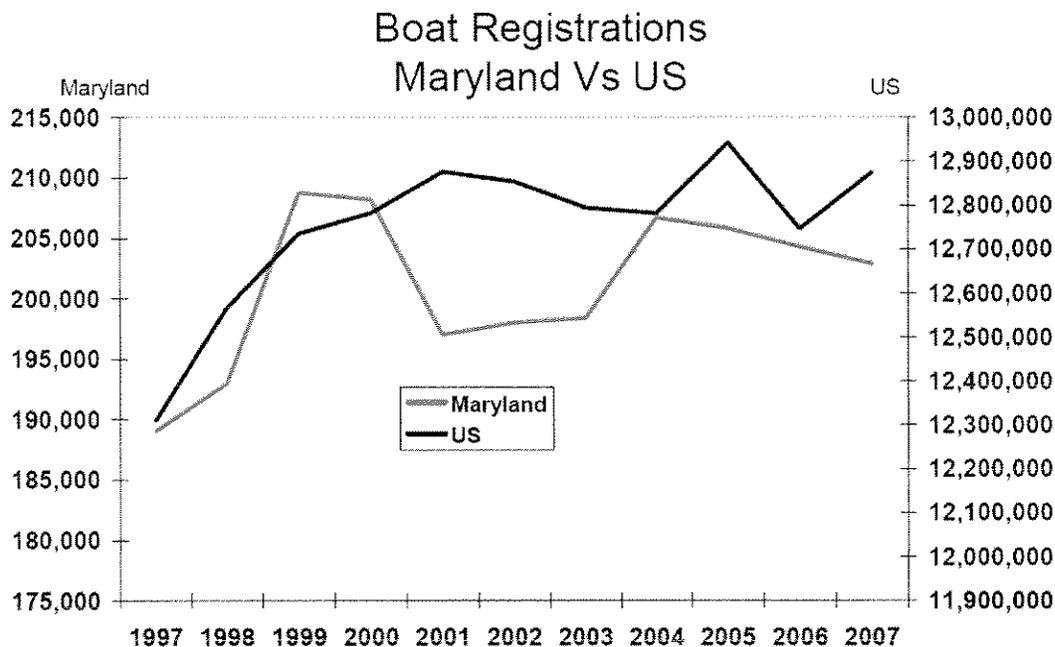
---

Source: U.S. Census County Business Patterns, 2008

## ANNAPOLIS MARITIME DEMAND

Annapolis has an estimated 2,387 boat slips at marinas and there are an estimated 1,000 private boat slips at individual homes and development complexes. In addition, the City of Annapolis has two public boat launching ramps as well as public water access to the streets ending at the City's waterways. The growth of boat slips has been limited by environment regulations involving multiple levels of government permit approvals. Annapolis is a major center for recreational boating for the Washington/Baltimore metropolitan area as well as drawing boat owners as far as the Philadelphia metropolitan area. Maryland Department of Natural Resources requires that any motorized boat 16 feet or longer that uses Maryland waters for a period of 30 days or more register the boat. Maryland boat registrations peaked in 2004 leading a similar peak of all state boat registrations in 2005. The chart shows that during the previous economic slowdown of 2001, Maryland boat registrations declined earlier and recovered sooner than did the nation.

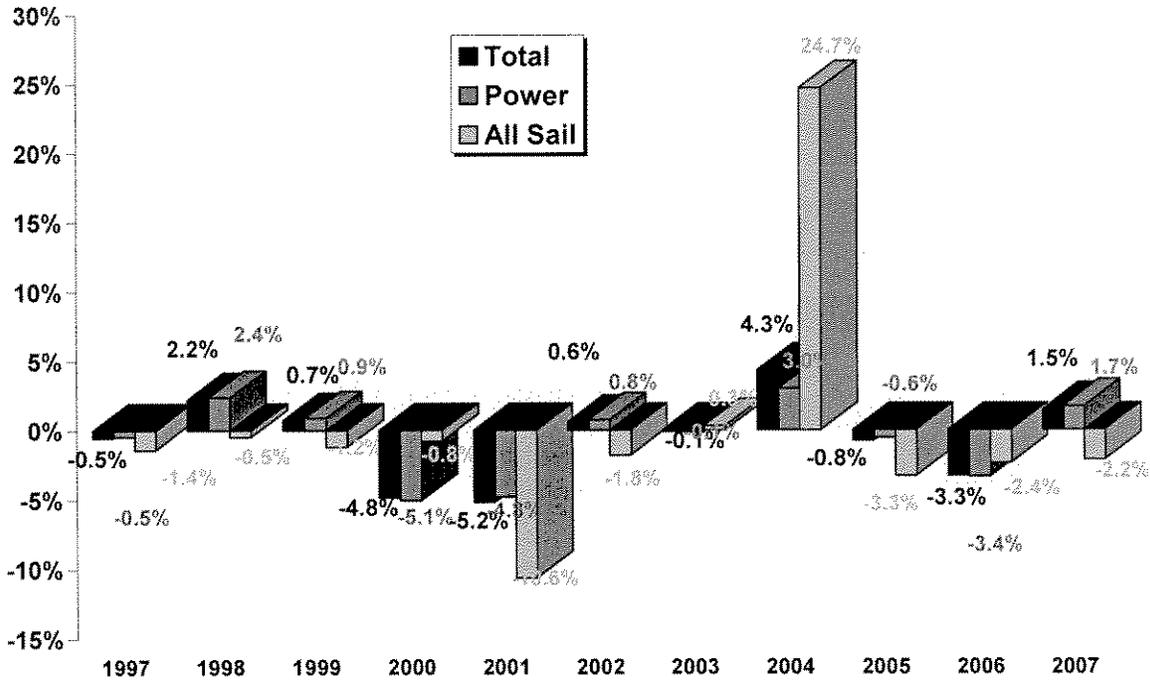
FIGURE 5



Source: U.S. Department of Transportation, U.S. Coast Guard, Boating Statistics, Washington, DC

FIGURE 6

## Growth in Maryland Boat Registrations

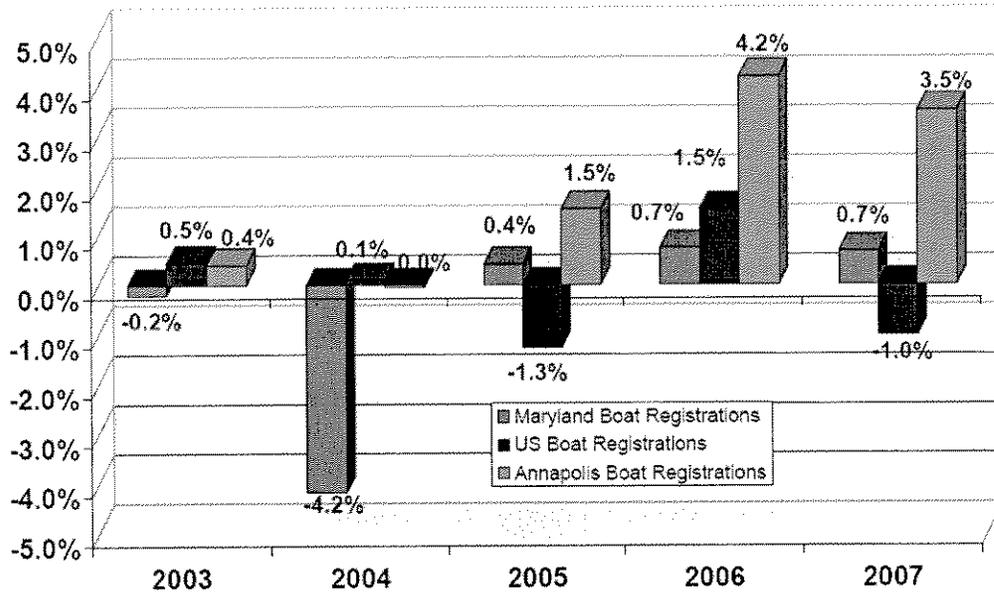


Source: Maryland Department of Natural Resources, 2008

In 2007, there were 8,453 boats whose owners resided in Annapolis or one-sixth of all boats whose owners resided in Anne Arundel County. Annapolis boat registrations resisted national and state-wide trends to end 2007, up by 3.5 percent compared to 0.7 percent growth in Maryland and a decline by 1.0 percent for the nation. However, like the state, the largest number of Annapolis boat registrations was in 2002, and 9,324 boats. Between 2002 and 2007, there was a decline of 871 registered boats or a drop of 9.3 percent.

FIGURE 7

## Annapolis Boat Registration Resists National Trend



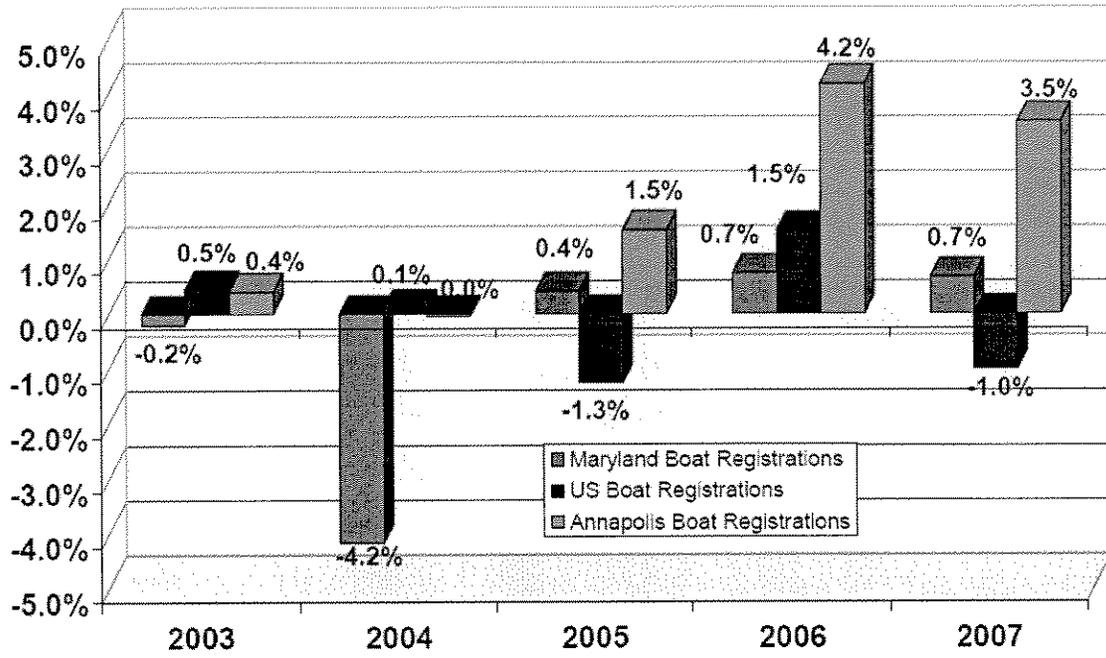
Source: Maryland Department of Natural Resources, 2008

### DEMOGRAPHICS OF BOAT OWNERS

From national demographic characteristics, we can apply that three out of four boat owners have an average household income under \$100,000. Nearly 68 percent of boat owners were married and the median age was 45–49 years. Annapolis draws boat owners from one the richest metropolitan areas in the nation comprising Washington-Baltimore and Philadelphia metropolitan areas. From national demographic characteristics, three out of four boat owners have an average household income under \$100,000. Our estimates suggest that the average household income for 75 percent of boat owners in the Washington-Baltimore, and Philadelphia area is under \$124,999 to reflect the higher median income of the area. Consistent with national figures that 68 percent of boat owners are married with the median age of 45 – 49 years. This reflects dual income households who are near their peak in earnings.

FIGURE 8

## Annapolis Boat Registration Resist National Trend



Source: Maryland Department of Natural Resources, 2008

## ANNAPOLIS MARITIME BUSINESS SURVEY

---

The City of Annapolis Department of Economic Affairs commissioned Market-Economics to analyze a survey of the city's maritime industry. In August 2008, the City's Department of Economic Affairs conducted a survey of maritime businesses in the City of Annapolis. This is the fifth survey of the maritime industry during the period 1986-2008. With proper precautions, the 2008 survey is comparable to the 2002 survey. Essentially, the same 20-question survey instrument was used by both surveys. Although "business samples" are referenced, both surveys attempted to reach all businesses within the scope of the study. Thus, both surveys were "universe" measures of maritime businesses existing at the time of each survey. As described below there may be some distinction in the actual boundaries of the survey areas. The 2008 survey had a smaller number of businesses in which the survey was mailed to than in 2002. The latter survey resulted in 101 usable responses from a total of 275 businesses. The current survey looks at 84 responses from 212 businesses. The response rate was 36.7 percent in 2002 and 39.6 percent in 2008. However, political boundaries may not fully explain the differences in survey size between 2002 and 2008. Further research to validate the employer directories of both surveys may be advisable. In addition, zip code boundaries could be analyzed to verify the scope of the surveys.

The geography of the 2002 survey is described as limited to businesses inside the Annapolis City limits. In 2008, 25% of the businesses surveyed were located near but outside the city limits. It is arguable that maritime businesses adjacent to Annapolis City are a part of the City's maritime industry market. However, for comparison purposes this 2008 survey analysis also speaks to the numbers and characteristics of businesses located within Annapolis City limits when appropriate and possible. Market-Economics consulted Dun and Bradstreet, a third party proprietary employer database to help understand the completeness of the business list that was used for the 2008 survey. Those findings are helpful and are discussed in the Employment section below.

Since the number of businesses contacted in each survey was different, comparisons between surveys are presented in percentage, average or number formats as appropriate. In addition, the consultant analyzed the survey questions for the entire study area and exclusively for Annapolis City, as indicated in table 2.

AREA ANALYSIS BY QUESTION

TABLE 2

#	Question	Entire Survey Area	City only*
1	N/A		
2	N/A		
3	Type of business (for detail, see "Business Types" section below or questionnaire in appendix)	X	X
4	Number of employees	X	X
5	How many are full-time? Part-time? Contractual?	X	X
6	What is your gross annual payroll?		X
7	Do you own or rent the building in which your business is located.		X
8	How many total square feet do you use for your business? Interior? Exterior?		X
9	Is access to the water critical for your business?		X
10	About how many customers do you have on an annual basis? Those out of state?		X
11	What percentage of this client base is: local? Regional? National? International?		X
12	How long have you been in business?		X
13	If you moved your business from outside Annapolis, when and where?		X
14	Do you have plans to expand your business in the near future?		X
15	If you plan to expand, in what way? (for detail, see questionnaire in appendix)		X
16	What was your unadjusted gross business income reported for 2007?		X
17	Business compared to this time last year, as per your 2007 tax report, (for detail, see questionnaire in appendix)		X
18	Business compared to this time three years ago, as per your 2007 tax report, (for detail, see questionnaire in appendix)		X
19	Do you market your business at boat or trade shows? If yes, which ones do you anticipate participating in during the next 12 months?		X
20	Do you advertise any publications? If yes, list below		X

\*Zip codes 21401, 21402 and 21403

## BUSINESS TYPES

In 2008, 38.8 percent of respondents indicated they operated more than one business type. The 2002 survey was about the same at 40.6 percent. In 2008, 44 different business types were reported. This compared to 30 business types reported in the 2002 survey. This indicates that during the period between surveys businesses became more varied in the products and services offered.

### SIGNIFICANT BUSINESS TYPES

Regarding the most often reported business types, the 2008 survey recorded eight (8) significant types. In 2002, only four (4) were noted:

SIGNIFICANT BUSINESS TYPES IN TOTAL SURVEY AREA: 2002 AND 2008

TABLE 3

2002 Business Type	Respondents	% Response	Share of Rank
Yacht broker/dealer	21	20.8%	1
Marine Hardware	14	13.9%	2
Marinas, slips only	14	13.9%	3
Rigging/fabricators	12	11.9%	4

TABLE 4

2008 Business Type	Respondents	% Response	Share of Rank
Yacht broker/dealer (rs)	17	21.3%	1
Marina/boatyard (gs)	16	20.0%	2
Marine electrical (gs)	15	18.8%	3
Marine engine sales/service (gs)	15	18.8%	4
Marine Hardware (rs)	13	16.3%	5
Woodworking/carpentry (gs)	12	15.0%	6
Rigging/fabricators (rs)	11	13.8%	7
Marinas, slips only (rs)	8	10.0%	8

Significant\*

\*significant share defined as 10% or more

(rs) means business type remained significant from 2002 to 2008

(gs) means business type gained significance from 2002 to 2008

Comparing the two surveys shows that in 2008 the category Yacht broker/dealer remained the highest number of responses. Three (3) other business types remained significant, but their ranks changed as four (4) additional significant business types were recorded. The expanded list of significant business types between 2002 and 2008 suggests a broadening of Annapolis' core maritime industries. This suggests that the

existing maritime businesses have increased their diversification to capture a variety of marine services. For example, a sailmaker may advertise canvas covers including bimini tops and tent booms

The expanded geography of the 2008 survey made possible the inclusion of business types outside the City of Annapolis. To control for this difference, a separate analysis of Annapolis City respondents from zip codes 21401, 21402 and 21403 were separately examined. The results continue to show a broadening of significant business types. Table 5 shows business types located in the city of Annapolis in 2002 and 2008. The net effect of analyzing only City zip codes leaves intact the earlier observation that a noticeable increase occurred in significant business types between 2002 and 2008. Although “slip only” marinas lose significant status in 2008, Marina/boatyard, woodworking/carpentry and marine electrical gain significant status.

SIGNIFICANT BUSINESS TYPES IN ANNAPOLIS CITY: 2002 AND 2008

TABLE 5

2002 Business Type	Respondents	% Response	Share of Rank
Yacht broker/dealer	21	20.8%	1
Marine Hardware	14	13.9%	2
Marinas, slips only	14	13.9%	3
Rigging/fabricators	12	11.9%	4

TABLE 6

2008 Business Type	Respondents	% Response	Share of Rank
Yacht broker/dealer (rs)	11	17.7%	1
Marine electrical (gs)	10	16.1%	2
Woodworking/carpentry (gs)	9	14.5%	3
Rigging/Fabricators (rs)	9	14.5%	4
Marine Hardware (rs)	8	12.9%	5
Marina/boatyard (gs)	7	11.3%	6

Significant\*

\*significant share defined as 10% or more

(rs) means business type remained significant from 2002 to 2008

(gs) means business type gained significance from 2002 to 2008

Note: Responses that provided insufficient information to identify a zip code were assumed to be in the City.

#### ALL BUSINESS TYPES (ENTIRE SURVEY AREA)

In all, 43 business types were reported; 25 of the 27 stipulated in the questionnaire and 19 “other” responses. There were no responses for business types “transportation/shipping” and “inflatable sales and repairs.” The two following charts show all reported business types throughout the study area 1) In questionnaire order and 2) By frequency of response.

FIGURE 9

## Business Types In Questionnaire Order

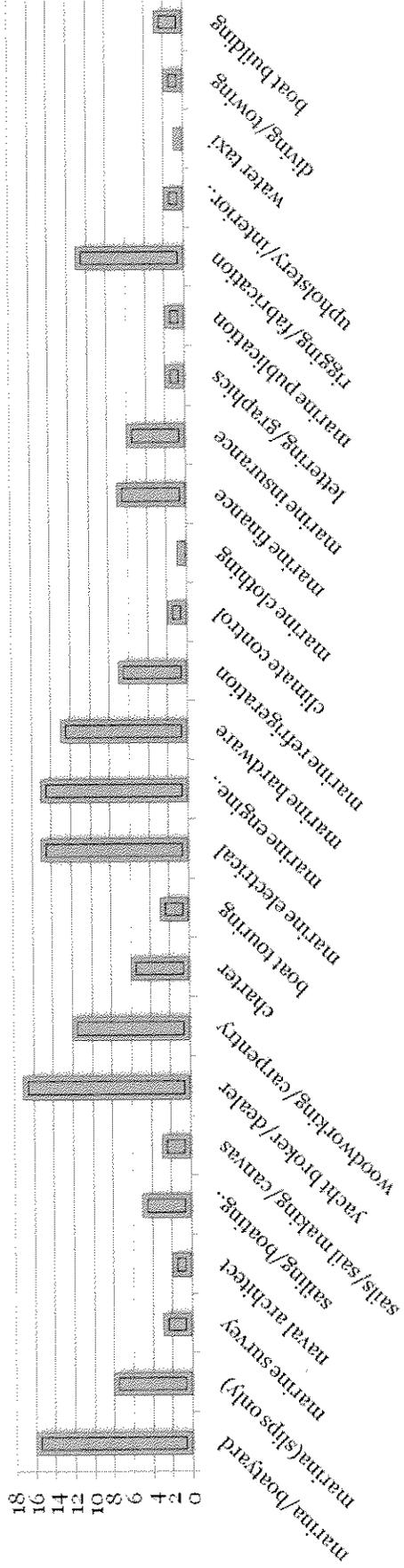
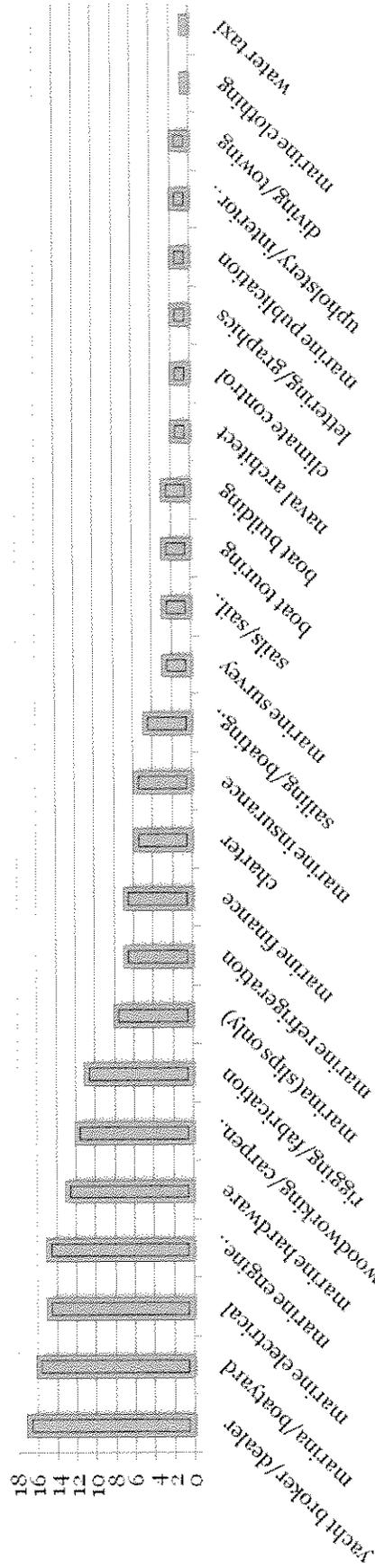


FIGURE 10

## Business Types By Frequency



## EMPLOYMENT

The report of the 2002 survey concluded that there were between 1,650 and 1,787 persons employed by the marina industry in 2002. There were 275 businesses surveyed. Businesses responding (101) indicated they



employed 1,386 persons at the time. The range for total employment was determined by multiplying the median of six (6) or the average of 6.5 employees for the 101 responding businesses by all of the employers that were surveyed (275).

In 2008, City Of Annapolis Department Of Economic Affairs identified and surveyed 212 businesses in which 84 businesses responded. The survey tabulation and analysis showed that responding businesses employed 922. Average employment was 10.8 and median employment was six (6).

A total of 63 of the 84 businesses responding were located in Annapolis City, and 680 of the 922 persons reported as employed were located in zip codes 21401, 21402, and 21403. Average employment was 10.8 and median employment was six (6) employees. Market economics noted the presence of an “outlier” significantly raising the average employment of all respondents. The outlier was removed and the average employment for responding businesses declined to 8.8 employees.

The particular concern is arriving at the universe of total maritime employment because of the response rate. Using the same methods for gathering names of maritime businesses in 2002 and 2008, there were 275 in 2002 and 212 in 2008. Market-Economics considered two methods for estimating total marina industry employment in Annapolis City.

1. Use a representative alternate measure of Annapolis marina businesses. Market-Economics queried Dun & Bradstreet for the number of city businesses in the industries thought to be representative of business types used in the 2008 survey questionnaire. Dun and Bradstreet indicate 134 such city businesses. Start with the 63 city businesses that reported employment of 680 persons. Estimate the number of non-responding businesses as 71 (134 – 63). Use average employment of 8.8 employee business average to estimate employment of non-responding

businesses. This yields 625 persons. Adding the 680 and 625 brings the total employment estimate to 1,305 persons.

2. Use the results of the 2008 survey and add an estimate for those employers who did not respond. This scenario most resembles the approach followed by ZHA, Inc. in the 2002 survey. By this method city, maritime employment is estimated at 1,480 persons. Start with the 637 persons reported as employed. City respondents (59) represent 74% of all respondents. Assume that 74% of all 212 surveyed businesses are located in Annapolis City. There are 157 city businesses that received questionnaires. If 59 responded, there were 98 that did not. Using the 8.6 employee business average, an estimated city employment of non-respondents was 843 persons. Adding the 843 to the 637 persons reported as employed by 59 businesses yields a total employment estimate of 1,480.

Clearly, the divergence between the above two methods is explained by differences in the estimates of non-respondents; 75 from method 1 and 98 from method 2. Using the same average employment of 8.6 times the different number of non-respondents (23) equals 198, which is the difference between 1480 and 1282.

The two estimates are used as a 2008 employment range to contrast with the 2002 survey. Results are shown in table 7 below.

#### ANNAPOLIS MARITIME INDUSTRY EMPLOYMENT ESTIMATES

TABLE 7

<b>Survey Year</b>	<b>Low</b>	<b>High</b>	<b>Average</b>
2002	1,650	1,787	1,719
2008	1,305	1,525	1,415
Change 1 (Low-Low) (High-High)	-345	-262	
Change 2 (High-Low) (Low-High)	-482	-125	
Change Average			-304
Percent Change 1	-20.9%	-15%	
Percent Change 2	-27.0%	-7.6%	
Percent Change Average			-17.7%

Source: City of Annapolis Maritime Survey, 2008

Change 1 represents differences between the matched highs and lows from each survey, i.e. the low 2008 subtracted from the low 2002 (-345) and the high 2008 subtracted from the high 2002 (-262). Change 2 represents differences between the 2002 high estimate and the 2008 low estimate (-482) and differences between the 2002 low estimate and the 2008 high estimate (-125).

The above table represents a matrix of possible employment change in the Annapolis marina industry's employment between 2002 and 2008. All estimates of employment change are negative ranging from a low of -125 to a high of -482. The spread represents a decline of 357 jobs. For comparison to the 2002 survey, this analysis adjusted the 2008 estimates as far as possible to insure that only city businesses were included. The averaging of both highs and lows results in a decline maritime of -17.7 percent, with a loss of 304 jobs.

#### FULL-TIME PART-TIME AND CONTRACTUAL EMPLOYMENT

No adjustments have been made to estimates of full-time, part-time, and contractual employment. Any imprecision in total employment estimates would surely be compounded in those subsets. Therefore these estimates are presented as percentages and compared to 2002 full-time employment, the only related statistic available from the 2002 survey.

#### PERCENTAGES OF FULL-TIME, PART-TIME, CONTRACTUAL EMPLOYMENT 2008

TABLE 8

<b>Emp. Type</b>	<b>Total Study Area 2002</b>	<b>Total Study Area 2008</b>	<b>Annapolis City</b>
Full-time	47.5%	68.7%	61.5%
Part-time	N/A	27.0%	33.2%
Contractual	N/A	4.3%	5.3%

Source: City of Annapolis Maritime Survey, 2008

During the period between the 2002 and 2008 surveys, the proportion of workers employed full-time grew from 47.5 percent to 61.5 percent in the city. Conversely, the proportion of workers employed part-time or contractually fell from an implied 62.5 percent to 38.5 percent. These changes suggest a work force that grew more stable and permanent over the eight years.

#### PAYROLL

Slightly over half of all businesses located in Annapolis City shared information on annual payroll. Thirty-seven employers reported aggregate payroll of \$17,233,860. These businesses employed 472 persons with average annual pay of \$36,512. This average is lowered significantly by the inclusion of part-time and contractual employees as well as those working full-time. The average annual employee pay increased by \$8,281, up by 29.3 percent between 2002 and 2008. The 2008 average annual pay of \$36,512 is significantly above the rate of inflation of the 2002 wage adjustment of \$34,333 or the nominal average annual pay of \$28,231.

The questionnaire did not break out types of employment by employer payroll. However, those employers reporting only full-time employment allow some insight into how the pay of full-time workers differs from all workers. Half of the respondents who reported payroll information employed only full-time workers. Average annual wage for that group were \$56,629. Average payrolls were \$472,420. The median payroll was \$250,000.

The 2002 survey reported an average annual wage of \$28,231. For full-time workers, the annual wage was “between \$45,000 and \$50,000,” but the method of computation was not explained.

**MARITIME BUSINESS REAL ESTATE: AREA, OWNERSHIP AND LOCATION**

Businesses were asked about their facilities in terms of square footage, whether they owned or rented their place of business and if proximity to the water was critical to business operation. City businesses occupied nearly 750,000 square feet in their operations. Of the total, 177,459 square feet were described as interior and 543,674 square feet were put to exterior use. Both the 2002 and the 2008 surveys described a nearly identical average of 3,500 interior square feet for business operations.

Regarding ownership vs. renting, 21 percent of respondents reported owning their facilities and 79 percent rented. This is a notable decline from the 30 percent ownership reported in the 2002 survey. When asked if access to the water was critical to business operation, 71 percent said Yes. This was a marked increase from the approximately 55 percent who so indicated in 2002.

**NUMBER AND ORIGIN OF CUSTOMER BASE**

In 2008, 54 respondents indicated a total number of 175,016 customers. The average business had 3,241 customers. The range of customers reported from the survey ranged between 8 and 100,000. The mid-range (midpoint 50%) was 100 to 400 and the median customer base was 200.

**ORIGIN OF CUSTOMER BASE**

TABLE 9

<b>Origin of Customer Base</b>	<b>1993 Survey</b>	<b>2002 Survey</b>	<b>2008 Survey</b>
Local	47.5%	68.7%	28.3%
Regional	28.0%	35.8%	30.9%
National	35.5%	4.3%	25.9%
International	2.4%	4.2%	14.9%

Source: City of Annapolis Maritime Survey, 2008

Comparison of 2008 survey to earlier surveys suggests significant change in the customer base. The origin of the customer base has shifted markedly to international markets. This has represented a continued growth trend noticed in the 2002 survey. International customer base increased from 2.4 percent in 1993 to 4.2 percent in 2002 to 14.9 percent in 2008. The recent growth of international customers is offset by declines in regional and local shares, while national customer remains relatively stable in 2008.

The surveys did not distinguish the flow of international business as import or export. However, comparative currency values can help explain the flow of international trade and the overall increase in the international share of customer base. In periods of high US dollar strength against foreign currencies, international trade tilts to imports. In contrast, when the U.S. Dollar is weak against European and Asian currencies international trade tilts to exports. Over the past 3 years, the relative strength of European and Asian currencies has contributed to significant increase in U.S. exports. This has led to the growth of international customer base from 4.2 percent share in 2002 to 14.9 percent in 2008.

#### LONGEVITY OF BUSINESS

Ninety percent of respondents reported the number of years they have been in business. The average was 19.5 years and the median was 17 years in business. The range was 1.5 years to 40 years. The average remains stable since the 2002 survey, which measured the average age of the business surveyed to 20 years. The share of new business doubled from 8.4 percent in 2002 to 17.5 percent in 2008, which accounted for the slight drop in the average age of business from 20 years in 2002 to 19.5 years in 2008. However, there is a significant increase in the businesses over 30 years, up from 14.7 percent in 2002 to 17.5 percent in 2008.

#### MARITIME BUSINESS LONGEVITY

TABLE 10

<b>Years in Business</b>	<b>2002 Survey</b>	<b>2008 Survey</b>
0-5 years	8.4%	17.5%
6-10 years	10.5%	10.5%
11-15 years	15.8%	19.3%
16-20 years	13.7%	8.8%
21-30 years	36.8%	26.3%
30+ years	14.7%	17.5%
Average Years	20	19.5

Source: City of Annapolis Maritime Survey, 2008

#### PRIOR LOCATIONS OF BUSINESSES

Seven businesses reported that they had relocated to Annapolis from elsewhere. Origins of these moves included Rhode Island, Florida, Overseas, Eastern Shore, and Alexandria, Virginia. There were two business reported moving from Edgewater, Maryland. The survey respondents did not report when their moves took place, so there is no way to determine if any of the respondents were among those reported in the 2002.

#### PLANS FOR EXPANSION

In 2008, fifty-five respondents or 87 percent of all respondents answered the question concerning business expansion. Forty-four percent indicated plans to expand. This is down from 54.3 percent of the respondents in the 2002 survey. The decline in businesses planning to expand is understandable as many businesses feel pressure with 2007 and 2008 rise in energy costs and slower consumer spending.

#### REASONS FOR BUSINESS EXPANSION

TABLE 11

<b>Reason for Expansion</b>	<b>2002 Survey*</b>	<b>2008 Survey*</b>
New Employees	53.8%	50.0%
Space	28.8%	50.0%
New Equipment	34.6%	37.5%
New Services	38.5%	33.3%
New Products	40.4%	37.5%
Other <sup>1</sup>	7.7%	25.0%

\*Percentage of respondents who indicated that reason (exceeds 100% because of multiple selections).

Source: City of Annapolis Maritime Survey, 2008

In 2008, a larger share of respondents reported that their plans included adding space. A higher percentage of the respondents (37.5 percent vs. 34.6 percent) indicated plans for new equipment purchasers. Fewer 2008 respondents reported expansion plans for new services and new products. The share of “Other” as an indicated in expansion plans appears to be overstated. Other category was used to clarify a chosen prescribed expansion type. For example, one respondent reports plans to add space and new services, but also clarified and expound on the answer by indicating, “acquire restaurant” in “Other.”

#### BUSINESS INCOME

Forty-six percent of all respondents reported their gross business income. The average annual gross business income was \$3,487,662. The median was \$770,300 and the mode (2 responses) was \$500,000. The range of incomes reported varied between

\$32,000 and \$32,000,000. The total gross business income of all responding businesses was \$101,142,192. This compared with 2002 survey results of gross business income of average of \$2,155,498, median \$600,000, mode (2) 1 \$1,000,000 and 2 at \$800,000. The range was \$25,000 to \$40,000,000. Comparing the two survey results, the average annual gross business income was up by 61.8 percent between 2002 and 2008. For the period of 2002-2008, median gross income rose 28.4 percent.

#### BUSINESS CONDITIONS

In 2008, 87 percent of all respondents answered the question regarding business conditions. This was down from 94.1 percent response rate in the 2002 survey. From the 2008 survey, 33.4 percent of respondents reported either somewhat worse or considerably worse business conditions compared to one year ago. This compared with 23.1 percent of respondents in 2002 who reported conditions were somewhat or considerably worse to one year ago. When comparing 2008 business conditions with those of three years ago, the results are similar. In 2008, 32.7 percent of the businesses reported somewhat or considerably worse conditions, while in the 2002 survey 22.1 percent of the businesses reported.

#### ANNAPOLIS MARITIME BUSINESS CONDITIONS

TABLE 12

Conditions	One Year Ago		Three Years Ago	
	2002	2008	2002	2008
Considerably Better	5.3%	1.8%	21.1%	25.5%
Somewhat Better	42.1%	28.1%	42.1%	30.9%
The Same	30.5%	36.8%	13.7%	10.9%
Somewhat Worse	16.8%	28.1%	16.8%	21.8%
Considerable Worse	6.3%	5.3%	5.3%	10.9%

Source: City of Annapolis Maritime Survey, 2008

Fewer businesses reported improved business conditions in 2008. Only 29.9 percent of businesses surveyed reported conditions were considerably better or somewhat better than one year ago. This compared to 47.4 percent in 2002. When respondents looked back three years, the pattern was similar though the differences narrowed, 56.4 percent in 2008 versus 63.2 percent in 2002.

These findings seem to be in keeping with the general economic conditions at the time of the surveys, respectful for the periods they referenced. There are just beginning signs of a 2008 recession as consumers have begun to reduce purchases. In March of 2001, a recession began and lasted through November 2001. Thus, respondents in the 2008 survey were looking back at better times, while respondents from 2002 survey were looking back at worse times. The results of the two surveys reflect those perspectives.

#### BUSINESS CONDITIONS

Fifty-six of the respondents indicated whether they participated in trade shows. The major had participated in trade shows, 37 said Yes and 19 said No. There were 30 different choices of in trade shows the majority of those who participated in trade shows, participated in the Annapolis Sail Show (30 responses) and the Annapolis Power Boat Show (23 responses). The Baltimore Boat Show and the Bay Bridge Boat Show followed with 7 and 6 responses, respectively. For more distant events, the Miami Boat Show received a modest mention. Three respondents said they participated in international shows.

#### ADVERTISING

Fifty-two of the respondents indicated whether they advertised or not, 36 said Yes to advertising and 16 said No, they did not advertised. Of the 36 who said they advertised did so in 50 different magazines, journals, and other media forms. The most often mentioned sources were SpinSheet (15 responses), the Portbook (7 responses), PropTalk (6 responses), Newspapers (5 responses), Chesapeake Bay Magazine, Cruising World, and the Internet each garnered 4 responses. Passagemaker Sail, Sail Magazine, Sailing, Salty Dog, Yachting World, and the Yellow Pages each received three responses.

## ANNAPOLIS MARITIME BUSINESS ECONOMIC IMPACT

To examine the economic contribution of the maritime businesses to the local economy of the City of Annapolis, Market-Economics used the IMPLAN (Impact Analysis for Planning) model specified to reflect the City of Annapolis. The IMPLAN model captures direct, indirect, and induced effects resulting from the changes of final demands. Inputs in the model we use total employment of the maritime sector provided by Dun & Bradstreet count for 2007 of \$78,300,000 in sales and 747 jobs.

Using the IMPLAN model for the City of Annapolis, Market-Economics ran separately for each of the major maritime sectors to look at the individual contributions to the City of Annapolis economy. The direct effects measure the spending as result of the total employment inputs of that sector. As shown in Table 13, boat dealers including retail marine stores have the highest direct spending. Indirect measure reflects spending of business buying and selling among each other. The commissioning or outfitting of new or existing boat at point of sale requires installation of new equipment, which includes direct purchases, as well as installers of the marine equipment. Induced measures reflect spending of households as dollars are generated to households as result of the initial spending. City of Annapolis - Economic Impacts of Maritime Employment

TABLE 13

Maritime Industry Share	Direct	Indirect	Induced	Total
Ship Repair	\$376,742	\$60,804	\$85,999	\$523,545
Boat Building	\$17,774,138	\$2,662,685	\$2,977,280	\$23,404,313
Pleasure Boats Merchandising Wholesale	\$955,510	\$185,593	\$260,512	\$1,401,619
Boat Dealers	\$21,145,492	\$4,030,363	\$6,097,375	\$31,273,229
Excursion Sightseeing Boats, Water Taxi	\$4,050,894	\$537,680	\$1,657,527	\$6,246,100
Marinas	\$7,253,612	\$1,855,119	\$1,674,402	\$10,783,133
Boat Pleasure Repair	\$17,087,168	\$3,180,508	\$2,097,712	\$22,365,389
TOTAL	\$68,643,556	\$12,512,752	\$14,850,807	\$95,997,328

Source: IMPLAN, Market-Economics, Inc. 2008

A second effort is to use the **Boat Economic Impact Model** developed by Mahoney, Stynes, and Cui. The economic impact model is used to examine a “destination marina” in Annapolis, Maryland and the spending as result of trips and maintenance of craft kept in the marina. As a “destination marina,” it is characterized as being in a part of a high spending area with many different spending opportunities including restaurants, entertainment, and shopping. Using a marina we selected in the City of Annapolis, the marina has 165 slips with space for 10 boats up to 65 feet in length. More than half of the slips are of sailboats, with the average length 35 feet in length. It is estimated that the 165

seasonal/annual slip renters will take their boats out on the water a total of 5,430 days in 2007. The average number of boating days per boat is 32 days. The marina rents slips to transient boaters a total of 90 nights in 2007.

NUMBER OF BOATS KEPT AT THE MARINA AND THEIR ESTIMATE NUMBER OF BOATING DAYS

TABLE 9

Boat Type and Size	Number of Boats	Average Days Per Boat	Total Boat Days
Power <40'	30	28	853
Power 40'+	45	30	1,372
Sail <40'	36	28	1,020
Sail 40'+	54	39	2,095
Transient Power	-	-	60
Transient Sail	-	-	30
<b>TOTAL</b>	<b>165</b>	<b>32</b>	<b>5,430</b>

Source: Boat Economic Impact Model, 2008

Included in the calculations are the boaters who rent slips for the season or annually contribute to the local and state economies through spending on the upkeep and maintenance of their craft and spending on their boating trips. Boaters who keep their boats in slips will spend about \$3,082,000 annually on craft upkeep and maintenance not counting fuel. This spending is broken down as follows: 21% on slip/storage fees, 31% to loan payments including principal and interest, 21% for repairs, 7% for insurance, and 15% for accessories. Combining trip and craft spending, a typical boat spends \$2,893 per year on boating trips and \$12,088 per year on craft-related expenses. Total trip spending by these boats kept at the marina is estimated to be \$1 million, with 17% spent on marina services, 25% on restaurants and bars, 21% groceries, 5% auto fuel and 19% boat fuel.

The direct economic effects on the local economy of this spending are 28 jobs<sup>5</sup>, \$0.7 million in labor income and \$1.2 million in value added<sup>6</sup>. The marina's non-labor operating costs such as purchases of supplies and services from other firms are not included as value added by the marina. Direct effects cover the impacts in businesses

<sup>5</sup> Jobs are not full time equivalents, but include full time and part time jobs. Seasonal positions are adjusted to an annual basis, e.g., two jobs for six months equates to one job on an annual basis. Labor income includes wages and salaries, payroll benefits and income of sole proprietors. Value added includes labor income as well as profits and rents and sales taxes and other indirect business taxes.

<sup>6</sup> Value added is the income accruing to households in the region plus rents and profits of businesses and indirect business taxes. As the name implies, it is the net value added to the region's economy. For example, the value added by a marina includes wages and salaries paid to employees, their payroll benefits, profits of the marina, and sales and other indirect business taxes.

selling goods and services directly to these boaters. This includes 12 jobs in marina services, 4 jobs in restaurants and bars, and 5 jobs in retail stores.

Including secondary effects, the total impact on the local economy is 40 jobs, \$1.1 million in labor income and \$1.9 million in value added.

ECONOMIC IMPACT OF BOTH CRAFT AND TRIPS SPENDING BY BOATS KEPT AT THE MARINA

TABLE 10

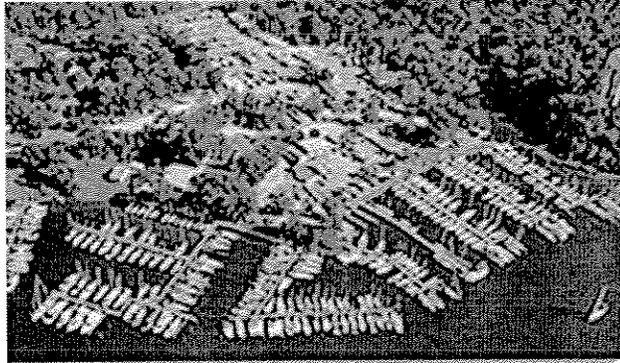
Sector/Spending category	Sales (\$ Thousands)	Jobs	Labor Income (\$ Thousands)	Value Added (\$ Thousands)
Direct Effects				
Lodging	9.4	0.2	4.1	6.7
Marina Services	782.5	12.2	289.5	485.9
Restaurant	187.3	4.4	78.3	88.4
Recreation & Entertainment	31.0	0.5	11.5	19.2
Repair & Maintenance	638.1	4.0	130.8	300.6
Insurance & Credit	79.8	0.7	37.6	67.9
Gas Service	41.0	0.4	17.1	22.3
Other Retail Trade	248.3	5.3	117.8	163.4
Wholesale Trade	-	-	-	-
Other Local Production of Goods	-	-	-	-
Total Direct Effects	2,017.4	27.7	686.7	1,154.4
Secondary Effects	1,204.3	11.9	419.2	697.2
<b>Total Effects</b>	<b>3,221.8</b>	<b>39.6</b>	<b>1,105.9</b>	<b>1,851.7</b>

Source: Boat Economic Impact Model, 2008

## CONCLUSIONS

---

The 2008 maritime business survey and analysis conducted in August and September 2008 represents a comprehensive survey of marine business conducted since 2002. The study combines data from the government records from the U.S. Economic Census and a survey of maritime businesses in the City of Annapolis. The survey response rate 37.7 percent of all 212 maritime businesses and the broad range of types of businesses responding creating a representative sample. In addition, Market-Economics attempted to quantify the contributions of the maritime businesses to the local economy.



The key findings that Market-Economics to this conclusion are the following:

- Employment numbers in the maritime industry show from the survey an average decline of -12.1 percent between 2002 and 2008.
- Maritime business contribute \$96 million in both direct, indirect, induced spending in the City of Annapolis.
- A single “destination marina” in the City of Annapolis contributes \$3.2 million in total sales, \$1.8 million value added, and 40 jobs to the local economy.
- The average maritime business has been in existence for 21.8 years.
- There has been a decline in the number of new maritime businesses moving to Annapolis –down from eight who moved to the City in 2002 to four who moved in 2008.

## MARKET ECONOMICS' RECOMMENDATIONS

---

The 2008 survey points to a need for development of a maritime business retention program. Several boat manufacturers have reported difficulty in the permitting process and building expansion. They have considered relocations to other jurisdictions in Maryland and in North Carolina that have a more aggressive maritime attraction programs. North Carolina offers a Small Business and Technology Development Center that is focus on the maritime industry. The center offers special market development service supporting business and employment growth for the state's marinas, boatyards, boat dealers, boat builders, marine construction firms, and product/service providers.

### GENERAL RECOMMENDATIONS

---

- Development of Maritime Business Appreciation Week –city staff from the key departments visit the maritime businesses. Get to know the issues of maritime business owners reduce the view that government is a hindrance to business development.
- The marketing of Annapolis as the “Sailing Capital” should include a marketing of its maritime businesses. Private directories such as the “Portbook” should be encouraged to list all business at not cost with a subsidy from the City of Annapolis as oppose to separate publications. The Portbook is distributed widely and provides a reference guide for maritime services.
- Development of a website identifying services and/or products provided in the maritime industry. This could be done in conjunction with Marine Trades Association of Maryland, Portbook, Guide to Cruising the Chesapeake Bay, and Waterway Guide publications –not recreating the wheel, but make a better wheel.
- Work with statewide economic development agencies to serve as a confidential resource for potential new-to-the-state boating industry business owners.
- Promoting marketing efforts through trade shows, media advertisement and articles, monthly newsletters, and development of website of maritime services. North Carolina has created separate promotional materials for the maritime industry.
- Develop a one-stop shop for permit activity and flow process for permitting. Many business owners are not aware of the procedures and processes of seeking permit approvals. As a result, they become frustrated not know whom to contact in the City of Annapolis government.

## SPECIFIC RECOMMENDATIONS

---

Annapolis is ahead of other maritime communities in creating a Maritime Zone. However, the maritime zone without maritime businesses is just preserving an empty shell. The difficulty becomes with creating tax incentives as well as sources of business financing to assist maritime businesses. We have created a series of recommendations to attempt to provide assistance to maritime business.

### RECOMMENDATION ONE

Follow through with creating a Maritime Enterprise Zone and creating a low cost revolving loan pool for maritime businesses to draw on for purchase of capital goods and targeted employment. This loan pool would be financed through Industrial Revenue Bonds. The proceeds from the bond sale are loaned to businesses to pay for capital investment projects of equipment and targeted job hiring. In turn, the company must pay the loans back over a set term. The sponsoring government gives its name to the bond issue, but not its credit rating.

An example is of Indiana that created a Maritime Opportunity District. The District granted ten-year tax abatement for new manufacturing equipment; ten-year property tax abatement for all inventory produced for export according to a specific schedule; a reduction in the adjusted gross income tax according to a schedule ranging from 100 percent in the first year to 20 percent in the eighth year. The goal of the program is to increase port activity. However, for Annapolis businesses, the goals could be a measurable outcome in terms of new employment and growth in business earnings. This would be a pro-active approach to help the maritime businesses to grow.

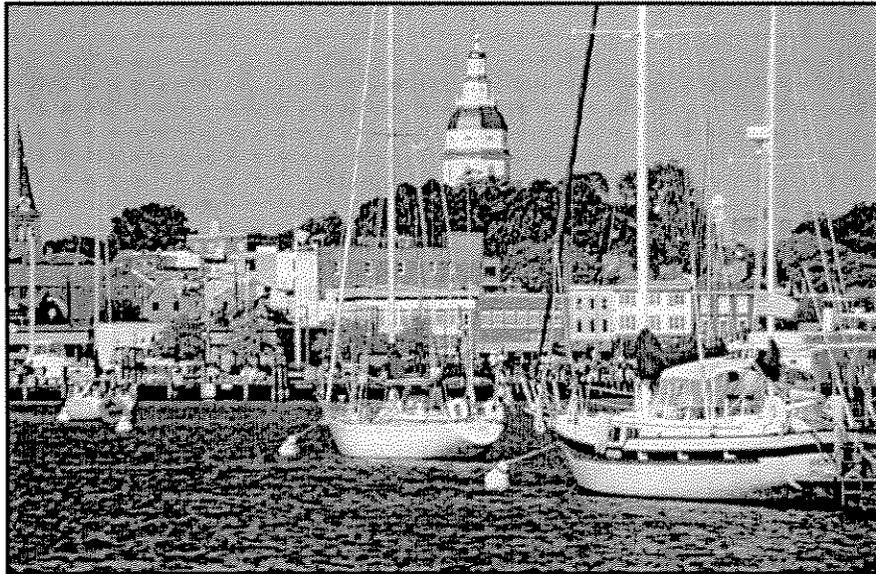
### RECOMMENDATION TWO

The City of Annapolis creates a Maritime Business Technology Center similar to that of the Life Science Center in Baltimore City. The focus would combine technology applications for the maritime business particularly as increasing number of recreational boats are composites requiring more advanced methods of boat repair and construction. The use of former David Taylor Research Center as an added maritime center for repair and new construction would add value to the Annapolis maritime business for large-scale repairs and fabrications.

One such example is Maine's North Star Alliance, which is a maritime industry focus on economic development initiative devised to grow new business and to create jobs along coastal Maine. The initiative includes business, R&D, education, and workforce development centered on Maine's boat building, marine, and composite industries. The program was created at the state level and brings together three major industry associations; they consist of the Maine Composites Alliance, Maine Built Boats Inc., and the Maine Marine Trade Association. Additional partners include the University of

Maine, Maine Community College System, Maine Technology Institute, Maine Community Foundation, local and regional Workforce Investment Boats, regional economic development districts, Governor's Office, and the State Department of Labor, Economic and Community Development, and Education.

# Maritime Industry Preservation Analysis



Prepared for:

**City of Annapolis – Department of Economic Affairs**

Prepared by:

**Basile Baumann Prost Cole & Associates, Inc.**

177 Defense Highway

Annapolis, Maryland 21401

Phone: 410-266-7800 Fax: 410-266-7866

[www.bbpa.com](http://www.bbpa.com)



July 31, 2009

Table of Contents

Executive Summary of Findings..... 1

1.0 Introduction..... 2

    1.1 Study Purpose..... 2

    1.2 Report Organization ..... 2

2.0 Maritime Industry in Annapolis..... 3

    2.1 Background & History ..... 3

    2.2 Past Maritime Industry Assessments..... 4

    2.2 Waterfront Maritime Districts ..... 4

3.0 Maritime Industry Preservation: Financial Mechanisms ..... 11

    3.1 Overview..... 11

    3.2 Tax-Increment Financing..... 11

    3.3 Section 108 Loan Guarantee Program..... 23

    3.4 Conclusion..... 25

4.0 Maritime Industry Preservation: Non-Financial Mechanisms ..... 26

    4.1 Overview..... 26

    4.2 Non-Financial Mechanisms ..... 26

5.0 Case Studies ..... 31

    5.1 Overview..... 31

    5.2 Case Studies ..... 31

## **1.0 Introduction**

### **1.1 Study Purpose**

Basile Baumann Prost Cole & Associates, Inc. (BBPC) was retained by the City of Annapolis, Maryland – Department of Economic Affairs to determine what mechanisms are available to aid in the retention and preservation of the City's historic maritime industry. As the Annapolis maritime industry is critically important to the local economy and the city's bond rating, the purpose of this analysis is to identify key preservation mechanisms, including financial and non-financial, that the City can implement to aid in the preservation of the local maritime industry.



### **1.2 Report Organization**

This final report is organized into five sections. These sections include:

Section 1	Introduction
Section 2	Maritime Industry in Annapolis
Section 3	Maritime Industry Preservation: Financial Mechanisms
Section 4	Maritime Industry Preservation: Non-Financial Mechanisms
Section 5	Case Studies

## 2.0 Maritime Industry in Annapolis

### 2.1 Background & History

Established by Native Americans and English settlers, the maritime industry of Annapolis has thrived for centuries due to its unique location and proximity to the waters of the Chesapeake Bay. Once known as a main port for shipping, increased competition from the nearby Port of Baltimore resulted in the Annapolis harbor becoming a prime location for watermen, boat builders and craftsmen. As Annapolis became home to several boat manufactures, the harbor was an important location as the boatyards served as major military contractors constructing watercraft for the British and Russian navies.

As the need for boatyards diminished, prime waterfront properties were either sold or subdivided and non-maritime uses began impinging these sites. In order to protect and preserve the unique character of the waterfront and encourage maritime-related businesses to locate on the waterfront properties, the City of Annapolis adopted a comprehensive maritime zoning ordinance in the 1980's.

Majority of the existing Annapolis maritime industry can be found on the Eastport peninsula, where the following type of maritime businesses are located: custom and production boat builders, new boat dealers, yacht brokerages, naval architects, engine mechanics, yacht carpenters and cabinet makers, fiberglass fabricators and marine welders, riggers and sail makers, painters and finishers and navigation instrument technicians.<sup>1</sup> Today, the City of Annapolis maritime industry is valued at approximately \$1 billion and consists of roughly 3,000 boat / yacht slips.<sup>2</sup>

Over the past decade, the Annapolis maritime industry has shown signs of decline due to a number of pressing issues.<sup>3</sup> The lack of affordable space, high property taxes, high cost-of-living, strict environmental regulations and increased competition from other maritime communities along the east coast present a difficulty to maritime businesses and employees in the City of Annapolis. Another contributing factor to the industry decline is due to the fact that many maritime-related businesses have moved their business manufacturing and operations to low-cost employment areas overseas including locations such as South Africa, Malaysia, and Spain.<sup>4</sup> Maritime employment, the number of new maritime businesses and the number of boat registrations has seen significant drops over the past several years within the City of Annapolis.

<sup>1</sup> The Annapolis Maritime Museum – [www.amaritime.org](http://www.amaritime.org)

<sup>2</sup> City of Annapolis – Department of Economic Affairs

<sup>3</sup> HometownAnnapolis.com – “Report shows signs maritime industry is in decline” – 1/25/09

<sup>4</sup> HometownAnnapolis.com – “City’s sailmaking industry now a dying art” – 5/24/09

**2.2 Past Maritime Industry Assessments**

Over the years, the City of Annapolis and selected consultants jointly surveyed maritime industry businesses in the City of Annapolis in 1993, 2002 and 2008 to gauge the general health of the Annapolis maritime industry. Surveys were sent via mail to approximately 200 to 300 businesses. Below are results and key findings of each survey.

<b>Exhibit 1: Summary of Annapolis Maritime Business Surveys</b>	
<b>Year</b>	<b>Results / Key Findings</b>
<b>1993</b>	<ul style="list-style-type: none"> <li>➤ Maritime industry is smaller than it was in the mid 1980's, in terms of employment, space usage and gross business income</li> <li>➤ Has endured the worst of the recession and is showing signs of improvement</li> </ul>
<b>2002<sup>5</sup></b>	<ul style="list-style-type: none"> <li>➤ Maritime industry is, in general, stable and healthy</li> <li>➤ Has experienced considerable growth in certain subsectors of the industry since 1993, both in the numbers of businesses, the number of employees in the industry and income and impact generated by the industry</li> <li>➤ Yacht brokerage has experienced a retrenchment over the past several years</li> <li>➤ Majority of the businesses indicated business was better than previous years</li> <li>➤ Many respondents indicated they would be expanding their businesses</li> </ul>
<b>2008<sup>6</sup></b>	<ul style="list-style-type: none"> <li>➤ Identified Annapolis as a major center for the selling and buying of recreational boats on the east coast</li> <li>➤ The maritime businesses are under constraints for affordable space due to growth of the businesses paired with rising rents and land costs</li> <li>➤ Maritime industry employment decline of 12 percent between 2002 and 2008</li> <li>➤ Recent slowing in the number of new businesses relocated to Annapolis</li> </ul>

Of the most recent survey conducted in the fall of 2008, responses from maritime businesses suggest that the Annapolis maritime industry is rapidly shrinking as it loses boat-related jobs and businesses.

**2.2 Waterfront Maritime Districts**

In 1987, the City of Annapolis implemented maritime zoning regulations in efforts to retain and grow maritime businesses within the city limits. As a result, four maritime districts, as specified under Title 21 Planning & Zoning of the Annapolis City Code, were established. Each waterfront maritime district has a unique purpose pertaining to the maritime industry and geographical location within the City of Annapolis.

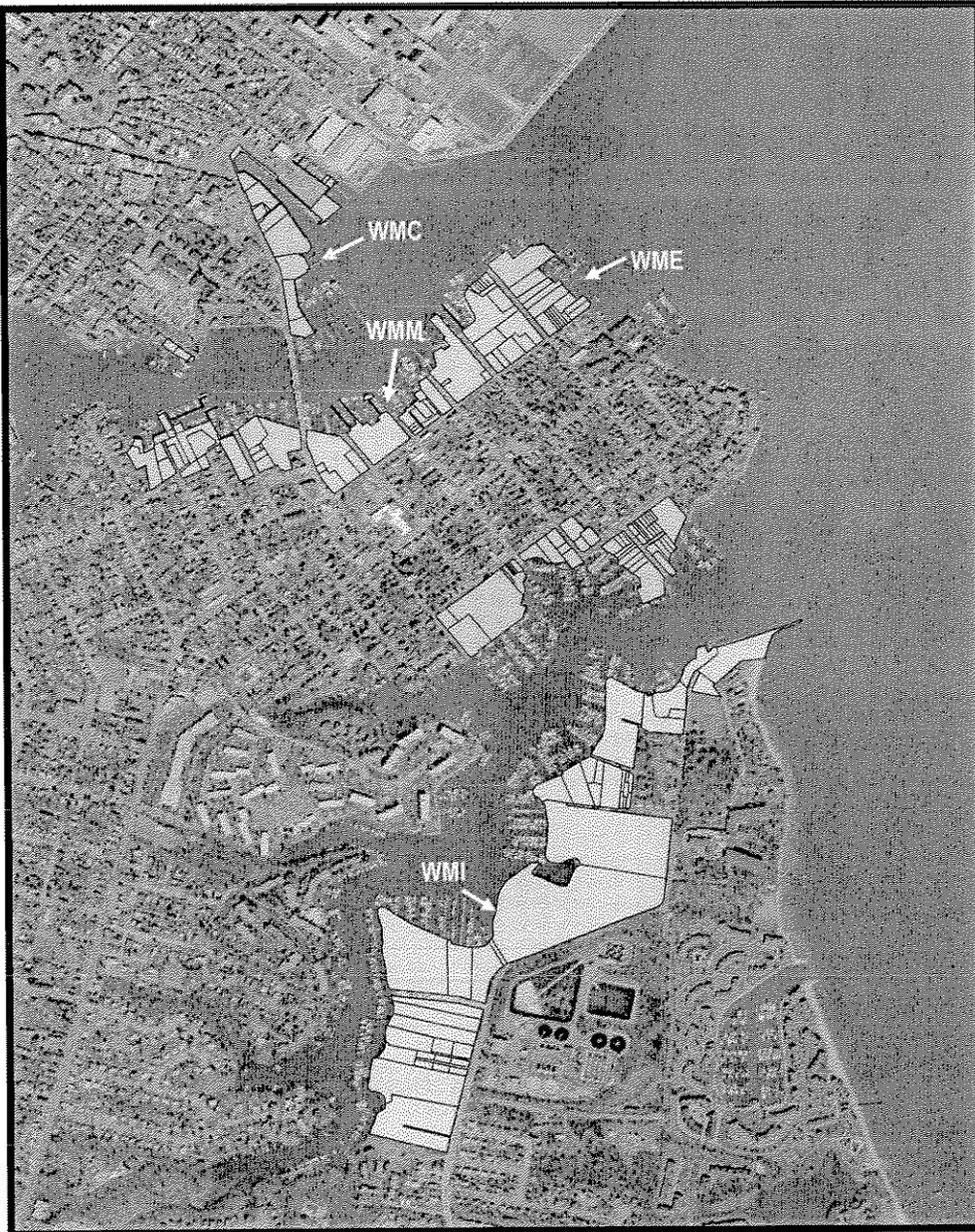
<sup>5</sup> ZHA Maritime Industry Survey Report (2002)

<sup>6</sup> Market Economics Maritime Industry Economic Survey (2008)

## Maritime Industry Preservation Analysis

To understand the characteristics of the waterfront maritime districts in the City of Annapolis, BBPC provided a map and detailed descriptions of each of the districts which contain majority of the local maritime businesses. (Note, all data pertaining to number of parcels, acreage and assessed value were provided by the City of Annapolis Department of Planning & Zoning – GIS.)

**Exhibit 2: Map of City of Annapolis Maritime Districts**



Source: City of Annapolis GIS & BBPC

### Waterfront Maritime Conservation District (WMC)

- **Purpose:** Intended to provide a location for maritime-related activities, public access and recreational uses of the waterfront in an attractive environment which supports and is harmonious with the interrelationship of the historic urban core, the waterfront and adjacent commercial and residential uses<sup>7</sup>
- **Geographic Location:** WMC Parcels are roughly bound by the following streets and / or body of water: Market Space to the north, Dock Street to the north and east, Annapolis Harbor / Spa Creek to the east and south and Compromise Street / 6<sup>th</sup> Street Bridge to the east.
- **Significant Maritime-Related Businesses:** National Sailing Hall of Fame, Annapolis Yacht Club, Fleet Reserve Club, Fawcett Boat Supply, Pusser's Caribbean Grille, Annapolis Yacht Basin, and Annapolis Marriott Waterfront Hotel
- **Number of Parcels:** 16
- **Acreage:** 8.43 acres
- **Assessed Value of WMC Parcels:** \$54,063,400



<sup>7</sup> Annapolis City Code Chapter 21.46.020 WMC Waterfront Maritime Conservation District

### Waterfront Mixed Maritime District (WMM)

- **Purpose:** Intended to reserve areas along the water's edge for maritime uses, provide an environment for supporting maritime merchandising efforts and to encourage the preservation of existing buildings and uses. In support of specified maritime uses, the district also provides for some non-maritime uses. The visual image of this area as an active maritime center is to be encouraged and maintained.<sup>8</sup>
- **Geographic Location:** WMM Parcels are roughly bound by the following streets and / or body of water: Annapolis Harbor / Spa Creek to the north, 1<sup>st</sup> Street to the east, Severn Avenue to the south and 6<sup>th</sup> Street to the west.
- **Significant Maritime-Related Businesses:** Includes Annapolis Yacht Club, Annapolis City Marina, Pier 4 Marina, Hinckley Yachts, Yacht Haven, Maritime Solutions, Passport Yachts, Intrinsic Yacht & Ship, Trident Funding Corporation, and Chart House Restaurant
- **Number of Parcels:** 141 (includes 116 condominium units as parcels)
- **Acreage:** 17.50 acres
- **Assessed Value of WMM Parcels:** \$104,521,300



<sup>8</sup> Annapolis City Code Chapter 21.46.030 WMM Waterfront Mixed Maritime District

### Waterfront Maritime Eastport District (WME)

- **Purpose:** Intended to provide a location for maritime and accessory uses in conjunction with single-family residences in areas where the existing lot configuration limits the effective functioning of maritime industrial operations<sup>9</sup>
  
- **Geographic Location:** The WME is comprised of three separate locations, all of which are on the Eastport peninsula. WME (1) is roughly bound by the following streets and / or body of water: Annapolis Harbor / Spa Creek to the north and east, Severn Avenue to the east and south, and 1<sup>st</sup> Street to the south and west. WME (2) is roughly bound by the following streets and / or body of water: Eastern Avenue and Chester Avenue to the north, Back Creek to the south, 1<sup>st</sup> Avenue and Eastern Avenue to the east, and 6<sup>th</sup> Street to the west. WME (3) is roughly bound by the following streets and / or body of water: Spa Creek to the north, Severn and Boucher Avenues to the south, 6<sup>th</sup> Street to the east and Lockwood Court to the west.
  
- **Significant Maritime-Related Businesses:** Annapolis Yacht Club, Eastport Yacht Club, Severn Sailing Association, Seafarers Yacht Club, Turner Marina, Sarles Boatyard & Marina and Petrini Ship Yard
  
- **Number of Parcels:** 146 (includes 71 condominium units as parcels)
- **Acreage:** 27.29 acres
- **Assessed Value of WME Parcels:** \$104,780,520



<sup>9</sup> Annapolis City Code Chapter 21.46.050 WME Waterfront Maritime Eastport District

### Waterfront Maritime Industrial District (WMI)

- **Purpose:** Intended to provide a location for land intensive maritime and accessory uses which require or clearly benefit from a waterfront location; It is the further intent of this district to support the City's maritime industry by limiting competing land uses and buffering adjacent uses from the adverse effects of permitted uses<sup>10</sup>
- **Geographic Location:** WMI Parcels are roughly bound by the following streets and / or body of water: Back Creek to the north and west, Bluffs Lane to the south, and Edgewood Road / Carr's Beach Road / Bembe Beach Road to the east.
- **Significant Maritime-Related Businesses:** Bert Jabin Yacht Yard, Port Annapolis, Annapolis Sailing School, and Performance Cruising
- **Number of Parcels:** 40
- **Acreage:** 59.87 acres
- **Assessed Value of WMI Parcels:** \$34,971,090



<sup>10</sup> Annapolis City Code Chapter 21.46.040 WMI Waterfront Maritime Industrial District

## Maritime Industry Preservation Analysis

---

These four maritime districts within the City of Annapolis contain majority of the City's maritime industry businesses and will serve as the geographic focus of our financial and non-financial analysis in determining ideal mechanisms to aid in the preservation of the maritime industry. Of these four waterfront maritime districts, BBPC intends to focus more on one district – WMI – given the availability of possible land areas under single private or public ownership for redevelopment that could aid in city-wide maritime industry preservation efforts.

## 3.0 Maritime Industry Preservation: Financial Mechanisms

### 3.1 Overview

To provide a source of funding to aid in the preservation of the Annapolis maritime industry, BBPC analyzed two financial mechanisms available to the City of Annapolis: Maryland's Tax-Increment Financing statute and the United States Department of Housing and Urban Development's Section 108 Loan Guarantee Program.

### 3.2 Tax-Increment Financing

Available through the State of Maryland's Tax Increment Financing Act, tax-increment financing is an applicable tool the City of Annapolis could utilize as a source of financing to aid in the preservation of the local maritime industry.

#### History of Tax-Increment Financing (TIF)

Tax increment financing was originally developed over 30 years ago as a method to meet the local match requirements of federal grant programs. With the reduction in federal funds available for local projects, however, tax increment financing is standing on its own as a method to finance local redevelopment. State law controls tax increment financing. Because of this control, tax increment financing takes a number of techniques and appearances throughout the country.

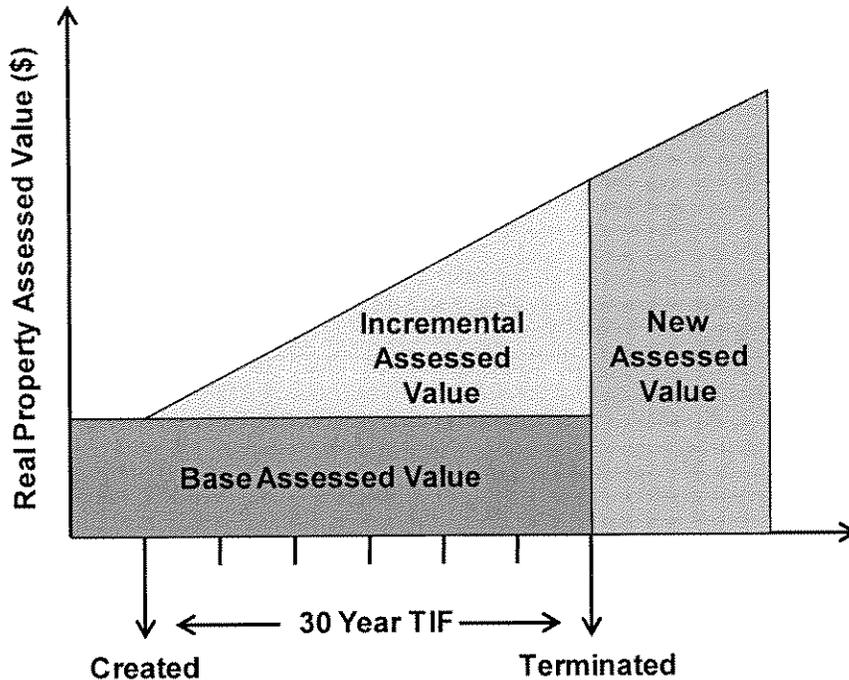
#### Tax-Increment Financing in the State of Maryland

Under the State of Maryland Statute, Sections 14-201 through 214 of Article 41 of the Annotated Code of Maryland (the "Tax Increment Financing Act") authorizes all counties and municipalities in the State of Maryland, other than Baltimore City, to utilize tax increment financing for the purposes of financing the development of industrial, commercial or residential areas. In Annapolis, TIF financing has been extended to the Park Place project. The City secured the approval of Anne Arundel County to add their tax receipts to further support this TIF financing.

The Tax Increment Financing Act authorizes the issuance of bonds to be payable from a special fund created in connection with the district which will hold the incremental tax payments. The municipality must designate by resolution a contiguous area within its jurisdiction as the "development district" from which the incremental tax payments are to be pledged. The portion of the annual property taxes on property located within the development district which exceeds the taxes on the "original assessable base" for such properties is thereafter to be paid into this special fund for purposes of repaying special obligation bonds issued by the county or municipality. The

graphic below depicts the TIF model focusing on assessed value of parcels located within the "development district" over the life of the project.

Exhibit 3: Assessed Value over the Life of TIF



Source: BBPC

Under the Tax Increment Financing Act, proceeds from bonds issued can be applied to the following purposes:<sup>11</sup>

- The cost of purchasing, leasing, condemning, or otherwise acquiring land or other property within the designated development district area or as necessary for a right-of-way or other easement to or from the designated development district area
- Site removal
- Surveys and studies
- Relocation of businesses or residences
- Installation of utilities, construction of parks and playgrounds, and other necessary improvements, including streets and roads to, from, or within the development district, parking, lighting and other facilities
- Construction or rehabilitation of buildings, provided that such buildings are to be devoted to a governmental use or purpose

<sup>11</sup> State of Maryland – Tax Increment Financing Act – Article 41 – Section 14-205 Application of Bond Proceeds

- Reserves or capitalized interest
- Necessary cost of issuance of the bonds
- Payment of principal and interest on loans, money advanced, or indebtedness incurred by a county or municipality for any of the purposes set out in the Tax Increment Financing Act

One critical application of bond proceeds that should be considered and does not currently exist under Maryland's TIF statute is the allowance of low-interest loans to businesses or private party developers. As TIF legislation stands today, funds generated from the incremental tax revenues are limited to publicly-owned portions of a development / project area. Examples of jurisdictions that allow low-interest TIF loans include Tuscola, IL, Portland, OR and Jacksonville, IL. With the allowance of repayable funds to be directly applied to private party developers of community-desired investments, this financial mechanism would enhance the overall goal of providing financing support for maritime development activities.

### **Steps to Implementation of Tax-Increment Financing**

In order to implement tax-increment financing, legislative action must be taken by the City of Annapolis. Typically in the State of Maryland, the following ordinances are to be considered by the City Council in order for a TIF transaction to occur:<sup>12</sup>

- A TIF District Ordinance - to create the TIF district and establish its boundaries
- A Special Taxing District Ordinance - to create a special taxing district and establish its boundaries
- A Bond Authorization Ordinance - to authorize the Mayor and the Director of Finance to issue the bonds and specify the terms of the bonds
- Supplemental Appropriation - to authorize the City to receive and disburse the bond proceeds for the eligible application / uses

### **Tax-Increment Financing Assumptions**

To calculate the potential funding tax-increment financing could generate for the maritime districts in the City of Annapolis, the following factors must be identified:

- City of Annapolis Property Tax Rate to determine tax revenues

<sup>12</sup> Tax Increment Financing & Special Taxing Districts in Maryland: A Public/Private Development Tool for the New Millennium – John R. Orrick, Jr.

## Maritime Industry Preservation Analysis

- Assessed Value of property located within the maritime districts (also known as the TIF development district) to determine the taxable base
- Estimated Assessed / Taxable Value Annual Growth Rate of parcels located within the maritime districts (also known as the TIF development district)

<b>Exhibit 4: Tax-Increment Financing Assumptions</b>			
<b>City of Annapolis Property Tax Rate (per \$100 of Assessed Valuation)<sup>1</sup></b>			<b>\$0.530</b>
	<b>Assessed Value<sup>2</sup></b>	<b>Number of Parcels<sup>2</sup></b>	<b>Assessed Value Annual Growth Rate<sup>3</sup></b>
<b>Waterfront Maritime District</b>			
<b>Waterfront Maritime Conservation District (WMC)</b>	\$54,063,400	16	2.0%
<b>Waterfront Mixed Maritime District (WMM)</b>	\$104,521,300	141	1.5%
<b>Waterfront Maritime Eastport District (WME)</b>	\$104,780,520	146	1.0%
<b>Waterfront Maritime Industrial District (WMI)</b>	\$34,971,090	40	0.5%
<b>Total</b>	<b>\$298,336,310</b>		<b>-</b>
<b><sup>1</sup>: Anne Arundel County – Office of Finance – FY2009 Property Tax Rates</b>			
<b><sup>2</sup>: City of Annapolis Department of Planning &amp; Zoning – GIS Department (Assumed government-owned properties generate no tax revenue &amp; have an assessed value of \$0)</b>			
<b><sup>3</sup>: BBPC Assumption based on existing land uses &amp; geographic location</b>			

With the above assumptions identified, BBPC forecasted the future assessed / taxable value of properties located in the maritime districts over the next 30 years by assuming conservative growth rates. In this particular tax-increment model, BBPC assumed year 2009 as the 'original assessable base' year and projected future assessed / taxable value of parcels located in each of the maritime districts by applying the identified annual growth rates associated with each of the maritime districts, respectively. (Note: For this assessment, BBPC assumed existing land uses while ignoring any future changes.)

To gauge how much of the City's property tax base is located in the waterfront maritime districts, BBPC compared the City's total property tax base / assessed value (2009) of \$7.218 billion to each of the districts.<sup>13</sup> It can be concluded that only approximately 4.13 percent of the City's total property tax base is located within the waterfront maritime districts (0.75 percent is located in the WMC, 1.45 percent is located in the WMM, 1.45 percent is located in the WME, and 0.48 percent is located in the WMI). Hence, diversion of those property tax revenues, especially only in the WMI district, would involve only less than one-half of one percent of City property tax-generated revenues.

<sup>13</sup> City of Annapolis Department of Planning & Zoning – GIS Department : City of Annapolis Total Tax Base (2009) = \$7,218,624,930

**Tax-Increment Financing Projections**

For the purpose of this analysis, BBPC identified four tax-increment “development districts” which represent four separate areas and correlate directly to the four waterfront maritime districts, the WMC, the WMM, the WME and the WMI.

With the total assessed / taxable value of parcels located in the maritime districts identified over the 30 year period between ‘base’ year 2009 and 2038, the annual incremental change in assessed / taxable value from the ‘original assessable base’ year can be determined.

By applying the City of Annapolis property tax rate to the annual incremental assessed / taxable value, total annual gross incremental tax revenues can be determined.<sup>14</sup> These incremental property tax revenues can be used by the City to issue special obligations bonds to fund initiatives / activities allowed by the State of Maryland under the Tax Increment Financing Act.<sup>15</sup>

BBPC assumed the following financing assumptions if special obligation bonds were to be floated based on the cumulative gross incremental property tax revenue generated from each individual waterfront maritime tax increment finance “development district”.

<b>Exhibit 5: TIF Bond Financing Assumptions</b>	
<b>Interest Rate<sup>16</sup></b>	3.80%
<b>Duration</b>	30 Years
<b>Debt Service Coverage Ratio</b>	1.2

**WMC Tax-Increment Financing District**

The total assessed / taxable value of parcels located in the WMC district are projected to appreciate approximately \$42 million over the next 30 years or 2.0 percent per year, from \$54 million to \$96 million. Over the 30 year period, annual gross incremental property tax revenue generated from the WMC district ranges from \$5,731 to \$222,307 per year, which results in a total accumulation of \$3.028 million in cumulative incremental property tax revenue.

<sup>14</sup> Anne Arundel County – Office of Finance – FY2009 Property Tax Rates

<sup>15</sup> State of Maryland – Tax Increment Financing Act – Article 41 – Section 14-205 Application of Bond Proceeds

<sup>16</sup> City of Annapolis – Office of the Mayor - 2009 Bond Sale Interest Rate

## Maritime Industry Preservation Analysis

Exhibit 6: WMC Maritime Districts Tax Increment Projections				
Year	Assessed / Taxable Value	Annual Incremental Change in Assessed / Taxable Value	Annual Gross Incremental Tax Revenue	Cumulative Gross Incremental Tax Revenue
2009	\$54,063,400	-	-	-
2010	\$55,144,668	\$1,081,268	\$5,731	\$5,731
2011	\$56,247,561	\$2,184,161	\$11,576	\$17,307
2012	\$57,372,513	\$3,309,113	\$17,538	\$34,845
2013	\$58,519,963	\$4,456,563	\$23,620	\$58,465
2014	\$59,690,362	\$5,626,962	\$29,823	\$88,288
2015	\$60,884,169	\$6,820,769	\$36,150	\$124,438
2016	\$62,101,853	\$8,038,453	\$42,604	\$167,042
2017	\$63,343,890	\$9,280,490	\$49,187	\$216,228
2018	\$64,610,768	\$10,547,368	\$55,901	\$272,129
2019	\$65,902,983	\$11,839,583	\$62,750	\$334,879
2020	\$67,221,043	\$13,157,643	\$69,736	\$404,615
2021	\$68,565,463	\$14,502,063	\$76,861	\$481,476
2022	\$69,936,773	\$15,873,373	\$84,129	\$565,604
2023	\$71,335,508	\$17,272,108	\$91,542	\$657,147
2024	\$72,762,218	\$18,698,818	\$99,104	\$756,250
2025	\$74,217,463	\$20,154,063	\$106,817	\$863,067
2026	\$75,701,812	\$21,638,412	\$114,684	\$977,750
2027	\$77,215,848	\$23,152,448	\$122,708	\$1,100,458
2028	\$78,760,165	\$24,696,765	\$130,893	\$1,231,351
2029	\$80,335,368	\$26,271,968	\$139,241	\$1,370,593
2030	\$81,942,076	\$27,878,676	\$147,757	\$1,518,350
2031	\$83,580,917	\$29,517,517	\$156,443	\$1,674,792
2032	\$85,252,536	\$31,189,136	\$165,302	\$1,840,095
2033	\$86,957,586	\$32,894,186	\$174,339	\$2,014,434
2034	\$88,696,738	\$34,633,338	\$183,557	\$2,197,991
2035	\$90,470,673	\$36,407,273	\$192,959	\$2,390,949
2036	\$92,280,086	\$38,216,686	\$202,548	\$2,593,498
2037	\$94,125,688	\$40,062,288	\$212,330	\$2,805,828
2038	\$96,008,202	\$41,944,802	\$222,307	\$3,028,135

Source: BBPC

Assuming the City of Annapolis would create a TIF "development district" congruent to that of the WMC boundaries, it is estimated that the City would be able to float the following three bond

## Maritime Industry Preservation Analysis

amounts to support maritime industry preservation activities at the selected years (given the financing assumptions).

Exhibit 7: WMC Projected TIF Bond Amounts	
Year	Bond Amount
2015	\$1,739,954
2022	\$6,458,610
2029	\$12,332,195

### WMM Tax-Increment Financing District

The total assessed / taxable value of parcels located in the WMM district are projected to appreciate approximately \$56 million over the next 30 years or 1.5 percent per year, from \$104 million to \$160 million. Over the 30 year period, annual gross incremental property tax revenue generated from the WMC district ranges from \$8,309 to \$299,129 per year, which results in a total accumulation of \$4.176 million in cumulative incremental property tax revenue.

Exhibit 8: WMM Maritime Districts Tax Increment Projections				
Year	Assessed / Taxable Value	Annual Incremental Change in Assessed / Taxable Value	Annual Gross Incremental Tax Revenue	Cumulative Gross Incremental Tax Revenue
2009	\$104,521,300	-	-	-
2010	\$106,089,120	\$1,567,819	\$8,309	\$8,309
2011	\$107,680,456	\$3,159,156	\$16,744	\$25,053
2012	\$109,295,663	\$4,774,363	\$25,304	\$50,357
2013	\$110,935,098	\$6,413,798	\$33,993	\$84,350
2014	\$112,599,125	\$8,077,825	\$42,812	\$127,163
2015	\$114,288,111	\$9,766,811	\$51,764	\$178,927
2016	\$116,002,433	\$11,481,133	\$60,850	\$239,777
2017	\$117,742,470	\$13,221,170	\$70,072	\$309,849
2018	\$119,508,607	\$14,987,307	\$79,433	\$389,282
2019	\$121,301,236	\$16,779,936	\$88,934	\$478,215
2020	\$123,120,754	\$18,599,454	\$98,577	\$576,792
2021	\$124,967,566	\$20,446,266	\$108,365	\$685,158
2022	\$126,842,079	\$22,320,779	\$118,300	\$803,458
2023	\$128,744,710	\$24,223,410	\$128,384	\$931,842
2024	\$130,675,881	\$26,154,581	\$138,619	\$1,070,461
2025	\$132,636,019	\$28,114,719	\$149,008	\$1,219,469

## Maritime Industry Preservation Analysis

2026	\$134,625,559	\$30,104,259	\$159,553	\$1,379,022
2027	\$136,644,943	\$32,123,643	\$170,255	\$1,549,277
2028	\$138,694,617	\$34,173,317	\$181,119	\$1,730,396
2029	\$140,775,036	\$36,253,736	\$192,145	\$1,922,540
2030	\$142,886,662	\$38,365,362	\$203,336	\$2,125,877
2031	\$145,029,962	\$40,508,662	\$214,696	\$2,340,573
2032	\$147,205,411	\$42,684,111	\$226,226	\$2,566,799
2033	\$149,413,492	\$44,892,192	\$237,929	\$2,804,727
2034	\$151,654,695	\$47,133,395	\$249,807	\$3,054,534
2035	\$153,929,515	\$49,408,215	\$261,864	\$3,316,398
2036	\$156,238,458	\$51,717,158	\$274,101	\$3,590,499
2037	\$158,582,035	\$54,060,735	\$286,522	\$3,877,021
2038	\$160,960,765	\$56,439,465	\$299,129	\$4,176,150

Source: BBPC

Assuming the City of Annapolis would create a TIF "development district" congruent to that of the WMM boundaries, it is estimated that the City would be able to float the following three bond amounts to support maritime industry preservation activities at the selected years (given the financing assumptions).

Year	Bond Amount
2015	\$2,501,846
2022	\$9,149,489
2029	\$17,172,504

### WME Tax-Increment Financing District

The total assessed / taxable value of parcels located in the WME district are projected to appreciate approximately \$35 million over the next 30 years or 1.0 percent per year, from \$104 million to \$139 million. Over the 30 year period, annual gross incremental property tax revenue generated from the WMI district ranges from \$5,553 to \$185,762 per year, which results in a total accumulation of \$2,657,226 in cumulative incremental property tax revenue.

## Maritime Industry Preservation Analysis

**Exhibit 10: WME Maritime Districts Tax Increment Projections**

Year	Assessed / Taxable Value	Annual Incremental Change in Assessed / Taxable Value	Annual Gross Incremental Tax Revenue	Cumulative Gross Incremental Tax Revenue
2009	\$104,780,520	-	-	-
2010	\$105,828,325	\$1,047,805	\$5,553	\$5,553
2011	\$106,886,608	\$2,106,088	\$11,162	\$16,716
2012	\$107,955,475	\$3,174,955	\$16,827	\$33,543
2013	\$109,035,029	\$4,254,509	\$22,549	\$56,092
2014	\$110,125,380	\$5,344,860	\$28,328	\$84,420
2015	\$111,226,633	\$6,446,113	\$34,164	\$118,584
2016	\$112,338,900	\$7,558,380	\$40,059	\$158,643
2017	\$113,462,289	\$8,681,769	\$46,013	\$204,657
2018	\$114,596,912	\$9,816,392	\$52,027	\$256,684
2019	\$115,742,881	\$10,962,361	\$58,101	\$314,784
2020	\$116,900,310	\$12,119,790	\$64,235	\$379,019
2021	\$118,069,313	\$13,288,793	\$70,431	\$449,450
2022	\$119,250,006	\$14,469,486	\$76,688	\$526,138
2023	\$120,442,506	\$15,661,986	\$83,009	\$609,146
2024	\$121,646,931	\$16,866,411	\$89,392	\$698,538
2025	\$122,863,400	\$18,082,880	\$95,839	\$794,378
2026	\$124,092,034	\$19,311,514	\$102,351	\$896,729
2027	\$125,332,954	\$20,552,434	\$108,928	\$1,005,657
2028	\$126,586,284	\$21,805,764	\$115,571	\$1,121,227
2029	\$127,852,147	\$23,071,627	\$122,280	\$1,243,507
2030	\$129,130,668	\$24,350,148	\$129,056	\$1,372,563
2031	\$130,421,975	\$25,641,455	\$135,900	\$1,508,462
2032	\$131,726,195	\$26,945,675	\$142,812	\$1,651,274
2033	\$133,043,457	\$28,262,937	\$149,794	\$1,801,068
2034	\$134,373,891	\$29,593,371	\$156,845	\$1,957,913
2035	\$135,717,630	\$30,937,110	\$163,967	\$2,121,879
2036	\$137,074,807	\$32,294,287	\$171,160	\$2,293,039
2037	\$138,445,555	\$33,665,035	\$178,425	\$2,471,464
2038	\$139,830,010	\$35,049,490	\$185,762	\$2,657,226

Source: BBPC

Assuming the City of Annapolis would create a TIF "development district" congruent to that of the WME boundaries, it is estimated that the City would be able to float the following three bond

## Maritime Industry Preservation Analysis

amounts to support maritime industry preservation activities at the selected years (given the financing assumptions).

Year	Bond Amount
2015	\$1,658,102
2022	\$5,974,979
2029	\$11,026,450

### WMI Tax-Increment Financing District

The total assessed / taxable value of parcels located in the WMI district are projected to appreciate approximately \$5.5 million over the next 30 years or 0.5 percent per year, from \$34.9 million to \$40.4 million. Over the 30 year period, annual gross incremental property tax revenue generated from the WMI district ranges from \$927 to \$28,844 per year, which results in a total accumulation of \$422,594 in cumulative incremental property tax revenue.

Year	Assessed / Taxable Value	Annual Incremental Change in Assessed / Taxable Value	Annual Gross Incremental Tax Revenue	Cumulative Gross Incremental Tax Revenue
2009	\$34,971,090	-	-	-
2010	\$35,145,945	\$174,855	\$927	\$927
2011	\$35,321,675	\$350,585	\$1,858	\$2,785
2012	\$35,498,284	\$527,194	\$2,794	\$5,579
2013	\$35,675,775	\$704,685	\$3,735	\$9,314
2014	\$35,854,154	\$883,064	\$4,680	\$13,994
2015	\$36,033,425	\$1,062,335	\$5,630	\$19,624
2016	\$36,213,592	\$1,242,502	\$6,585	\$26,210
2017	\$36,394,660	\$1,423,570	\$7,545	\$33,755
2018	\$36,576,633	\$1,605,543	\$8,509	\$42,264
2019	\$36,759,516	\$1,788,426	\$9,479	\$51,743
2020	\$36,943,314	\$1,972,224	\$10,453	\$62,195
2021	\$37,128,030	\$2,156,940	\$11,432	\$73,627
2022	\$37,313,670	\$2,342,580	\$12,416	\$86,043
2023	\$37,500,239	\$2,529,149	\$13,404	\$99,447
2024	\$37,687,740	\$2,716,650	\$14,398	\$113,846
2025	\$37,876,179	\$2,905,089	\$15,397	\$129,243

## Maritime Industry Preservation Analysis

2026	\$38,065,560	\$3,094,470	\$16,401	\$145,643
2027	\$38,255,887	\$3,284,797	\$17,409	\$163,053
2028	\$38,447,167	\$3,476,077	\$18,423	\$181,476
2029	\$38,639,403	\$3,668,313	\$19,442	\$200,918
2030	\$38,832,600	\$3,861,510	\$20,466	\$221,384
2031	\$39,026,763	\$4,055,673	\$21,495	\$242,879
2032	\$39,221,896	\$4,250,806	\$22,529	\$265,408
2033	\$39,418,006	\$4,446,916	\$23,569	\$288,977
2034	\$39,615,096	\$4,644,006	\$24,613	\$313,590
2035	\$39,813,171	\$4,842,081	\$25,663	\$339,253
2036	\$40,012,237	\$5,041,147	\$26,718	\$365,971
2037	\$40,212,299	\$5,241,209	\$27,778	\$393,750
2038	\$40,413,360	\$5,442,270	\$28,844	\$422,594

Assuming the City of Annapolis would create a TIF "development district" congruent to that of the WMI boundaries, it is estimated that the City would be able to float the following three bond amounts to support maritime industry preservation activities at the selected years (given the financing assumptions).

Year	Bond Amount
2015	\$274,399
2022	\$974,430
2029	\$1,768,648

### Tax Increment Financing Conclusion

As apparent in all four waterfront maritime "development districts", tax increment financing is a mechanism that can provide great source of public funding to aid in maritime industry preservation activities. Although the uses of such funds are limited, many uses are applicable to the City of Annapolis and to the goal of preserving the local waterfront maritime industry.

To generate a larger tax base, in addition to the City of Annapolis pledging incremental property tax revenues, the City should approach Anne Arundel County about pledging property tax revenues, which would add a real property tax rate of \$0.888 per \$100 of assessed value<sup>17</sup>. The table below includes estimated real property tax revenues generated in 2009 on both the City of Annapolis and Anne Arundel County level. The significant increase of tax base made available, if Anne Arundel

<sup>17</sup> Anne Arundel County – Office of Finance – FY2009 Property Tax Rates

## Maritime Industry Preservation Analysis

County pledges its property tax revenues, will have a beneficial impact on the tax-increment financing "development districts" and will create an increase in the amount of incremental property tax revenues generated. As a result, a larger bond amount can be floated which will fund maritime industry preservation activities.

Exhibit 14: City of Annapolis & Anne Arundel County Real Property Tax Revenues (2009)					
	WMC	WMM	WME	WMI	City of Annapolis
City of Annapolis Property Tax Revenue (2009)	\$286,536	\$553,963	\$555,337	\$185,347	\$38,258,712
Anne Arundel County Property Tax Revenue (2009)	\$480,083	\$928,149	\$930,451	\$310,543	\$64,101,389
<b>Total - City of Annapolis &amp; Anne Arundel County Property Tax Revenue (2009)</b>	<b>\$766,619</b>	<b>\$1,482,112</b>	<b>\$1,485,788</b>	<b>\$495,890</b>	<b>\$102,360,102</b>

For example, if Anne Arundel County pledges the incremental tax revenues generated between the base year (2009) and up to the first year a bond is issued (2015), a greater amount of cumulative tax revenues for each district can be generated and larger bond amounts can be issued to help "jump-start" maritime industry preservation. The table below shows the difference in bond amounts the City of Annapolis can issue by taking into consideration incremental tax revenues generated from both the City of Annapolis and Anne Arundel County.

Exhibit X: Projected 2015 TIF Bond Amounts with City of Annapolis & Anne Arundel County Participation			
	City of Annapolis	Anne Arundel County	City of Annapolis & Anne Arundel County
WMC	\$1,739,954	\$3,244,521	\$4,984,475
WMM	\$2,501,846	\$4,665,236	\$7,167,082
WME	\$1,658,102	\$3,091,891	\$4,749,992
WMI	\$274,399	\$511,676	\$786,074

BBPC recommends that the City of Annapolis should pursue and implement tax increment financing while taking into consideration several legislative changes in order to capitalize on and make the most of the mechanism. If the City can approach and convince State legislature, the City of Annapolis should pursue changing enabling legislation to take into consideration Annapolis' unique maritime industry and waterfront maritime districts by redefining and / or making exceptions to the technical aspects of "Development District" to include non-contiguous land parcels.

- Legislation states: "Development districts" means a contiguous area

- Issue: (1) Under current legislation, the boundaries of the WME cannot be used as a "development district" due to the fact that the parcels of the district are non-contiguous to one another. (2) Also, four TIF districts must be created instead of one, due to the fact that a "development district" must be a contiguous area. As a result, funds generated in one waterfront maritime zone cannot be transferred to another.

### 3.3 Section 108 Loan Guarantee Program

Through the U.S. Department of Housing and Urban Development (HUD), the Community Development Block Grant Program (CDBG), the Section 108 Loan Guarantee Program is available to the City of Annapolis, since it is an 'entitlement community'. These federal funds can be used as a source of funding to aid in the preservation of the local maritime industry. In fact, the City has used CDBG funds for economic development activities in the past when it funded micro-enterprise training.

Unless CDBG funds are used to "benefit low and moderate income persons" or "aid in the prevention or elimination of slum and blight", they cannot be expended. Regarding the income standard, it is clear that many of the jobs that could be pursued could be jobs meeting the HUD income guidelines. Small businesses would be expected to retain workers employed in maritime trades paying these wage levels. The Code of Federal Regulations, Title 24, Section 570.204, permits funding of "Special Economic Development Activities", including use of CDBG funds to train workers in CDBG-eligible economic development activities. Funding infrastructure improvements to assist qualifying non-housing projects is also an eligible activity. Section 570.208(a)(4) defines the "51%" rule whereby at least 51% of the jobs created or retained must be held by low / moderate income persons.

Further, it is also possible that the slum and / or blight standards could be met at locations in the WMI development district. The first step is to create a district to establish eligibility. The definition of an area deemed eligible for redevelopment typically does not only include slums and blighted areas, but also underutilized areas, places with poor drainage, areas with faulty lot lines, blurred ownership situations, and the like. In the State of Maryland, the Maryland Constitution, Article 3, "Urban Renewal Amendment", Section 61 defines a "slum area" as "any area where dwellings predominate which, by reason of depreciation, overcrowding, faulty arrangement or design, lack of ventilation, light or sanitary facilities..." The same statute describes a "blighted area" as "an area in which the majority of buildings have declined in productivity by reason or obsolescence, depreciation or other causes to the extent they no longer justify fundamental repairs and adequate maintenance." No restriction exists that a slum or blighted area be only a residential area; certainly, commercial and industrial areas can be eligible. Future specific studies establishing a "finding of necessity" for redevelopment at selected locations would, of course, have to first be conducted.

### **Section 108 Loan Guarantee Program**

As a provision of the Community Development Block Grant Program (CDBG), this source of funding provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects.<sup>18</sup> As an entitlement recipient of CDBG funding, the City of Annapolis is an eligible applicant to submit an application for the Section 108 Loan Guarantee Program.

### **Section 108 Loan Eligible Activities**

With many eligible uses to help preserve and strengthen the local maritime industry, Section 108 loan guarantee financing can be applied to the following activities, including:<sup>19</sup>

- Economic development activities eligible under CDBG
- Acquisition of real property
- Rehabilitation of publicly owned real property
- Housing rehabilitation eligible under CDBG
- Construction, reconstruction, or installation of public facilities (including street, sidewalk, and other site improvements)
- Related relocation, clearance, and site improvements
- Payment of interest on the guaranteed loan and issuance costs of public offerings
- Debt service reserves
- Public works and site improvements in colonies
- In limited circumstances, housing construction as part of community economic development, Housing Development Grant, or Nehemiah Housing Opportunity Grant programs

### **Section 108 Loan Commitment Amount**

Contingent upon the municipality and whether or not the applicant is entitlement public entity, a state assisted public entity or a non-entitlement public entity, the maximum commitment amount of funding made available varies. According to the Section 108 Loan provisions, since the City of Annapolis is an entitlement public entity, the City may apply for up to five times the City's latest

<sup>18</sup>US Department of Housing & Community Development – Community Planning & Development – Section 108 Loan Guarantee Program - <http://www.hud.gov/offices/cpd/communitydevelopment/programs/108/>

<sup>19</sup> US Department of Housing & Community Development – Community Planning & Development – Section 108 Loan Guarantee Program - <http://www.hud.gov/offices/cpd/communitydevelopment/programs/108/>

approved CDBG entitlement amount, minus any outstanding Section 108 commitments and/or principal balances of Section 108 loans.

Historically, the City of Annapolis typically receives approximately \$350,000 of CDBG funding annually.<sup>20</sup> Therefore, the City has the ability to apply for up to \$1.75 million in funding assuming the City has no existing Section 108 debt.

### **Steps to Implement Section 108 Loan Guarantee Program**

As an "entitlement" recipient of CDBG funding, the City of Annapolis has significant experience following and completing the U.S. Department of Housing and Urban Development application process. To apply for the Section 108 Loan Guarantee Program, the City of Annapolis' community planning and development representative should contact the City's local HUD office for help and assistance in preparing the application which will be submitted to HUD Headquarters for review and a final recommendation. Depending upon the application, the length of the approval process varies.

### **3.4 Conclusion**

BBPC has identified two financial mechanisms in which the City of Annapolis should pursue to assist and aid in the preservation of the local maritime industry. Tax-increment financing and the Section 108 loan guarantee program both provide a significant amount of funding and opportunity to finance specific projects. Although the uses of funds may be limited for both mechanisms, many eligible uses / activities are applicable toward activities and projects that would aid in the preservation of the local maritime industry.

Use of these public funds can lower development costs in private projects desired by the City that would aid in maritime industry preservation efforts. For example, site acquisition, demolition, roads, parking, utilities and other infrastructure components of a private development project can be funded, so long as the public owns these improvements, and, full use of these funds is possible in any public sector project. Illustrative concept applications are provided in the next section of this report.

---

<sup>20</sup> City of Annapolis – Planning & Zoning Department

## 4.0 Maritime Industry Preservation: Non-Financial Mechanisms

### 4.1 Overview

In addition to implementing financial mechanisms to aid in the preservation of the local maritime industry, the implementation of non-financial mechanisms can also provide an equal or greater amount of benefit. Funding provided by the financial preservation mechanisms mentioned may also play a crucial role and assist in the implementation of non-financial preservation mechanisms. Below are several non-financial mechanisms in which the City of Annapolis should consider to assist in the preservation of the maritime industry.

### 4.2 Non-Financial Mechanisms

#### Reanalyze Allowable Uses of Waterfront Maritime Zoning Districts

According to the Annapolis City Code<sup>21</sup>, within each of the waterfront maritime zoning districts, specific uses are either permitted or not permitted in each respective district. These uses include:

- In-water boat storage
- On-land boat storage
- Boat repair and maintenance
- Marine fabrication
- Marine services
- Marine retail
- General maritime
- Maritime institutions
- Seafood industrial
- Other

In order to preserve the local maritime industry, the City of Annapolis should consider updating and restructuring the table of uses for the waterfront maritime zoning districts. By reanalyzing and permitting the allowance of more maritime uses in each of the waterfront maritime zones, such legislation will help attract, retain and expand a more diverse range of maritime businesses in the City of Annapolis. Also, by allowing other industry related / supportive non-maritime commercial uses in the waterfront maritime zones may strengthen the overall health of the Annapolis maritime businesses.

For example, under existing City Code, the WMI waterfront maritime zoning district does not permit the use of general maritime (general office and research functions contributing to maritime activities) and maritime institutions (marine educational facilities, marine museums and aquariums, and maritime service organizations). Under new legislation, these non-permitted uses could be allowed, by expanding the types of permissible uses, resulting in growth of the local maritime industry.

<sup>21</sup> Annapolis City Code Chapter 21.48.040 Table of Uses -- Waterfront Maritime Zoning Districts

Recommendation: Update and amend Chapter 21.48.040 Table of Uses – Waterfront Maritime Zoning Districts of the Annapolis City Code to permit the allowance of more maritime and non-maritime uses in each of the waterfront maritime zoning districts.

**Reanalyze Bulk Regulations of Waterfront Maritime Districts**

Within each of the maritime zoning districts, specific zoning bulk regulations including specific lot dimensions, setbacks, coverage, height, floor area ratio (FAR), and location where a street right-of-way terminates at a waterway are characterized in the Chapter's 21.50.280 through 21.50.310 of the Annapolis City Code<sup>22</sup>. In order to preserve the local maritime industry and encourage maritime-related development, the City of Annapolis should consider updating and the zoning bulk regulations for the waterfront maritime zoning districts by creating more favorable and appealing regulations.

For example, contingent upon the waterfront maritime district and the specific permitted maritime use, coverage, floor area ratio's (FAR) vary. Among other bulk regulations, by updating and increasing the maximum FAR for specific uses, development programming options and redevelopment of existing structures becomes more appealing. For example, by increasing the coverage height within the WMI, existing boat yards such as Bert Jabin and Port Annapolis can make more efficient use of the airspace above their businesses which will allow an opportunity for consolidation of operations and expansion of developable space.

Recommendation: Update and amend Chapter's 21.50.280 through 21.50.310 of the Annapolis City Code to permit the allowance of more favorable bulk regulations in each of the waterfront maritime zoning districts by increasing bulk regulations (lot dimensions, coverage height, setbacks, etc.)

**Streamline Approval Process in Maritime Zones**

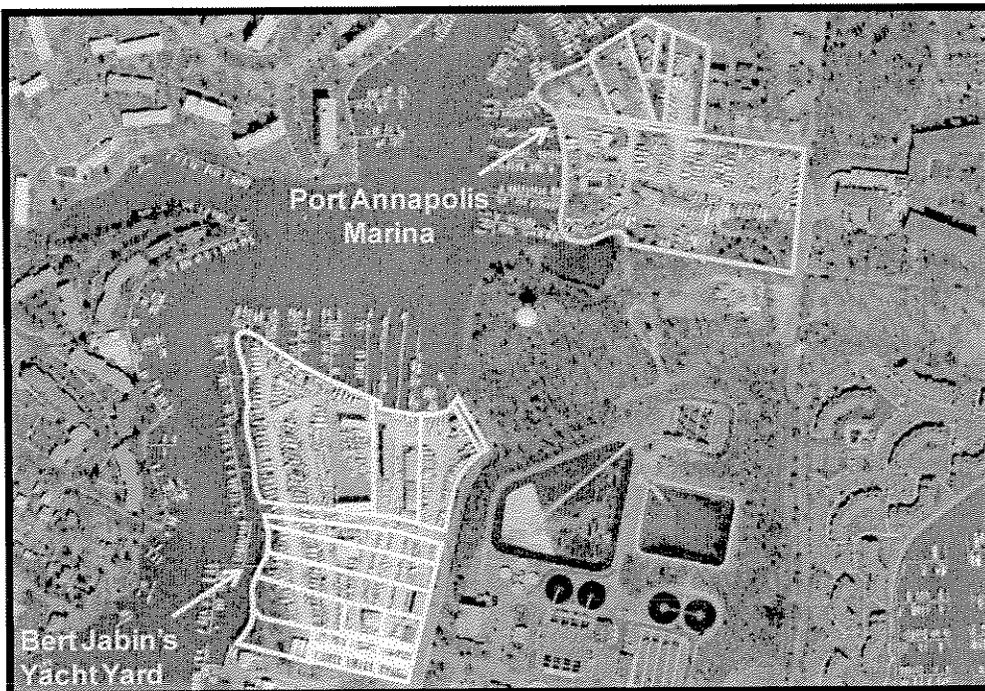
In order to attract and promote development within these maritime zones, the City should consider reviewing and altering the existing permitting approval process applicable to these zones. A task force of maritime industry property owners and businesspersons, as well as private developers active in the area, could be convened to draw up specific, detailed recommendations. If a less rigorous / more efficient project review and permitting approval process results, the City would gain increased interest from existing land owners and potential developers as a result of more developer-friendly / fast-track approval process.

Recommendation: Create a task force to review and create a measurable plan to improve the City's permitting approval process which could result in a more fast-track process.

<sup>22</sup> Annapolis City Code Chapter 21.50.280 through 21.50.310 Bulk Regulations

### Provide Incentives to Consolidate Business Operations for New Development

Within the WMI waterfront maritime district, two large privately-owned land owners / maritime businesses, Bert Jabin's Yacht Yard and Port Annapolis Marina, occupy a vast amount of land along the Back Creek. In an effort to provide affordable / low rent waterfront space for the local maritime industry, these major land owners / maritime businesses should consider consolidating their existing business operations in goal of creating open (rentable) space for other maritime businesses. Given a negotiable amount of space, the private owners could rehabilitate existing facilities or develop new facilities to provide affordable / low rent space to other waterfront maritime businesses.



To support, subsidize and incentivize such rehabilitation or development on the privately-owned land, funds generated from tax-increment financing as well as funds provided by the Section 108 loan guarantee program can be applied to many applicable development uses (see chart below).

## Maritime Industry Preservation Analysis

TIF	Section 108 Loan Guarantee
<p>Cost of purchasing, leasing, condemning or acquiring land or other property within the designated development district area; site removal; surveys and studies; relocation of businesses or residents; installation of utilities, construction of parks and playgrounds, and other necessary improvements; construction or rehabilitation of buildings</p>	<p>Economic development activities eligible under CDBG; acquisition of real property; construction, reconstruction, or installation of public facilities; related relocation, clearance, and site improvements; public works and site improvements</p>

Recommendation: Encourage existing business / land owners to consolidate business operations to create available waterfront land to rehab and / or build affordable / low-rent facilities with the use of TIF funding.

### Develop Underutilized City-Owned Parcel

Located in the WMI waterfront maritime district exists a large parcel of underutilized waterfront property which is owned and operated by the City of Annapolis. Formerly housing the City of Annapolis Wastewater Treatment Plant, this site is the current location of the Back Creek Nature Park (BCNP) which occupies approximately 65 percent of the land, while the 20 percent is a general storage lot for equipment pertinent to the Annapolis Boat Show and the remaining 15 percent is a paved parking lot.<sup>23</sup> Overall, the city-owned parcel consists of 15.2 acres and is located along Edgewood Road and Back Creek between two of the City's largest boat yards, Bert Jabin and Port Annapolis.

<sup>23</sup> BBPC estimates based on aerial graphic & site visit of parcel



Assuming approximately 20 percent of the parcel, or 3 acres, can be made available for development, in an effort to aid in the preservation of the local maritime industry, the City should conduct a highest and best use analysis to determine optimal maritime uses for the site. An ideal opportunity for development includes a maritime industry incubator which could provide low rent facilities to small maritime-related businesses in the development and growth phases of operations.

To support and subsidize such development on the city-owned land, funds generated from TIF as well as funds provided by the Section 108 loan guarantee program can be applied to many applicable development uses.

Recommendation: As the site is a key waterfront location within the WMI, consider development of the non-park portion of the city-owned parcel with the use of TIF funding.

## 5.0 Case Studies

### 5.1 Overview

BBPC examined other similar maritime coastal communities around the nation who have utilized similar financial and non-financial techniques to help preserve waterfront maritime businesses in their respective community.

### 5.2 Case Studies

#### Seattle, Washington<sup>24</sup>

Issue: Preservation of maritime heritage in the Puget Sound region is one of the most challenging situations ever to confront the heritage community of Seattle and King County. In goal of establishing a unified vision to identify critical issues and opportunities affecting the maritime heritage, a structured focus group needed to be organized.

Preservation Technique: The Washington Trust for Historic Preservation and cultural services agency 4Culture structured a focus group to identify critical issues and opportunities affecting maritime heritage. Seventeen members were recruited from business and industry, government, preservation, and education all sharing the common interest in creating a vision and charting a course for a sustainable maritime heritage presence. The focus group proposed a revitalized future based on five components: governance, physical site, funding, visibility and education.

#### Portland, Maine<sup>25</sup>

Issue: They City of Portland served as a major northern New England center for shipping, shipbuilding, fishing and other maritime uses. As technology advanced, a massive decline in shipping occurred due to ground and air transportation and much of Portland's historic downtown, especially the Old Port area, was redeveloped for residential, retail and office use. Much of the city's water-dependent uses became non-existent.

Preservation Technique: Throughout the 1980's, the City promoted maritime industries by establishing a new fish auction and landing facility with the use of public funds. In 1992, the City also passed a new plan and created three specialized waterfront zoning districts that reserve most of the waterfront for water dependent uses and protect existing water dependent uses from

<sup>24</sup> Washington Trust for Historic Preservation - [www.wa-trust.org/issues.htm](http://www.wa-trust.org/issues.htm)

<sup>25</sup> NOAA – Societal Responses – Preserving Waterfronts for Water Dependent Uses - [oceanservice.noaa.gov/websites/retiredsites/sotc\\_pdf/WDU.PDF](http://oceanservice.noaa.gov/websites/retiredsites/sotc_pdf/WDU.PDF)

## Maritime Industry Preservation Analysis

---

competing, but incompatible uses. The balance of maritime industry protection with limited mixed uses has proved to be feasible.

### Warrenton, Oregon<sup>26</sup>

Issue: Bordered by major water bodies on all three sides, the City of Warrenton experienced substantial growth in the 1970's and experienced considerable employment losses in the early 1980's. As job growth slowed and the City transitioned and became more of a tourism-oriented location, local officials opt to reexamine the waterfront economy.

Preservation Technique: Local citizens and organizations with a stake in the future of Warrenton, along with the University of Washington and Oregon State University, created a Warrenton Waterfront Revitalization Plan. The plan focused on local values and aspirations and diversification of the local economy toward maritime industries.

---

<sup>26</sup> NOAA – Societal Responses – Preserving Waterfronts for Water Dependent Uses - [oceanservice.noaa.gov/websites/retiredsites/sotc\\_pdf/WDU.PDF](http://oceanservice.noaa.gov/websites/retiredsites/sotc_pdf/WDU.PDF)

## Shari Pippen - City Dock Plan

---

**From:** "Rick Struse" <crstruse@verizon.net>  
**To:** <slpippen@annapolis.gov>  
**Date:** 2/25/2013 3:02 PM  
**Subject:** City Dock Plan  
**CC:** <struse@verizon.net>

---

To the Annapolis Historic Preservation Commission

Care of:  
Shari L. Pippen  
Historic Preservation Assistant  
Dept. of Planning & Zoning  
145 Gorman St., 3rd Floor  
Annapolis, MD 21401  
410-263-7961 xt. 7793  
[slpippen@annapolis.gov](mailto:slpippen@annapolis.gov)

I understand that Historic Annapolis is submitting testimony on this issue. I would like to go on record as supporting their submission.

Regards,  
Rick Struse

C. Richard Struse  
120 Duke of Gloucester Street  
Annapolis, Maryland 21401  
410-263-5214 410-507-2883 (Cell)

## Shari Pippen - CDAC comments

---

**From:** "WILLIAM POWELL" <billmaryp@verizon.net>  
**To:** <slpippen@annapolis.gov>  
**Date:** 2/24/2013 12:34 PM  
**Subject:** CDAC comments

---

Dear Ms. Pippen,

I am opposed to the City Dock Master Plan, specifically any rezoning of our historic district. We are considered to be one of the prettiest cities in the country by Forbes magazine. Annapolis is a "museum without walls", a destination city. Why does our Mayor and city council want to change it? It took many years and volunteers to establish the HPC for this specific reason, protecting our precious city from developers. Now the very people representing us want to turn our city over to developers. Parking is another huge issue. We can't sacrifice our parking. Business owners are already suffering, paying high rents, taxes, increased water bills, and now our city wants to take away their parking. I firmly believe if we do not protect and keep the historic charm of our city, maintain the size and scale of the buildings, we will become just another city or more of a ghost town. To take away the maritime zoning at Fawcett's is another critical issue. A tall building on that site would destroy the character of our town. The boat show would be forced out of Annapolis. Can't imagine people would be happy about that prospect. If we lose the maritime zoning all of Eastport is up for grabs. What will happen at Sarles and Petrini's? Our town will consist of condos and restaurants. Many people are not aware of the CDAC proposals. People don't read the paper and our elected officials are less than forthcoming. Annapolitans are tired of coming forward expressing their views when their views fall upon deaf ears.

Sincerely,

Mary Powell  
517 State Street  
Annapolis, MD

February 27, 2013

The Annapolis Historic Preservation Commission  
145 Gorman Street, Third Floor  
Annapolis, Maryland 21401

Re: The City Dock Master Plan

Dear Historic Preservation Commission (HPC):

I am writing the HPC in reference to your review of the City Dock Master Plan. I have been a city resident for over 25 years, living near the City Dock on Prince George St. and in Murray Hill. I am a member of the City Dock Advisory Committee (CDAC) that has participated in the City Dock Master Plan process for the last two years.

Professionally, I am a Landscape Architect and Urban Designer with Hord Coplan Macht, a multi-disciplinary design firm in Baltimore and Alexandria. As part of my professional experience, I have worked on numerous nationally significant historic properties and historic landscapes, and I am familiar with the Secretary of the Interior "Guidelines for the Treatment of Cultural Landscapes" which is a useful resource for evaluating the Master Plan.

The City Dock Master Plan process involved participation by several CDAC members who are knowledgeable of Annapolis history and historic preservation. The process also included many other concerned Annapolis citizens, City agencies including the Planning Department and a highly qualified consultant, OLIN Landscape Architects, who has worked on many notable historic landscapes including Independence National Historic Park, Columbus Circle in New York City and Mount Vernon Square in Baltimore. Several of the Master Plan's contributors and authors have significant background in historic preservation and urban design within an historic setting.

It is my hope that HPC will see that the Master Plan is sensitive to and responsive to Annapolis' historic fabric and meets the intent of HPC's preservation standards. The plan identifies and retains the intact historical features that should be preserved. However, in its current state, many components of the City Dock area are NOT in keeping with Annapolis' historic character or the spirit of HPC guidelines. Up until the establishment of the Historic District and HPC, our harbor has been in a continual state of change with many significant losses of historic features. While the loss of historic features has been slowed over the past few decades, the physical state in which the City Dock has been preserved in is not an exemplary example of an urban landscape that is compatible with its historic context. This includes numerous incompatible buildings, streetscapes, parking lots and open spaces. The Master Plan proposes to improve incompatible contemporary features over time with potential new buildings, site design, streetscape and landscape design features aimed at providing a more appropriate historic balance between pedestrians and cars, similar to the heart of our historic district which displays a beautiful balance of historic buildings, streetscapes and open spaces.

The Master Plan lays out a flexible general plan to build a better City Dock that will provide the HPC with the opportunity to steer the City Dock's rehabilitation into an urban landscape that

truly meets the long term goals of the HPC's mission. HPC and the Annapolis community are rightfully concerned about compatibility of certain aspects of the plan (i.e. building height/bulk on redeveloped lots), and those concerns should receive thoughtful discussion and debate so that these concerns can be resolved.

The Master Plan is a comprehensive long term guideline and allows for ample flexibility, design development, input and future scrutiny by HPC of actual implementation projects. As a way to evaluate the Master Plan design approach and compatibility within its historic context, I have summarized some personal notes in the following pages for your reference. These notes and observations helped me come to the conclusion that, with a few areas of concern, the Master Plan should meet with HPC approval. The following pages generally address the Master Plan as it pertains to:

1. Secretary of the Interior "Guidelines for the Treatment of Cultural Landscapes":  
A "Rehabilitation" Approach".
2. The Historic Preservation Commission's Mission , Design Manual and Guidelines
3. Compatibility of the Proposed Master Plan with the historic character of Annapolis.

I respectfully encourage the HPC to recommend approval of the City Dock Master Plan with your preservation concerns for specific details highlighted and duly noted for resolution and future discussion. The Master Plan is an excellent comprehensive guide for long term growth and inevitable change within our City. There will be opportunity to continue this discussion and evaluate the details of each specific improvement over many years to come.

Thank you very much for your consideration

Sincerely,

Chris Schein, ASLA

(See Following Pages)

The following notes and comments generally address the Master Plan as it pertains to:

1. Secretary of the Interior “Guidelines for the Treatment of Cultural Landscapes”
2. The Historic Preservation Commission’s Mission , Design Manual and Guidelines
3. Compatibility of the Proposed Master Plan with the historic character of Annapolis.

### **GUIDELINES FOR THE TREATMENT OF CULTURAL LANDSCAPES: A REHABILITATION APPROACH**

The City Dock is a complex urban “Cultural Landscape” made up of many components including buildings, streets, streetscape, parking and public spaces. While there are applicable standards within the “Guidelines for the Treatment of Cultural Landscapes”, without a Cultural Landscape Assessment and Cultural Landscape Report, it can only serve as a general guideline and provides some good overall perspective. If a cultural landscape report were to be written, it would certainly provide further insight into how the Master Plan fits within a recommended preservation approach.

The Historic District of Annapolis is part of a living evolving city, therefore the Master Plan needs not only to respect HPC preservation standards, it also needs to be a sustainable design economically and environmentally. A major design focus of the Master Plan is to provide a better “sense of place” for our City Dock that enhances the City Dock as a destination that appeals to a wide variety of residents and tourists for all types of activities.

The “Guidelines for the Treatment of Cultural Landscapes”, provides four preservation approaches that can provide insight and design guidance to this complex urban landscape:

1. Preservation
2. Restoration
- 3. Rehabilitation**
4. Reconstruction

It is the Rehabilitation Approach that makes the most sense in evaluating the City Dock Master Plan recommendations. In Rehabilitation, an historic landscape’s character-defining features and materials are protected and maintained however a large amount of historic fabric of that landscape has been removed, damaged or deteriorated over time, and as a result, more repair and replacement is required. The Standards or Rehabilitation and Guidelines allow for the replacement of extensively deteriorated, damaged, or missing features.

The Rehabilitation approach requires that historically significant and contributing elements be preserved. At the same time, this preservation approach allows for alterations and additions for contemporary use as long as those alterations do not remove historic features and are compatible, and differentiated from adjacent historic features.

The City Dock is a landscape that has continually evolved over centuries. It contains some intact historically significant features, is missing unrecoverable historic features and contains many

incompatible contemporary features. Furthermore, there is no singular historical design form or “period of significance” to restore the City Dock back to as per the three other preservation approaches listed above. Therefore, the Rehabilitation approach is most appropriate.

### **The City Dock Master Plan: A “Rehabilitation” Approach**

Since about 1700, Annapolis city dock area has continually evolved and been altered in numerous and significant ways. While many historical features remain intact, (mainly the older buildings along Main St., Dock St, Market Place and Craig St.), numerous features have been altered including the water’s edge and the city dock area itself that was altered by landfill (circa?). Many maritime facilities such as seafood houses and fuel stations have come and gone on the city dock landfill area, and historic features surrounding the harbor have been replaced by newer 20<sup>th</sup> century buildings and expansive asphalt parking lots.

The following is a general evaluation list as per a “Rehabilitation” approach for the City Dock

- Identify historic features
- Identify missing historic features
- Identify features that have been extensively altered over time and newer features
- Preserve Historic Features
- Proposed compatible additions and alterations for contemporary use

#### **Historic features**

There are many historical features at that remain intact in and around City Dock. These intact historical features should be further defined, retained, repaired and preserved. The following is a partial list:

- Numerous 2-3 story historically significant buildings
- The Market House building
- The urban form created by the alignment of historically significant and contributing buildings
- The urban form created by the historic streets
- Historic streetscapes of Main St, Randall St., Fleet St., Market Space, Pinkney St, Randall St.
- Views to and from the water.

#### **Missing historic features**

It is difficult to identify all of these, but in general these features are gone and could be brought back to life in interpretive exhibits, but will never be rebuilt:

- Historic Shoreline - The water’s edge: Much of the City Dock area is on landfill as the bulk head altered the historic shoreline.
- All buildings and features that were once located on the filled in land such as fish houses or other maritime industries. (replaced by 20<sup>th</sup> century structures and asphalt parking lots)

#### **Features that have been extensively altered over time and newer features:**

The following features are not necessarily historically contributing to the Annapolis Historic District and in many cases do not contribute positively to the historic character of Annapolis. These alterations and additions have removed significant historic fabric from the City Dock or are incongruous with the Historic District character. The fact that these features may be incompatible suggests that they that can be improved upon or removed and/or replaced to meet a more contemporary need and compatible design solution.

- All of the parking lots areas were once occupied by buildings, maritime industries or other water front features.
- The Harbor Master Building
- Compromise St. Streetscape - the built environment along the entire waterfront edge including the parking lots, the Fawcett's site (old Acme/A&P), the Fleet Reserve and the Marriott Hotel.
- The intersection of Main St. and Randall St (the traffic circle). This area was originally an open European plaza, then an intersection and incrementally evolved into the modern traffic circle that exists today (built in 1976 - See comments on Traffic Circle page 7 & 9)
- Hopkins Plaza's configuration changed as the surrounding roads changed over several centuries.
- Building located within the last 1-½ blocks of Dock St.; 110-122 Dock St - the fashion shopping mall and the Phillips Seafood property.

The above summary of historic features, missing historic features and newer incompatible features corroborates that a "Rehabilitation" Approach is most appropriate, and it is also the approach that will allow the city dock to continue to evolve and be a sustainable cultural landscape, both historically and economically.

The following summarizes Master Plan recommendations that fall within a Rehabilitation approach.

#### **Preserve historic features**

The Master Plan preserves elements that are historically intact and significant. A Rehabilitation Approach requires that Historic Materials and Features be identified and retained. The following is a short list of historic materials and features that are retained by the Master Plan.

- The Plan preserves all historically significant buildings that contribute to Annapolis' historic character
- The Plan preserves the historic alignment and location of historically significant buildings which are the historic "container" of the City Dock space.
- The Plan preserves the City's Historic Urban form including the buildings and the streetscape
- The Plan preserves the water's edge.
- The Plan preserves and/or improves views to and from the water.

#### **Proposed compatible additions and alterations for contemporary use**

The Master Plan proposes improvements for incompatible features that will enhance the use of the city dock for Public use. The Rehabilitation Approach allows for the removal of non-historic features that are not compatible with our historic heritage and allows us to alter them and

improve them for contemporary use as long as those improvements are compatible and distinguished from significant historic elements.

The Master Plan calls for the alteration or removal of several -historically incompatible features including:

- Reducing large asphalt parking areas and roads that have grown too numerous or too wide and return these spaces to a better balanced pedestrian friendly streetscape.
- Removal and relocation of the Dock Master and Restroom facility that blocks access, both physically and visually, to the end of the city dock
- The plan recommends redevelopment of several building parcels along Dock Street and the old Fawcett's sites. This redevelopment is proposed only for building structures that are less historically significant and not in keeping with the historic character of Annapolis.
- At the old Fawcett's site, the plan relocates the foot print of a future building back from the water's edge to open up views from Main Street to the harbor. It also proposes to increase the building's height to be more consistent with the standard two and three story historic buildings along Main and Compromise Streets. Note that there once stood a three story building immediately adjacent to the Fawcett's site visible in numerous historical maps and post card views.
- The proposed alterations to the traffic circle to expand Hopkins Plaza and strengthen the pedestrian connections between Main St. and City Dock and to reconnect the Mills Wine/Mangia Italian restaurant/retail building to the city dock.

This concludes a summary of City Dock Master Plan recommendations as organized by a "Rehabilitation" approach as per the guidelines for the Treatment of Cultural Landscapes.

(See Following Pages on HPC Guidelines)

## **CONFORMANCE TO ANNAPOLIS HPC GUIDELINES**

Given that the above Rehabilitation approach is appropriate, the Master Plan also needs to be vetted by the HPC Guidelines. Once evaluated against these guidelines, the main issue to contend with is that of compatibility of the Master Plan recommended improvements with the HPC Design Manual and guidelines. Below is a brief summary of the Master Plan recommendations and where they fit into the overarching principals of preservation outlined in the HPC Design Manual.

### **A Guidelines to preserve and enhance the city's historic urban form**

- The Plan preserves historically significant buildings that contribute to Annapolis' historic urban form.
- The Plan preserves the historic alignment and location of historically significant buildings which are the historic "container" or outer edge of the City Dock space.
- The Plan preserves the water's edge of the harbor.
- The Plan preserves historic street patterns.

### **B Preserves individual historic streetscapes**

The Master Plan proposes to preserve historic streetscapes within or touching the City Dock area include the foot of Main St, Randall St., Fleet St., Market Space, Pinkney St, Market Place, Randall St. and Craig St.

#### **Enhancing Streetscape to provide "Complete" Streets**

Over the last 100 years, Compromise Street, Dock Street and the Traffic Circle have been highly altered physically, continually evolving, and in the case of the Traffic Circle, was introduced much later in Annapolis' historic timeline than the other historic streets listed above. The traffic circle incrementally evolved from a plaza (1700-1870?), to a "Y" intersection (1870-1895?), a park (1895 to?), a gas station (1929-1960's) and finally into the modern traffic circle that exists today (1976).

The Plan proposes alteration to these newer and/or highly altered streets only. The goal of these enhancements is to improve the pedestrian experience, reintroduce pedestrian public space and better integrate how these streets connect and lead people into the Harbor providing for better access and experience.

Major streetscape improvement recommendations include those for Compromise St., Dock St. and the intersection of Main, Randall, Green and Compromise (The Traffic Circle).

### **C Preserves and protects historic building, materials and elements**

As stated above, the Plan preserves historically significant buildings that contribute to Annapolis' historic urban character and form.

### **D Facilitates compatible landscape and site design**

The Master Plan calls for changes in the landscape of the City Dock to better integrate and connect with the heart of the Historic District, which exemplify high quality historic character. This high quality character is represented in numerous beautiful buildings, streetscapes and green spaces such as State Circle, Church Circle, Main St., Maryland Ave. and Prince George

St. The goal of the Master Plan is to improved sense of place of the City Dock that is in keeping with the pedestrian quality of the rest of the Annapolis Historic District.

(See Following Pages on Compatibility)

## **COMPATIBILITY**

An overarching goal of the Master Plan is to preserve the good historic characteristics and propose modifications only where the historic architecture, urban form and streetscape have long ago been lost and are less compatible with the remaining historic character.

The Master Plan proposes to improve incompatible contemporary features over time with potential new buildings, site design, streetscape and landscape design features aimed at providing a more appropriate historic balance between pedestrians and cars, similar to the heart of our historic district which displays a beautiful balance of historic buildings, streetscapes and open spaces.

### **Pedestrian Quality: A Balance of Pedestrian and Vehicular Circulation.**

High quality pedestrian environments are extremely critical to preserving Annapolis Historic District character. The Master Plan proposes to improve upon incompatible contemporary features with potential new site design, streetscape and landscape design features. These features are aimed at providing a more appropriate balance between pedestrians and cars, similar to the heart of our historic district which displays a beautiful balance of historic buildings, streetscapes and open spaces.

This better balance can be achieved through the widening of the promenade & boardwalk along the water's edge and public sidewalks in front of the retail establishments of Dock St. and Market Place. Additionally, the added benefit of an expanded Hopkins Plaza and public pedestrian space in front of the Fawcett's building help achieve this goal. All of these expanded pedestrian spaces will encourage walking by visitors and encourage longer stays to enjoy the Historic District.

### **Parking – An Evolution**

Parking along the streets either in parallel form or in single rows of angled parking are the most common, traditional and compatible forms of parking for Annapolis' Historic District. The large parking areas completely surrounding the City Dock waterfront have evolved over many years and essentially "filled in" the areas as maritime buildings and features were demolished.

Large parking areas around the City Dock are incompatible with our Historic District character. Reducing and reconfiguring parking sits squarely within HPC's goal of preserving the pedestrian quality of the streetscape as per the HPC guidelines.

### **Traffic Circle vs. T Intersection**

Governor Francis Nicholson did not plan a circle for the intersection of Main St. and Randall St. This intersection location was originally more of an open European plaza with a central market house. This Plaza allowed for multiple functions and flexible use for the commercial center of Annapolis. The intersection incrementally evolved from a plaza (1700-1870?), to a "Y" intersection (1870-1895?), a park (1895 to?), a gas station (1929-1960's) and finally into the modern traffic circle that exists today (1976). Those familiar with modern traffic engineering and traffic calming devices recognize the circle for what it is. All of the above had different configurations and alignments at various times through history.

While there are some who claim the circle is historically appropriate, this presumption seems misleading and given the evolution and numerous forms that this intersection has taken over the centuries, one could argue that a new form of either the “T” intersection or the Circle are both compatible contemporary features within the Annapolis Historic District.

The problem with the Traffic Circle is that it takes up too much space for automobile traffic and cuts off Main St. from the City Dock. The urban design and pedestrian quality benefits of a “T” Intersection are a strong argument to select the “T” intersection and should not be dismissed summarily. The “T” intersection facilitates needed expansion of Hopkins Plaza. This area was once a larger market square and returning it to a larger size and rectangular configuration has large benefits to the quality of the City Dock and to the Market House itself. The “T” Intersection also strengthens the pedestrian connections between Main St. and City Dock and would better connect the Mills Wine/Mangia /retail building to the City Dock. The “T” Intersection also adds needed pedestrian sidewalk space to the water’s edge, better accommodating the large crowds that walk there.

### **Rezoning and Redevelopment Potential**

The Master Plan calls for the alteration, removal and/or redevelopment of several - historically incompatible architectural features. Removal of historically noncontributing buildings provides the opportunity to add new buildings that positively contribute the context of architectural unity and Annapolis Streetscape.

Removal and relocation of the Dock Master facility that currently blocks access physically and visually to the end of the City Dock is recommended and will open up this access significantly. The plan also recommends redevelopment of several building parcels along Dock Street and the old Fawcett’s site. This redevelopment is proposed only for building structures that are less historically significant and not in keeping with the historic character of Annapolis.

In the case of the Fawcett’s site, the plan relocates the foot print of a future building back from the water’s edge to open up views from Main Street to the harbor. It also proposes to increase the building’s height to be more consistent with the standard 2 & 3 story historic buildings along Main St and Compromise St. Note that there once stood a 3 story building adjacent to the Fawcett’s site visible in numerous historical maps and post card views.

### **Proposed building height and bulk changes in front of the USNA Halsey Field House**

The redevelopment outlined above can have great positive visual and economic impact to the City Dock. Proposed building height and bulk will certainly be of primary concern to HPC. These issues of height and bulk should be vetted now and during the actual implementation of these projects.

### **Views**

Views to and from the City Dock from all vantage points are also a primary concern of HPC. While views have continually changed over time (The City Dock was once filled with maritime industry buildings and working yards that have all disappeared), it will be very important to evaluate the altered views when the new development projects are proposed. Generally, the Master Plan will greatly enhance the views to and from the water

**From:** Shari Pippen  
**To:** Craig, Lisa; Nash, Sally  
**Date:** 2/28/2013 9:29 AM  
**Subject:** Fwd: Comments Annapolis City Dock Plan

Please see Susan's e-mail below.

>>> Susan Chavarria <susan@fc-tv.com> 2/28/2013 9:25 AM >>>  
Dear Ms. Pippen,

I attended the Ward One meeting in January regarding the City Dock plan.

Here are a few questions I have :

What is the budget for this plan?

What is the budget to fix the drainage problem at City Dock and who is going to pay for this?  
No 'improvements' can be done at City Dock until the flooding problem is solved.

Why a multi story building at City Dock? How will that effect the establishments and homes on Prince George's Street behind that area?  
Will it feel like Alexandria or Inner Harbor Baltimore? Part of the beauty of our town is that we don't have tall buildings.

New plan does not solve Annapolis City parking issues. In fact, it makes the parking availability situation worse.

Traffic patterns need further study before any changes. The traffic circle on West Street was put in to keep the flow of traffic moving. Traffic lights at City Dock! Yikes! A gridlock problem waiting to happen! One big traffic jam.

The City Dock plan does not seem to focus on attracting folks based on our history and traditions of boating and life on the Chesapeake Bay. It seems to be geared towards condo and hotel developers. This plan was not developed by someone who lives in downtown Annapolis or visits us often.

Sincerely,

Susan R. Chavarria  
42 Fleet Street  
Annapolis, Maryland 21401  
Susan@fc-tv.com