

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 18th and 19th 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 21st 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.

3rd 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

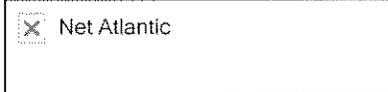
The Historic Preservation Commission held open the record for the City Dock Master Plan for additional public input through February 25, 2013. You are invited to submit written comments which will be considered by the HPC at the hearing on Feb. 28, 2013. The deadline for written comments is Feb. 25,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

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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 17th 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
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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
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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
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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.

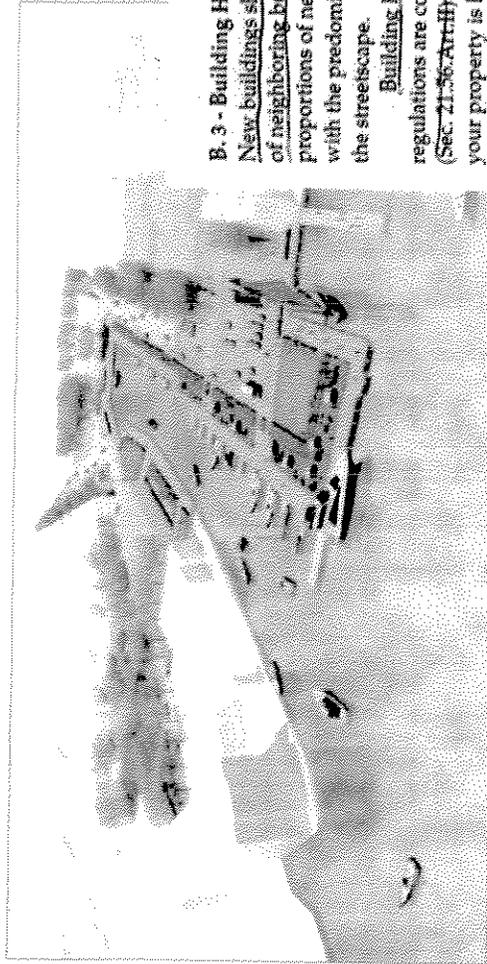
2. Significant public investment is required to carry out the ambitious long-range Plan. Many state owned or state funded properties are involved (DNR police-Sailing Hall of Fame, Port Warden's Office & Visitor's Center, Dock Bulkheads). New funding and future implementation projects will require substantial 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

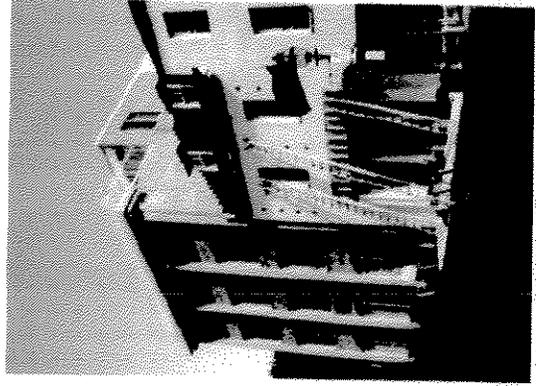


Figure 64 Example of inappropriate infil. The building on the left is not integrated with the buildings that surround it. (Photograph courtesy of Donna C. Hoel)

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.

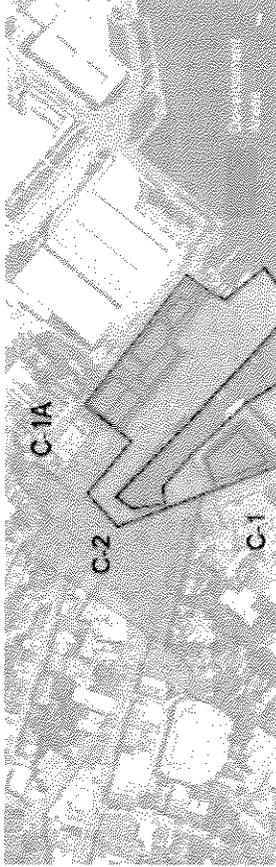


Figure 61. A new building should relate to the predominant historic characteristics of its immediate neighborhood.

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"

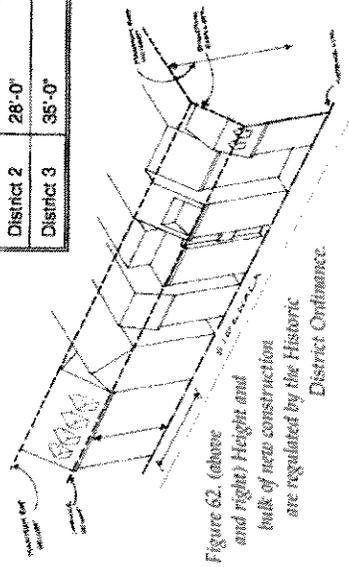


Figure 62. (above and right) Height and bulk of new construction are regulated by the Historic District Ordinance.

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



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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.

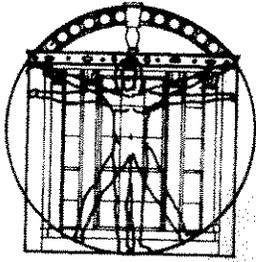
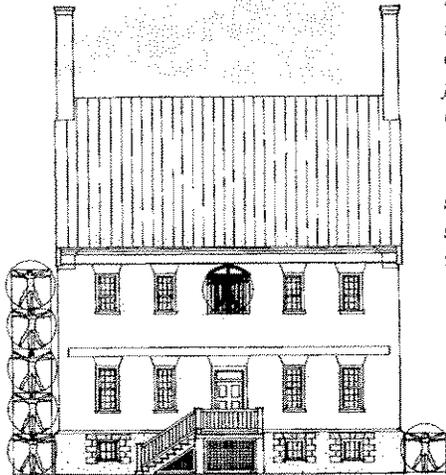


Figure 39. Front elevation of the center block of the James Brice House, begun 1767. The scale of this facade relates to the dimensions of the human body. Note the close



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.

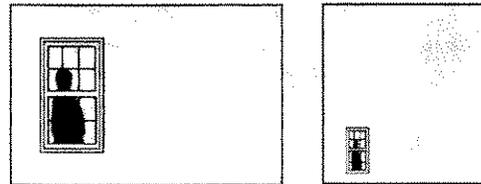


Figure 40. Building components such as windows are scale-giving elements which can be used as visual measuring devices. The left facade appears to be a one-room, one-story building, while the right facade appears to be a multi-room, three-story building.

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.

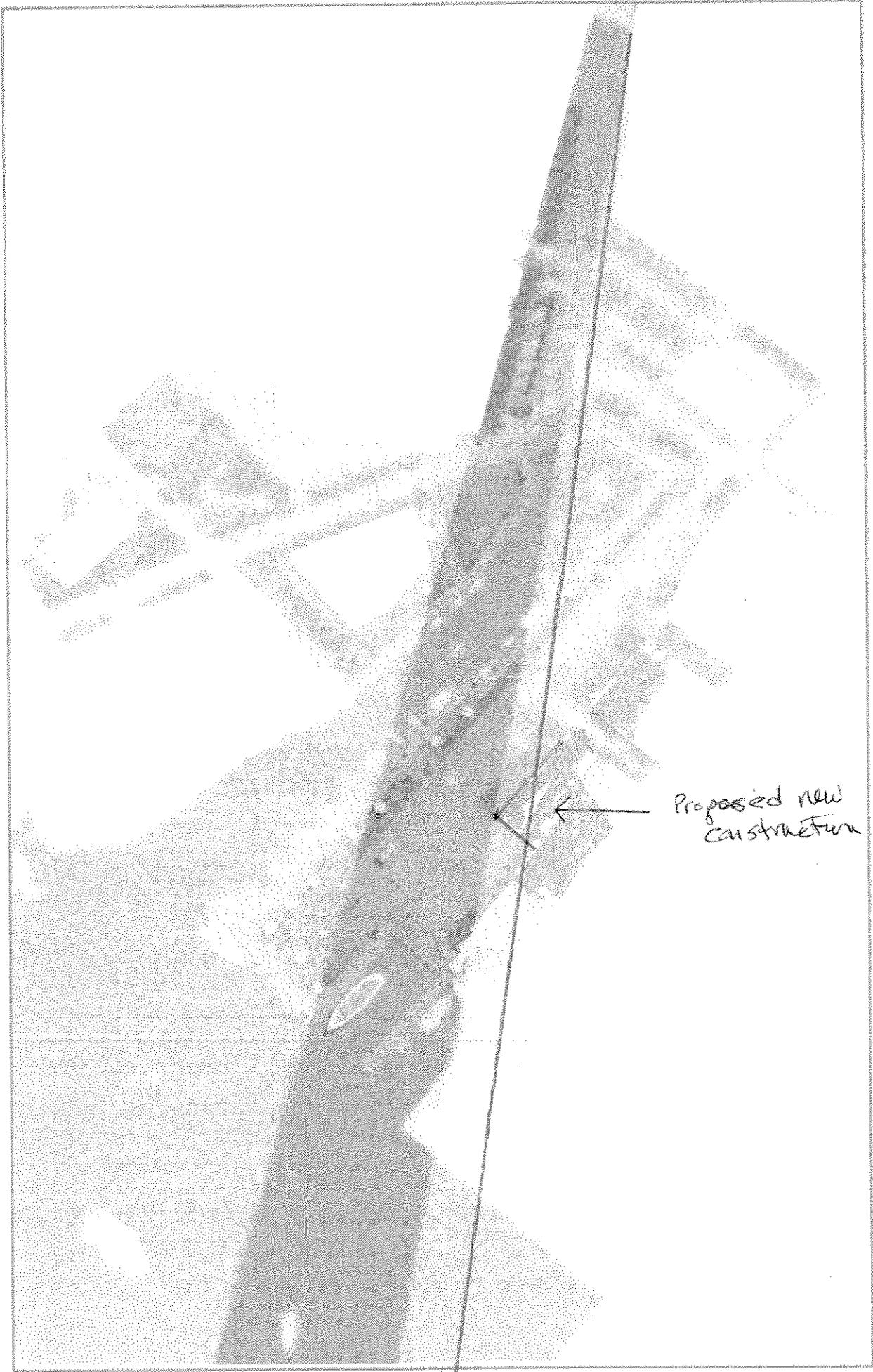
NO The new garage building is out of scale in its context of detached dwellings.

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

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 21st 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 19th century we saw lumber mills and small structures for receiving and storing fish and meat. In the 20th 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

<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

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.

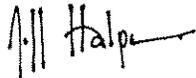
As the details of the plan evolve toward execution, there should also be careful consideration given to the planting plans within Market Square. While the illustrations in the master plan are clearly schematic in nature, images like these have a way of taking on a life of their own. The scale and placement 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.

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>

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- > (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 <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 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 soliciting 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, spacial 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.

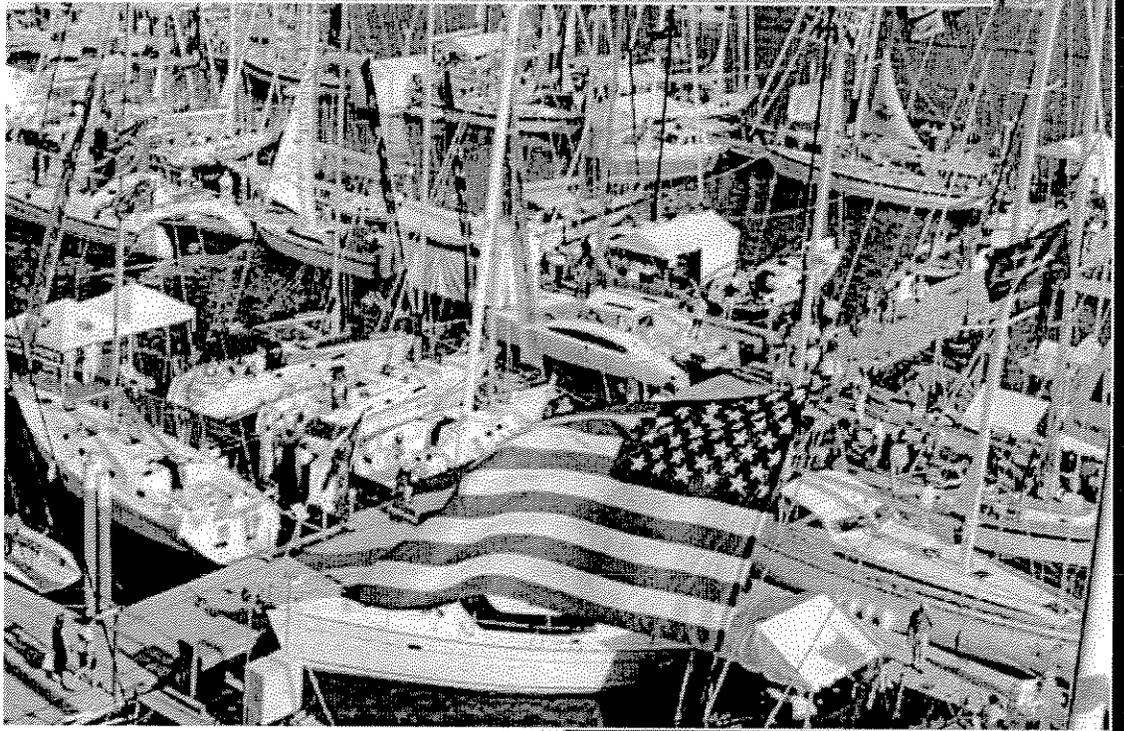
Many thanks for your consideration and work,

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

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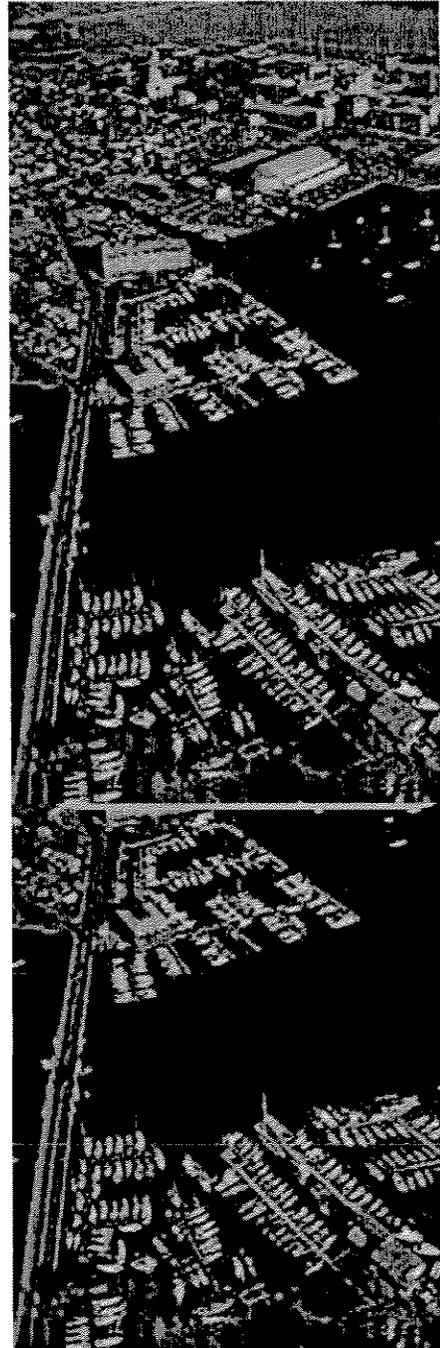
EXECUTIVE SUMMARY

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

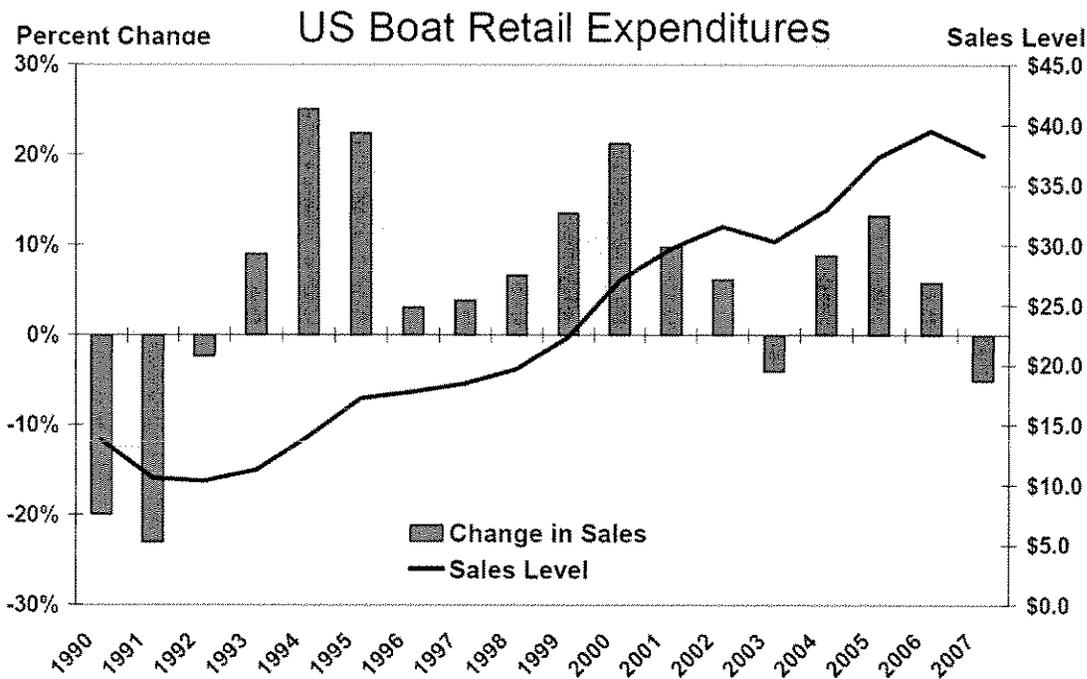
INDUSTRY SEGMENT

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

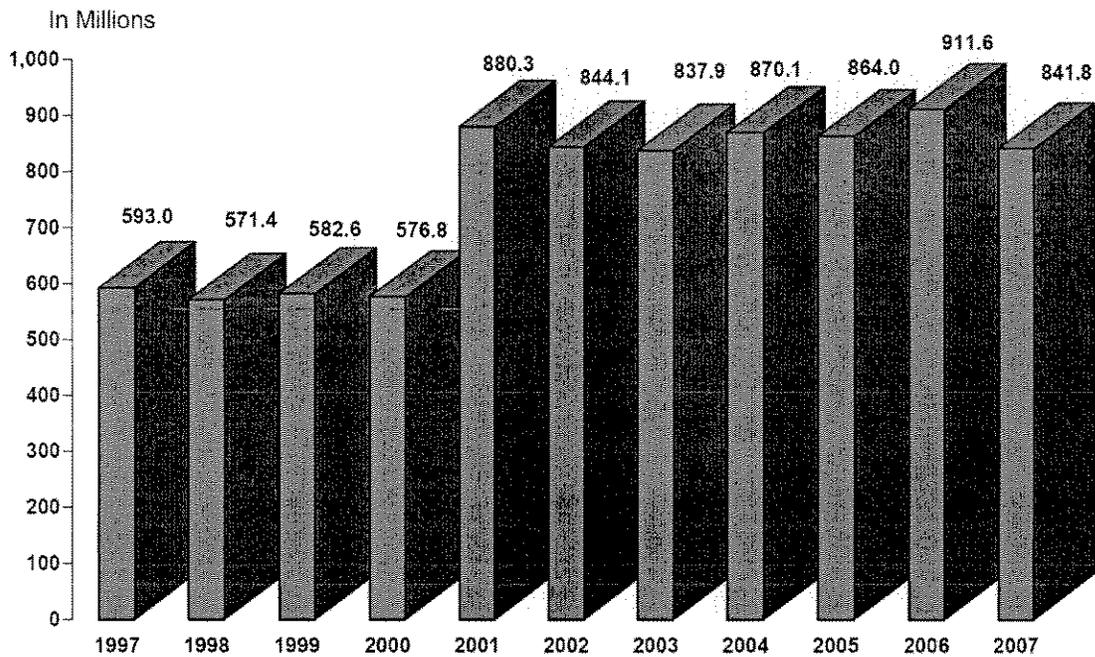


Source: National Association of Marine Manufacturers, 2007

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

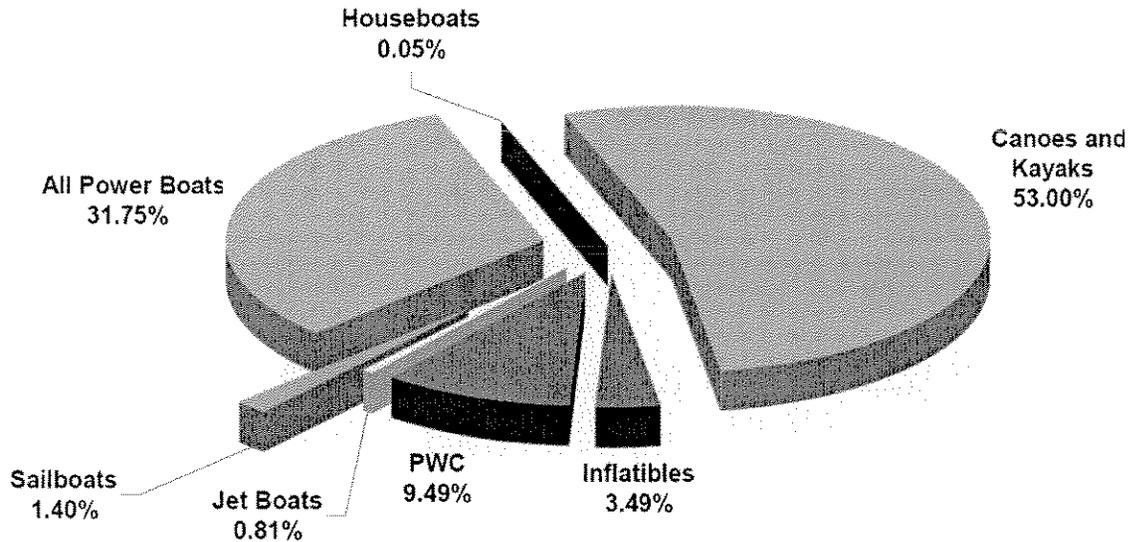


Source: National Marine Manufacturers Association, 2007

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 1996.¹ 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.² 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.



¹ Despite their recent rapid growth, imports still represent only about 5% of total U.S. boat sales.

² 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.³ 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

³ 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.

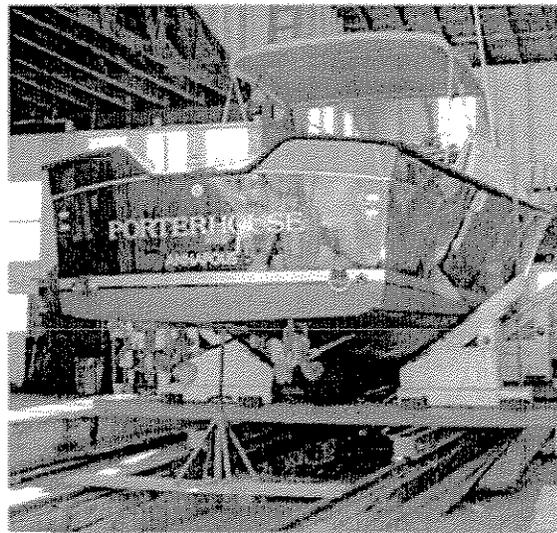
docking only facilities and eliminating the function of repair and service. This reflects the increased federal and state environmental regulations placed on marinas providing repair and service functions. Pressure for waterfront development has forced marinas to close entirely with conversion into residential 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 1996.⁴ 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



⁴ 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

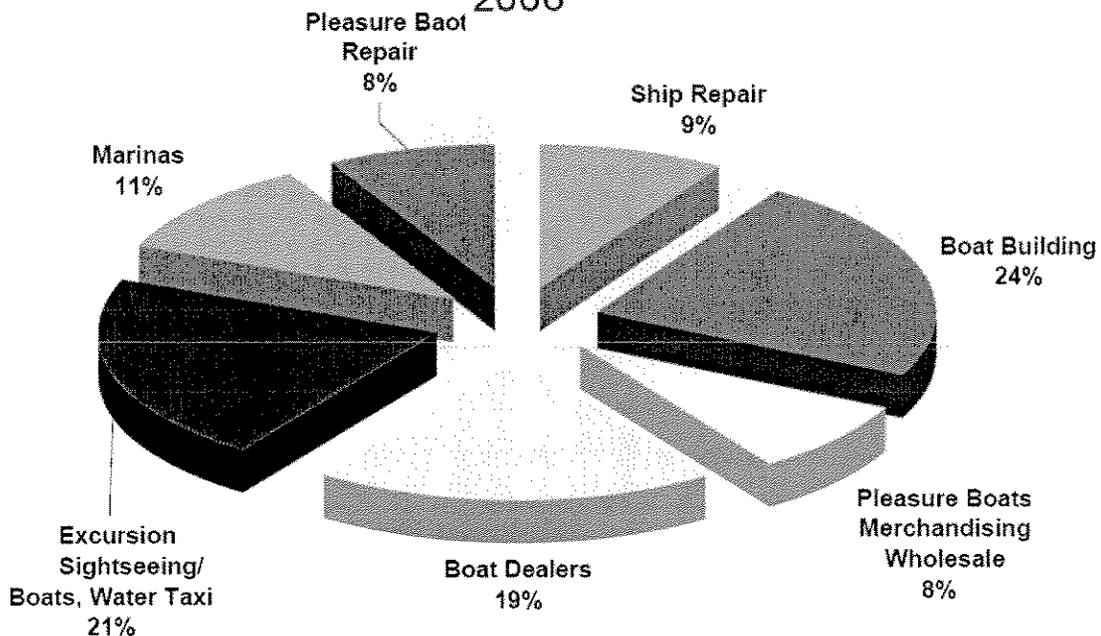
The City of Annapolis has been a small center of boat manufacturers including the home of Annapolis Yacht Yard building patrol boats for World War I and World War II, Owens Boats, and later John Trumpy & Sons building motor and sailing yachts. Since, that period several boat builders established production 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

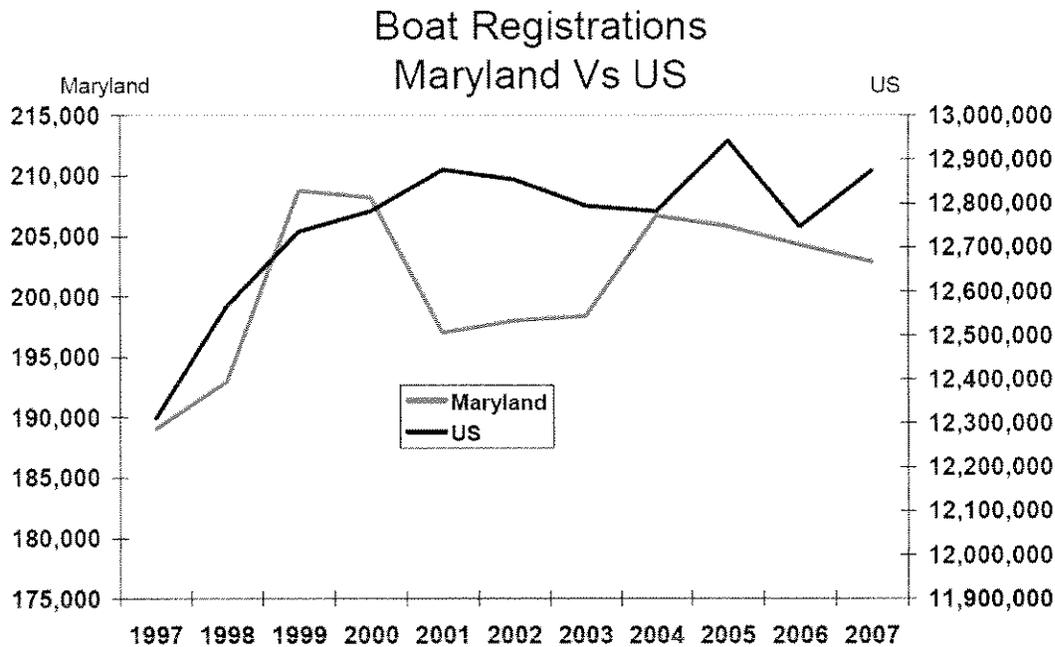
Maritime Industry Share	
Ship Repair	9.1%
Boat Building	24.4%
Pleasure Boats Merchandising Wholesale	8.8%
Boat Dealers	19.8%
Excursion Sightseeing Boats, Water Taxi	21.4%
Marinas	11.2%
Boat Pleasure Repair	8.4%

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.

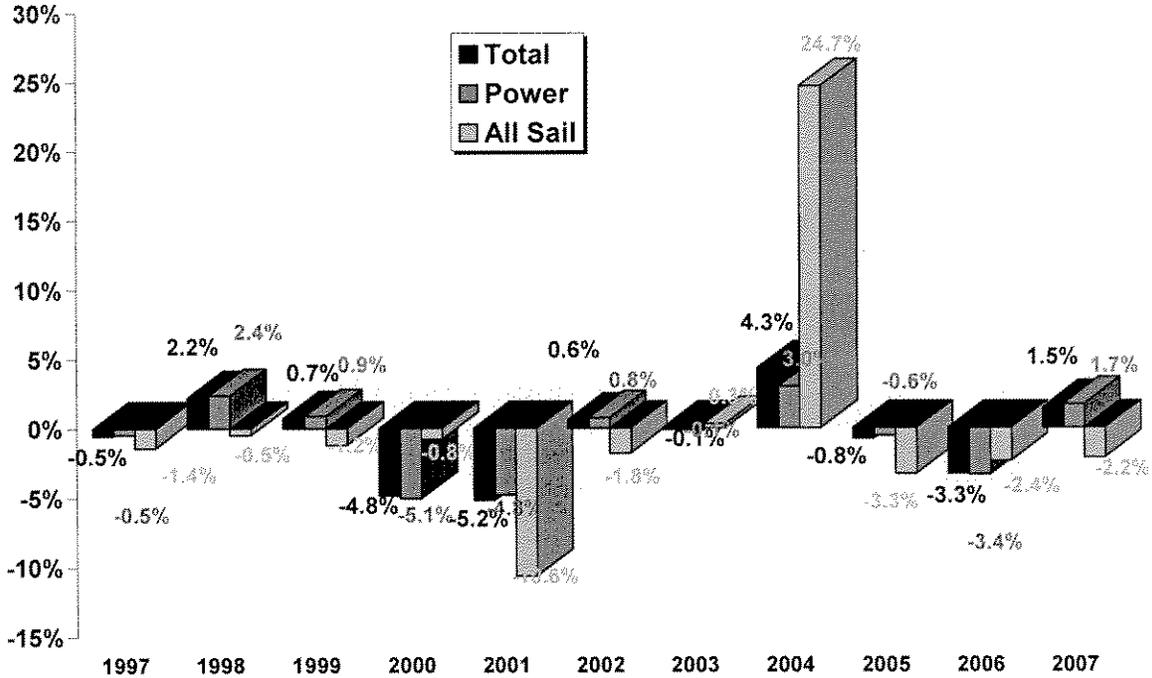
FIGURE 5



Source: U.S. Department of Transportation, U.S. Coast Guard, Boating Statistics, Washington, DC

FIGURE 6

Growth in Maryland Boat Registrations

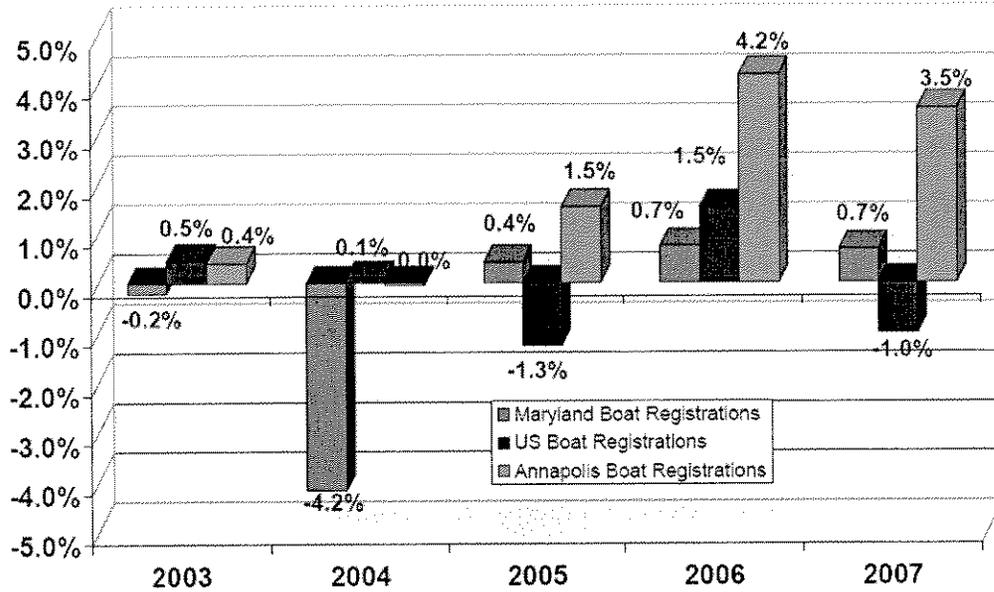


Source: Maryland Department of Natural Resources, 2008

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 Resist National Trend



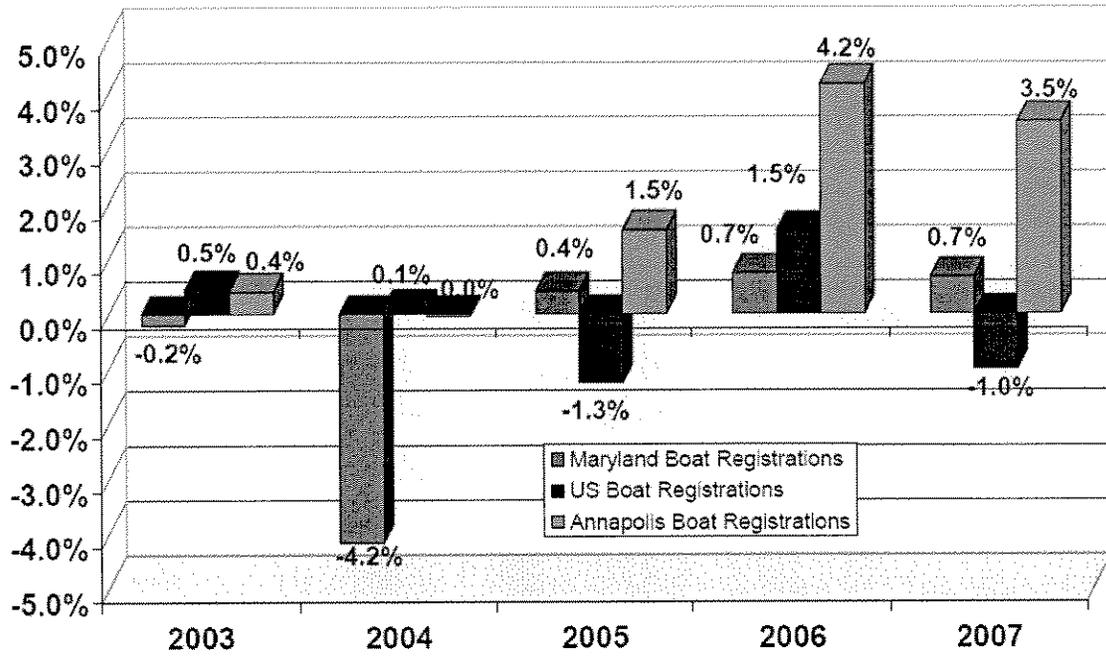
Source: Maryland Department of Natural Resources, 2008

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

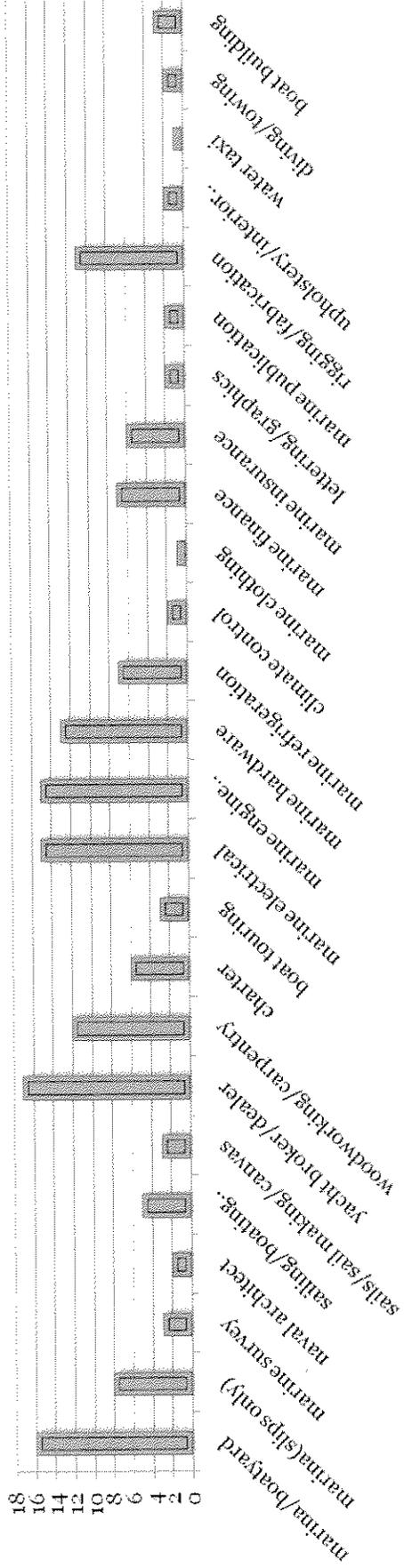
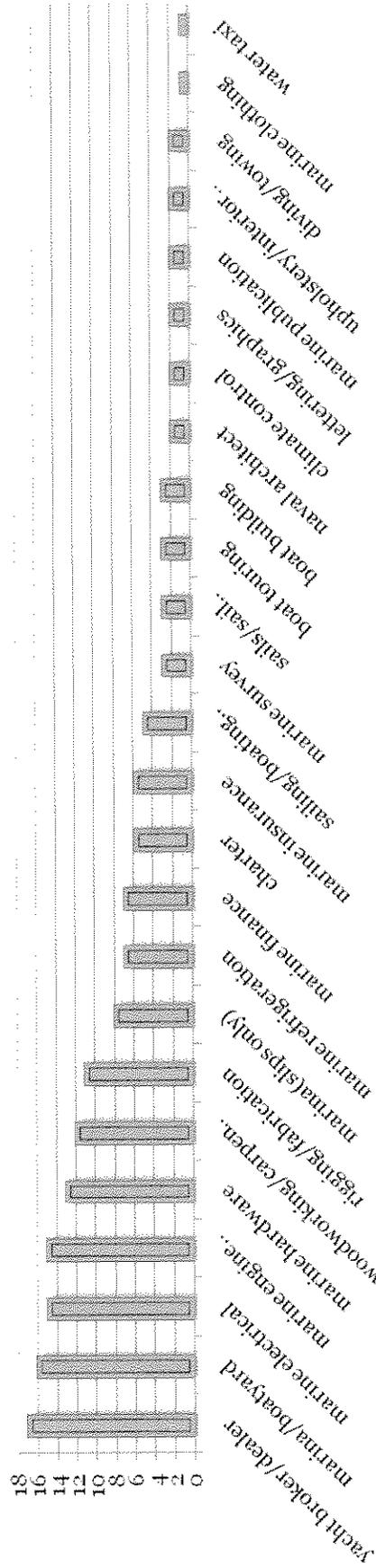


FIGURE 10

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

Survey Year	Low	High	Average
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

Emp. Type	Total Study Area 2002	Total Study Area 2008	Annapolis City
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

Origin of Customer Base	1993 Survey	2002 Survey	2008 Survey
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

Years in Business	2002 Survey	2008 Survey
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

Reason for Expansion	2002 Survey*	2008 Survey*
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 ¹	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
TOTAL	165	32	5,430

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 jobs⁵, \$0.7 million in labor income and \$1.2 million in value added⁶. 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

⁵ 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.

⁶ 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

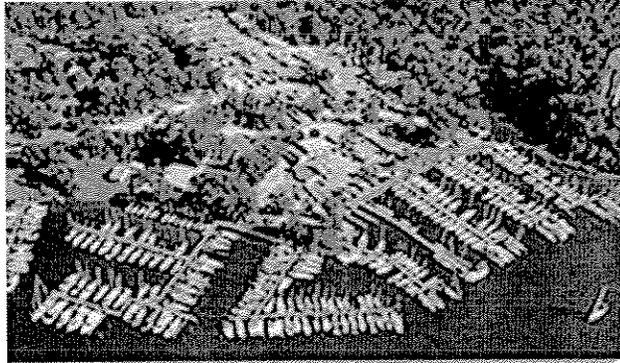
TABLE 10

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
Total Effects	3,221.8	39.6	1,105.9	1,851.7

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.

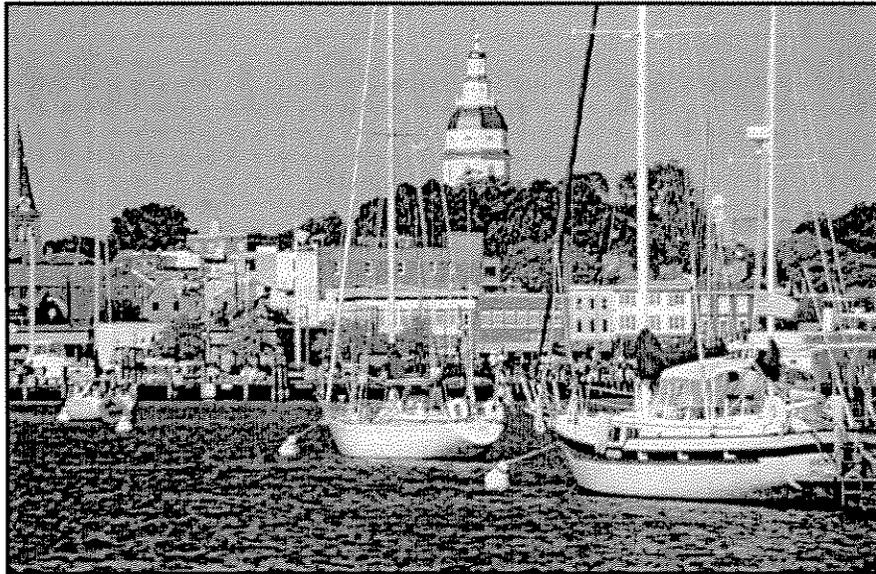
RECOMMENDATION TWO

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



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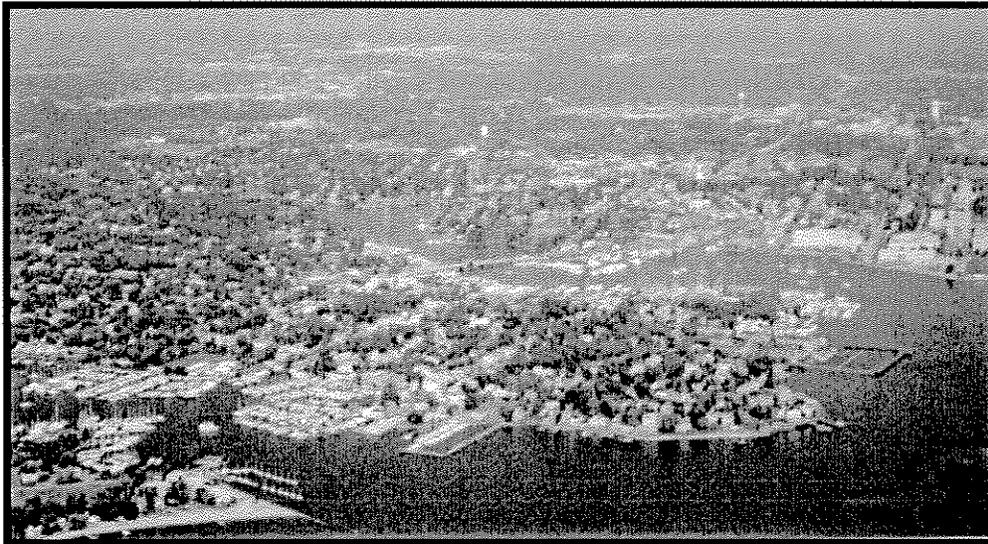
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1.0 Introduction

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.¹ Today, the City of Annapolis maritime industry is valued at approximately \$1 billion and consists of roughly 3,000 boat / yacht slips.²

Over the past decade, the Annapolis maritime industry has shown signs of decline due to a number of pressing issues.³ 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.⁴ 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.

¹ The Annapolis Maritime Museum – www.amaritime.org

² City of Annapolis – Department of Economic Affairs

³ HometownAnnapolis.com – “Report shows signs maritime industry is in decline” – 1/25/09

⁴ 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.

Exhibit 1: Summary of Annapolis Maritime Business Surveys	
Year	Results / Key Findings
1993	<ul style="list-style-type: none"> ➤ Maritime industry is smaller than it was in the mid 1980's, in terms of employment, space usage and gross business income ➤ Has endured the worst of the recession and is showing signs of improvement
2002⁵	<ul style="list-style-type: none"> ➤ Maritime industry is, in general, stable and healthy ➤ 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 ➤ Yacht brokerage has experienced a retrenchment over the past several years ➤ Majority of the businesses indicated business was better than previous years ➤ Many respondents indicated they would be expanding their businesses
2008⁶	<ul style="list-style-type: none"> ➤ Identified Annapolis 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 businesses paired with rising rents and land costs ➤ Maritime industry employment decline of 12 percent between 2002 and 2008 ➤ Recent slowing in the number of new businesses relocated to Annapolis

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.

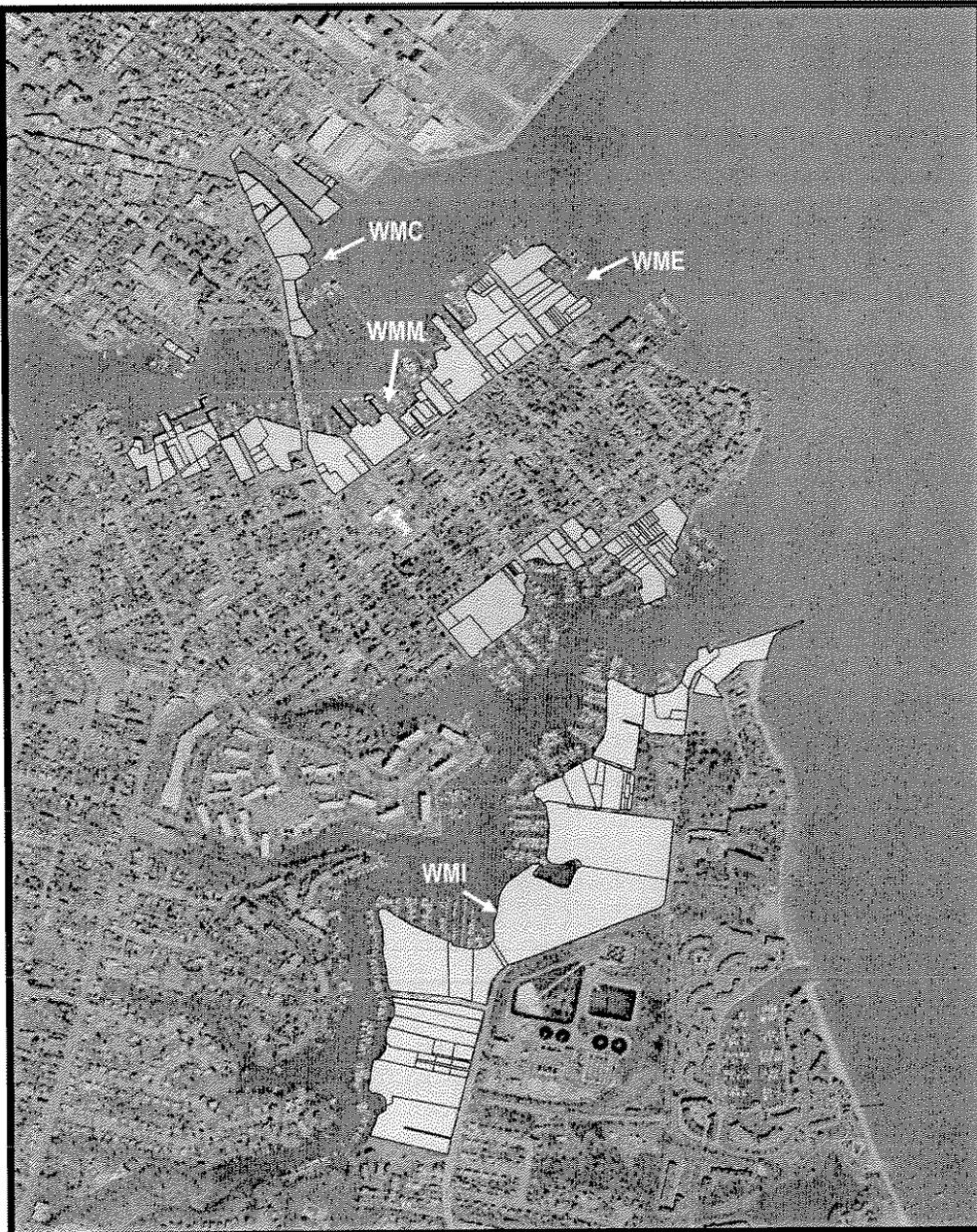
⁵ ZHA Maritime Industry Survey Report (2002)

⁶ 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 uses⁷
- **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 / 6th 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



⁷ 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.⁸
- **Geographic Location:** WMM Parcels are roughly bound by the following streets and / or body of water: Annapolis Harbor / Spa Creek to the north, 1st Street to the east, Severn Avenue to the south and 6th 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



⁸ 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 operations⁹

- **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 1st 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, 1st Avenue and Eastern Avenue to the east, and 6th 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, 6th 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

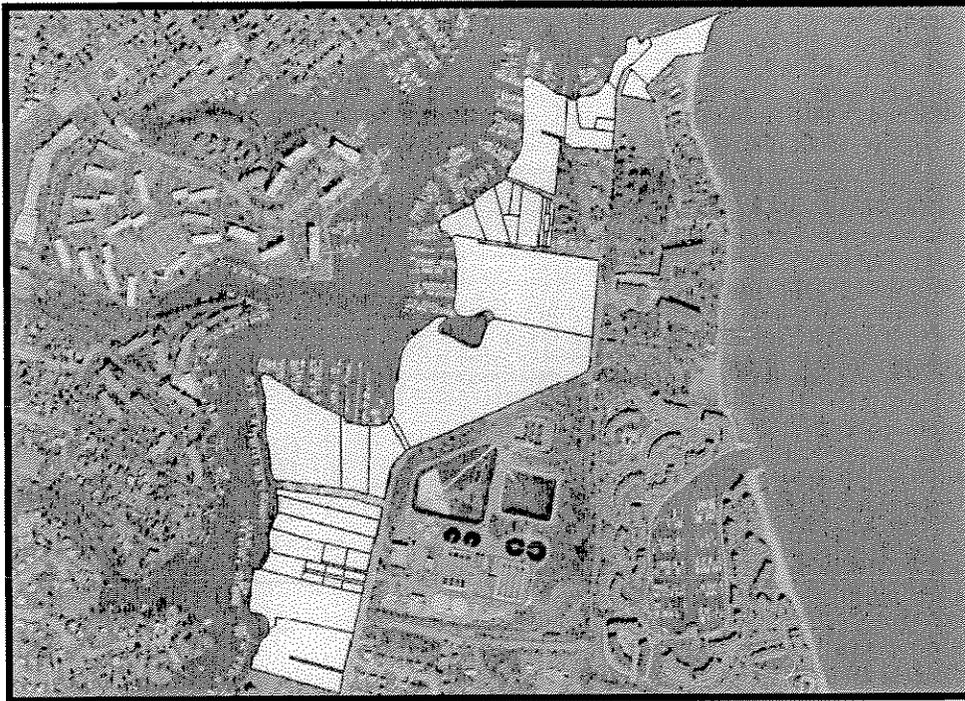
- **Number of Parcels:** 146 (includes 71 condominium units as parcels)
- **Acreage:** 27.29 acres
- **Assessed Value of WME Parcels:** \$104,780,520



⁹ 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 uses¹⁰
- **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



¹⁰ 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.

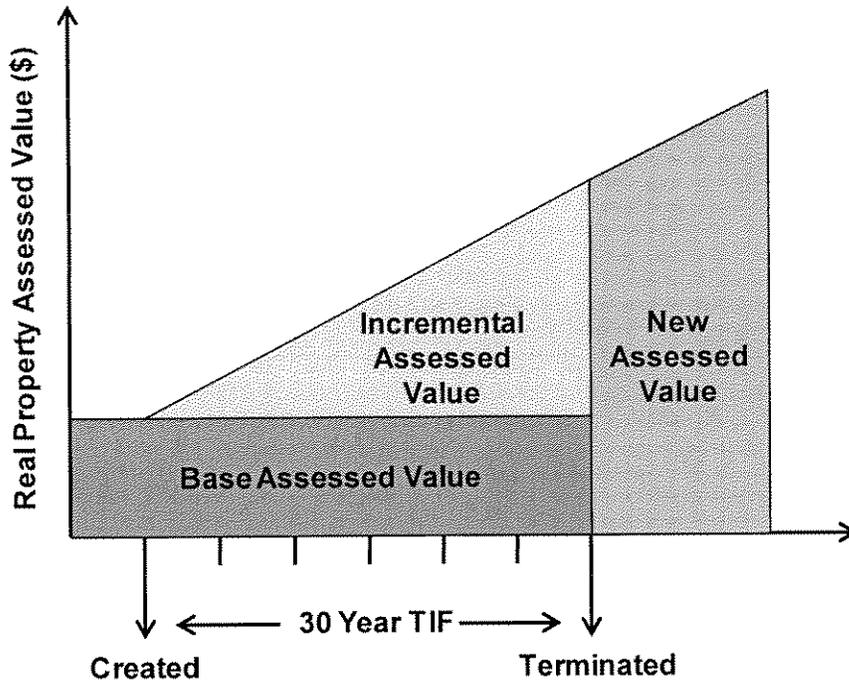
Tax-Increment Financing in the State of Maryland

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:¹¹

- 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

¹¹ 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:¹²

- 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

¹² 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)

Exhibit 4: Tax-Increment Financing Assumptions			
City of Annapolis Property Tax Rate (per \$100 of Assessed Valuation)¹			\$0.530
	Assessed Value²	Number of Parcels²	Assessed Value Annual Growth Rate³
Waterfront Maritime District			
Waterfront Maritime Conservation District (WMC)	\$54,063,400	16	2.0%
Waterfront Mixed Maritime District (WMM)	\$104,521,300	141	1.5%
Waterfront Maritime Eastport District (WME)	\$104,780,520	146	1.0%
Waterfront Maritime Industrial District (WMI)	\$34,971,090	40	0.5%
Total	\$298,336,310		-
¹ : Anne Arundel County – Office of Finance – FY2009 Property Tax Rates			
² : City of Annapolis Department of Planning & Zoning – GIS Department (Assumed government-owned properties generate no tax revenue & have an assessed value of \$0)			
³ : BBPC Assumption based on existing land uses & geographic location			

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.¹³ 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.

¹³ 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.¹⁴ 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.¹⁵

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”.

Exhibit 5: TIF Bond Financing Assumptions	
Interest Rate¹⁶	3.80%
Duration	30 Years
Debt Service Coverage Ratio	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.

¹⁴ Anne Arundel County – Office of Finance – FY2009 Property Tax Rates

¹⁵ State of Maryland – Tax Increment Financing Act – Article 41 – Section 14-205 Application of Bond Proceeds

¹⁶ 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 value¹⁷. 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

¹⁷ 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
Total - City of Annapolis & Anne Arundel County Property Tax Revenue (2009)	\$766,619	\$1,482,112	\$1,485,788	\$495,890	\$102,360,102

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.¹⁸ 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:¹⁹

- 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

¹⁸US Department of Housing & Community Development – Community Planning & Development – Section 108 Loan Guarantee Program - <http://www.hud.gov/offices/cpd/communitydevelopment/programs/108/>

¹⁹ 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.²⁰ 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.

²⁰ 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 Code²¹, 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.

²¹ 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 Code²². 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

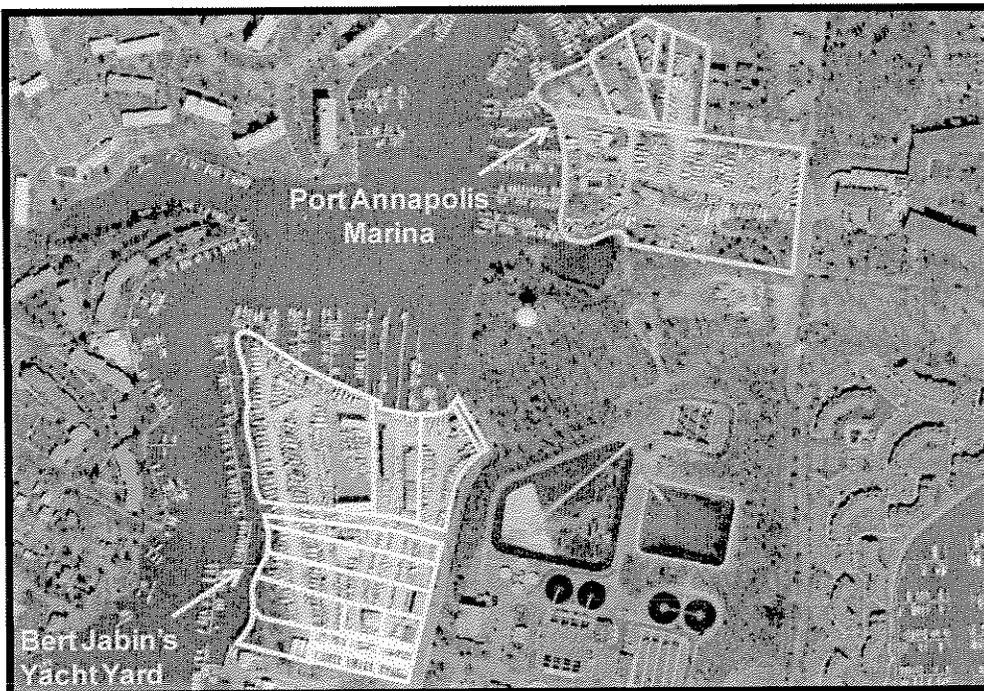
In order to attract and promote development within these maritime zones, the City should consider reviewing and altering the existing permitting approval process applicable to these zones. A task force of maritime industry property owners and businesspersons, as well as private developers active in the 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.

²² 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.²³ 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.

²³ 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, Washington²⁴

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, Maine²⁵

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

²⁴ Washington Trust for Historic Preservation - www.wa-trust.org/issues.htm

²⁵ NOAA – Societal Responses – Preserving Waterfronts for Water Dependent Uses - 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, Oregon²⁶

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.

²⁶ NOAA – Societal Responses – Preserving Waterfronts for Water Dependent Uses - 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

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 20th 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 20th 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 be 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