

Annapolis Comprehensive Plan Appendix

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Appendix A:
Transportation Issue Paper
March 2007

Annapolis Comprehensive Plan Transportation Issue Paper

Transportation and land use are two intrinsically linked systems. A land use change or a change in the transportation network will result in consequences that are visible in the other in a very short time. These changes are happening every day as new development occurs or as transportation routes are modified. It is important that the link in the planning process is just as strong and relevant as the relationship that exists between land use and transportation in the real world.

Land use changes are obvious to local residents in the form of new buildings or redevelopment. Every land use generates traffic and, thus, increases or decreases traffic on roads or other modes of travel. Transportation improvements have near immediate impacts as they increase the locational value of some sites over competing sites. This triggers new development in the areas experiencing the improved access. Changes in transportation have short- and long-term impacts on quality of life. A change in the network might eliminate cut-through traffic in a neighborhood or bring new traffic to a neighborhood currently experiencing little cut-through traffic. For these reasons, there needs to be consideration of or dialogue between land use and transportation.

Historically, the relationship between land use and transportation has been fractured and, until recently, very few transportation projects considered the resulting land use changes and vice versa. This is beginning to be addressed at the national level as Congress, in 1991, recognized the danger to existing farmland, natural habitats, and open space by including policy goals in ISTEA that required state Departments of Transportation and Metropolitan Planning Organizations to do land use planning along with transportation planning. The norm had been that each of these planning activities was done in isolation without any cooperation or even communication. The result was large expenditures of funds to solve transportation problems caused by incompatible and often conflicting land uses. The cost of retrofitting or compensating for the mistakes of the past can often exceed the price of the original transportation improvement. It is critical that these obvious errors of the past are not repeated as Annapolis considers its future –both for land use and transportation.

In discussing transportation, there are eight modes of travel: air, heavy rail, light rail, bus, car, bicycle, foot, and water. In Annapolis, bus, car, bicycle, foot, and water transportation modes are all available to varying degrees. Commuter passenger service or heavy rail stopped servicing the City in the 1950s and freight traffic ceased in 1968. In looking at modes of travel, there are several factors that need to be considered. Among the most important are



range, speed, and flexibility. Range and speed are generally linked. As speed increases, range increases, as well. The pedestrian mode is the slowest, and, while one can walk from Florida to Maine, the range of comfortable walking is a quarter-mile or 10 to 15 minutes. Bicycles go faster than pedestrians, and

most of Annapolis is within a reasonable bicycling distance. Buses, then light rail (trolleys), automobiles, and heavy rail operate at increasing average speeds, and the radius that can be served increases. Flexibility is another important aspect of travel modes. All the modes that depend upon fixed routes are less flexible, both in terms of locations served and in terms of convenience. All the transit modes are entirely or largely fixed route. They are also a two-mode system that requires one mode to get to a stop and another mode to take the trip; thus, the area served is roughly a quarter-mile either side of bus or trolley lines or a half-mile radius around rail stops for heavy rail. It is likely that there will be areas outside easy walking distance that are not effectively served. The second aspect of flexibility is convenience. The pedestrian or bicyclist can decide to

leave on the spur of the moment and change routes. Transit has a schedule, so one may have to wait a long time to be able to board the transit vehicle. The term headway is used to describe the time between vehicles arriving at a given stop. Not surprisingly, if a person has choice, they will choose the mode of travel that is convenient.

Annapolis is a nearly ideal city for transit – it has high densities, major employers, and tourists that are essential to support transit and an existing system. While the non-automotive mode shares are higher than the national average, the vast majority of work trips are by single-occupancy automobile. Transportation was the focus of most of the negative complaints of most groups involved in [Let's Talk Annapolis](#) and many people that have met with the consultant team. In approaching the problem of transportation, it is important to understand constraints. Parking is closely linked to the mode of travel and transportation. Parking, particularly in the historic district with its very narrow streets, is also a land use and community character issue. **Figure 1, Impact of Cars on an Urban Street**, shows the impact of the car on what is an ideal urban street. How much more attractive this would be if cars did not line the street nearly continuously? This paper seeks to outline critical elements of the transportation problem as it relates to land use.

The travel modes that seem to need most discussion in terms of decision-making are automobile, bus, pedestrian, and bicycle.

As this paper turns to possible strategies, we have not limited the discussion to traditional planning. This is a 20-year plan, but, with regard to transportation, it can seek to lay out the issue far into the future. Thus, while some of the discussion is clearly not feasible in

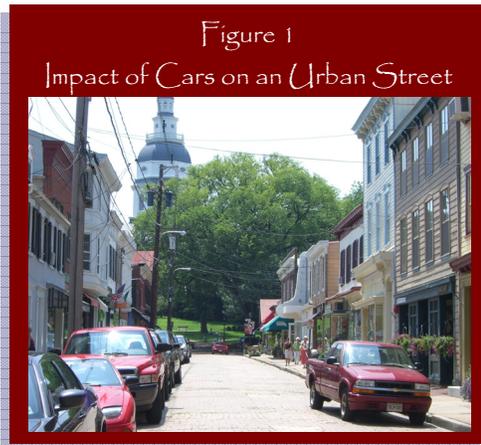


Figure 1
Impact of Cars on an Urban Street



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the short term, it may well be feasible or essential in the future. For example, global environmental issues such as global warming and energy have the potential to reshape the future during the lifetime of this plan. The average European is used to paying the market rate for fuel, which is \$5.00 or more per gallon of gas. While our current energy policies in the U.S. create artificially low prices, it is possible that higher market prices for all energy sources will occur in the future. Thus, the team has put forth for discussion a wider array of ideas than are normally found in the early stages of a comprehensive plan.

The City of Annapolis has a multi-modal transportation system, which offers its residents several common modes of transportation including walk, bike, transit, and water taxi, as well as cars. However, the choices are still limited due to a lack of integrated network systems in and among individual modes. Sidewalks are prevalent in the City, but the quality of sidewalks is uneven and there are missing pieces in the street system. There are designated bike lanes and routes, but they are limited and fragmented. The transit system has shown good performances compared with similar sized system elsewhere in the country, but the system is currently troubled by the lack of funding.

Transportation Issues

Major transportation issues in the Annapolis area have been identified through a variety of planning activities and studies, including, most recently, the Annapolis Regional Transportation Vision and Master Plan (ARTVaMP). In this comprehensive plan process, similar key transportation issues have also been echoed through the Citizens Advisory Committee and general public input. These issues can be organized into three basic threads: transportation system performance, balance of transportation modes, and land use-transportation linkage.

Transportation System Performance

Traffic congestion along major gateways is the most cited transportation issue in the area. Congestion and heavy traffic occur primarily in the peak periods along Forest Drive, West Street, US 50/US301, and Riva Road. Major intersections in Parole also experience delays.

- Forest Drive from Hilltop Lane to Chinquapin Round Road. The latest 2006 traffic count recorded a traffic volume of approximately 70,000 ADT at Forest Drive, east of the intersection with Chinquapin



Round Road and Aris T. Allen Boulevard. This is the most heavily used road segment in the study area besides US50/US301. The highest hourly volume occurred between 7:00 and 8:00 in the morning for northbound traffic, carrying 3,100 vehicles in November 2006 and between 5:45 and 6:45 in the evening for southbound traffic, with 2,700 vehicles. Commuter traffic appears to be a major contributor to traffic congestion in this road segment, as confirmed by both the



temporal distribution of daily traffic and Census data, which are to be discussed later. To complicate the traffic situation, a major shopping center is situated in the heavily congested road segment.

- West Street from Riva Road to Chinquapin Round Road is a typical commercial strip with numerous access points and different traffic patterns from Forest Drive. West of Chinquapin Round Road, it recorded an equivalent ADT of 35,000 in 2006, with an evening peak hour volume of 1,500 on the eastbound and 1,300 on the westbound in 2006. It has a more even temporal distribution of traffic than Forest Drive.
- US 50 /US 301 from MD450 to Rowe Boulevard is a major gateway that connects Annapolis with Baltimore, Washington, and the Eastern Shore. Its congestion is especially severe during the PM rush hours and during the weekends in the summer. Heavy congestion has spillover effects on the local street system.

Transportation-Land Use Linkage

The socioeconomic characteristics of the City of Annapolis and its surrounding areas have had profound impacts on the transportation system performance.

There are a significant number of people who are transportation disadvantaged groups in the City—16 percent households do not have vehicle, 10 percent families living in poverty, 12 percent of individuals are senior citizens, and 22 percent of individuals are juniors (17 years and younger). These groups of people have special transportation needs, which

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are different from the auto-dependent public. They are potentially dependent on transit.

Job-household imbalance is evident in the City and the study area as a whole and will likely continue based on the socioeconomic forecast. The study area is a major employment center consisting of the City, the Naval Academy, and the Parole Growth Management Area. The job household ratio is 2.72 for the study area, compared with 1.66 for the County as a whole. This job-household imbalance dictates the commuting patterns in the study area.

Based on the 2000 Census, the City resident workers accounted for only 30 percent of the employment in the City. Approximately 70 percent of city workers commuted from outside of the City, notably 46.6 percent from the rest of Anne Arundel County. Compared with jurisdictions in Maryland, the City of Annapolis would rank lower than Howard County, which had 42.7 percent of its jobs held by its resident workers, the lowest in the State. This high job to household ratio means that there are more people commuting into the area for work.

The City of Annapolis is also a bedroom community. Less than half of city resident workers took jobs in the City in 2000, which is similar to Carroll and Harford Counties. More than half (53.2 percent) of city resident workers commuted out of the City to their work places elsewhere in 2000. In the morning rush hours, 11,500 commuters from the City found themselves competing for space on one of only four major gateways out of the City— Forest Drive, West Street, Roscoe Rowe Boulevard, and US Naval Academy Bridge. Furthermore, 2,800 commuters from the Outer Neck at the tip of Annapolis Neck, which is part of Anne Arundel County, had no other way to get out of the Annapolis Neck except for the four gateways, particularly Forest Drive. **Table 1, Commutation Patterns**, indicates the overall commutation pattern.

Table 1
Commutation Patterns

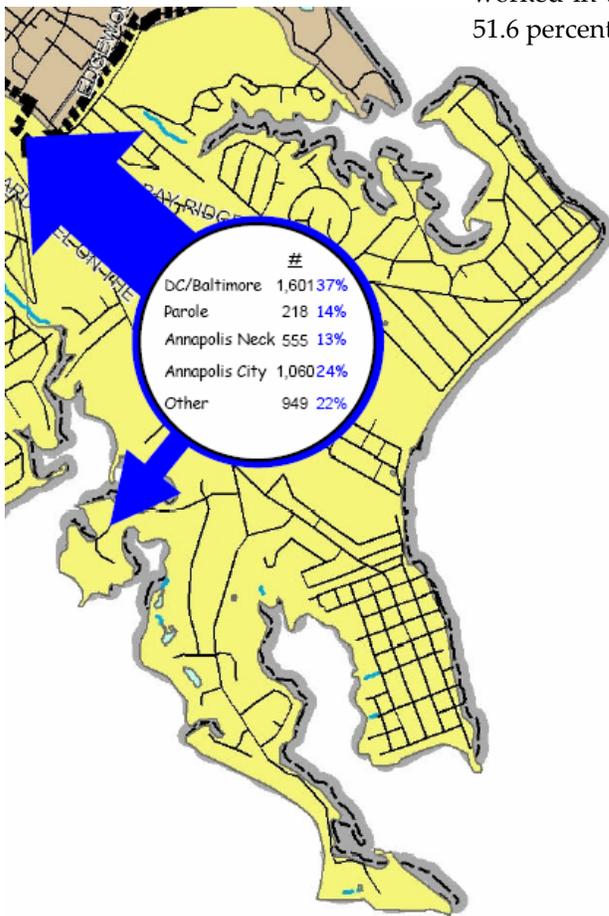
Places	Annapolis Residents: Working Places	City Workers: Living Places
Annapolis City	46.8%	30.5%
Parole and Broadneck	13.5%	17.3%
Glen Burnie/East of I-97 Area	7.0%	15.4%
West AA County/West of I-97 Area	7.0%	5.9%
South AA County/South of US 50 Area	2.2%	8.0%
Prince George County	5.2%	3.9%
Queen Annes County	0.8%	4.2%
D.C.	5.5%	0.4%
Baltimore City	3.6%	3.1%
Baltimore County	1.0%	2.8%
Howard County	1.8%	1.8%
Other Places	5.6%	6.7%
Total	100.0%	100.0%

Source: Baker compiled from Census for Transportation Planning Package 2000



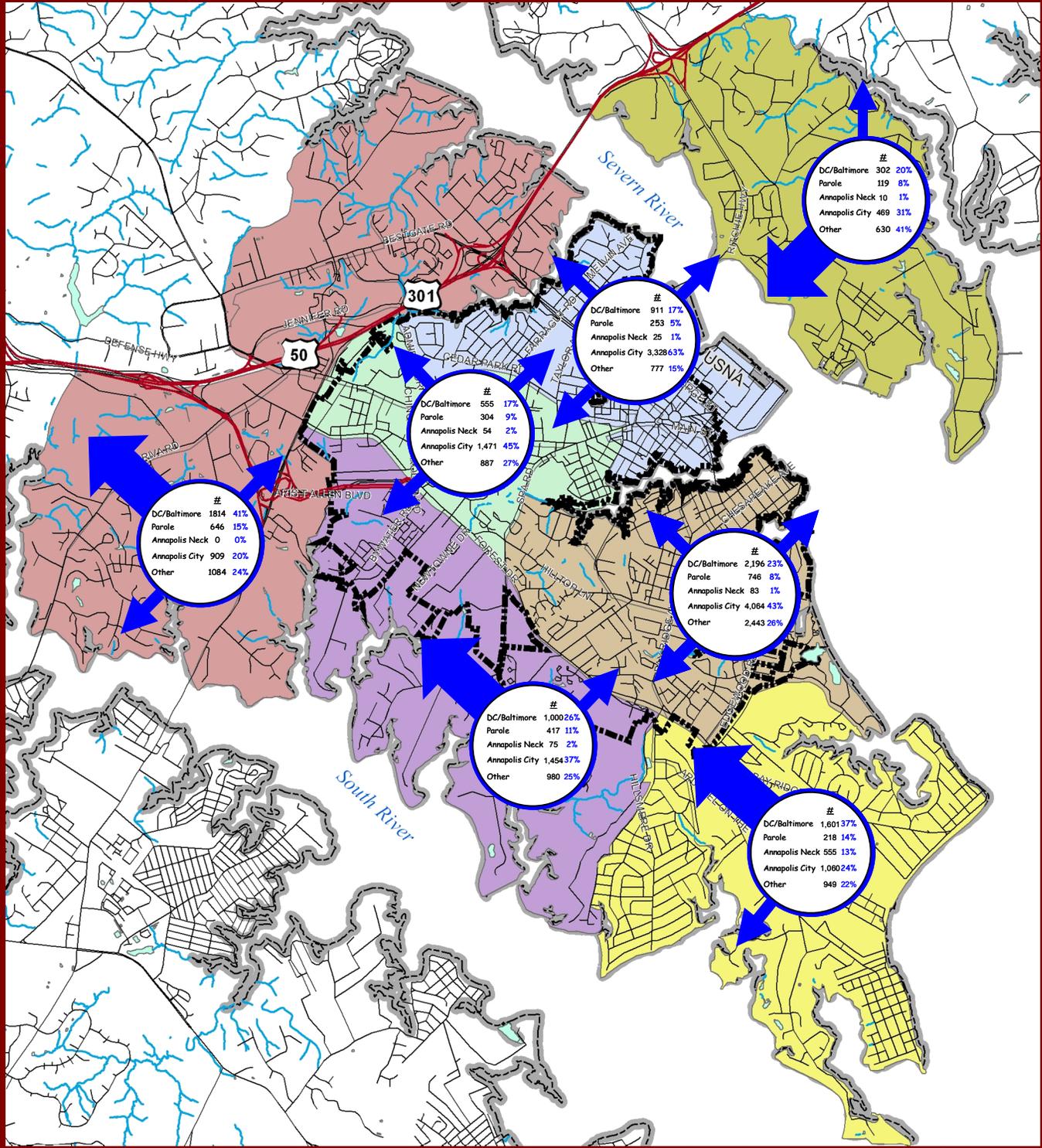
A closer look at the Census Transportation Planning Package (CTPP) data at the TAZ level paints a clear picture of the commuting patterns in the study area. Approximately 7,100 commuters from the City and 2,100 commuters from the Outer Neck area worked in the Washington D.C. and Baltimore metropolitan areas, including western and southern Anne Arundel County. These commuters will most likely use US50 westbound and I97 northbound as their gateways to their work places. The rest of the out-commuters worked in Glenn Burnie, Broadneck, the Eastern Shore, and other areas. Their gateways are US 50 eastbound, Route 2 northbound, or I97 northbound. In summary, more than 9,000 commuters would use Forest Drive as the major commuter gateway to get out of the Neck to work elsewhere.

Various parts of the City and study area have different commuting patterns as compiled in **Figure 2, Commuting Patterns in the Study Area**. It is noteworthy that 55 percent of approximately 5,300 resident workers in the north section of the City (including downtown and Rowe Boulevard corridor) worked in the same area and an additional 14.5 percent of resident workers worked in the other parts of the study area. For the study area as a whole, 51.6 percent of resident workers worked and lived in the study area in 2000.



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Figure 2
Commuting Patterns in the Study Area



Source: Census for Transportation Planning Package 2000



This data also sheds light on the Forest Drive problem. The residents most removed from the metro areas of Baltimore and Washington send a greater portion of their residents to these areas than do residents of the City. Only the Parole area has a higher percentage of people traveling to these destinations. Further, there are no real alternatives. Many City residents have several alternative routes to reach the major arterial network. Thus, the choice of residence and work place is largely responsible for the congestion of Forest Drive.

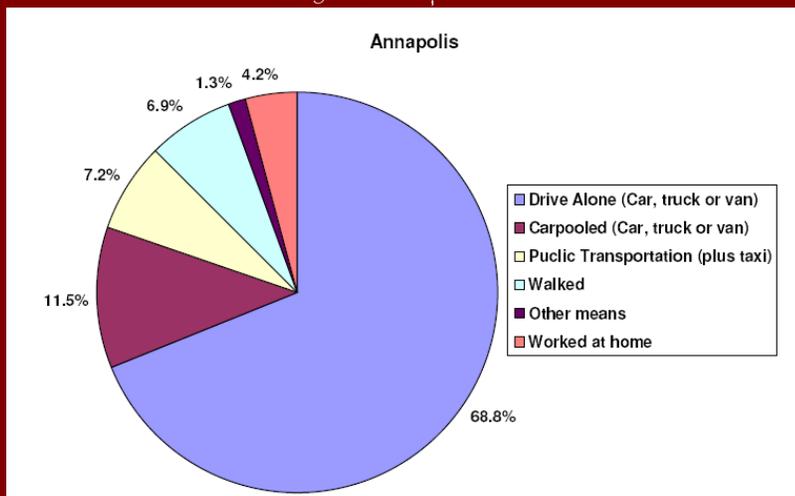
Automobile Mode

The invention of automobiles and construction of interstate systems greatly expanded the space and speed of travel. US 50, also called "The Backbone of America," was upgraded to a freeway between Washington, D.C. and Annapolis in 1957 and was named the John Hanson Highway. Since then, US 50 has served as a major gateway to the beach destinations along the Atlantic Ocean coast such as Ocean City. Additionally, US 50 increasingly serves the commuting needs of growing communities on Kent Island and the Eastern Shore to Annapolis and the rest of the metropolitan area. Some of the beach traffic has spill-over effect on the City of Annapolis during the summer. Another interstate highway, I-97 was completed in 1993, connecting Baltimore and Annapolis.

The geography and development patterns of Annapolis place a great constraint on the transportation system and how people travel, particularly in

the automobile era. The City is situated in the Annapolis Neck Peninsula, surrounded on three sides by the South River to the south, Severn River to the north, and the Chesapeake Bay to the east. It is further constrained by Parole, a suburban center, to the immediate west. The gateways into and out of Annapolis are limited to four major arterials: MD655 (Arise T. Allen Boulevard)/Forest Drive, MD450 (Defense Highway and West Street), MD 70 (Rowe Boulevard), and US Naval Academy Bridge and Governor Ritchie Highway (MD450).

Figure 3
Means of Transportation for Resident Commuters
in the City of Annapolis in 2000



Source: Baker compiled from Census 2000



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The single-occupancy automobile is the most prevalent method of travel in Annapolis commuting patterns as indicated in **Figure 3, Means of Transportation for Resident Commuters in the City of Annapolis in 2000**. By and large, residents of Annapolis work elsewhere and a large percentage of the workers in the City commute to jobs with the State, County, Naval Academy, and St. Johns.

Table 2, Mode of Transportation to Work, shows the current mode of transportation to work. While this is only a fraction of the daily trips, it is indicative of the methods used. Trips for food shopping are even more likely to be made by automobile. Many school or recreation trips may also be to locations that are beyond walking distance. Added to these local trips are those made by tourists moving around the community.

Annapolis is a mature community with relatively little vacant land, and a significant portion of development over the past decade was redevelopment. This has profound implications for improving the road system. The ability to make improvements, whether it is additional turn lanes or traffic circles or a new travel lane, is exceedingly limited. It can be done in coordination with major development when the developers control enough land to make it happen as part of the development process. However, restricted rights-of-way, high land costs, and the possibility of having to relocate or buy out building owners means that most options are exceedingly limited. There are limits as to what can be achieved with improved signalization.

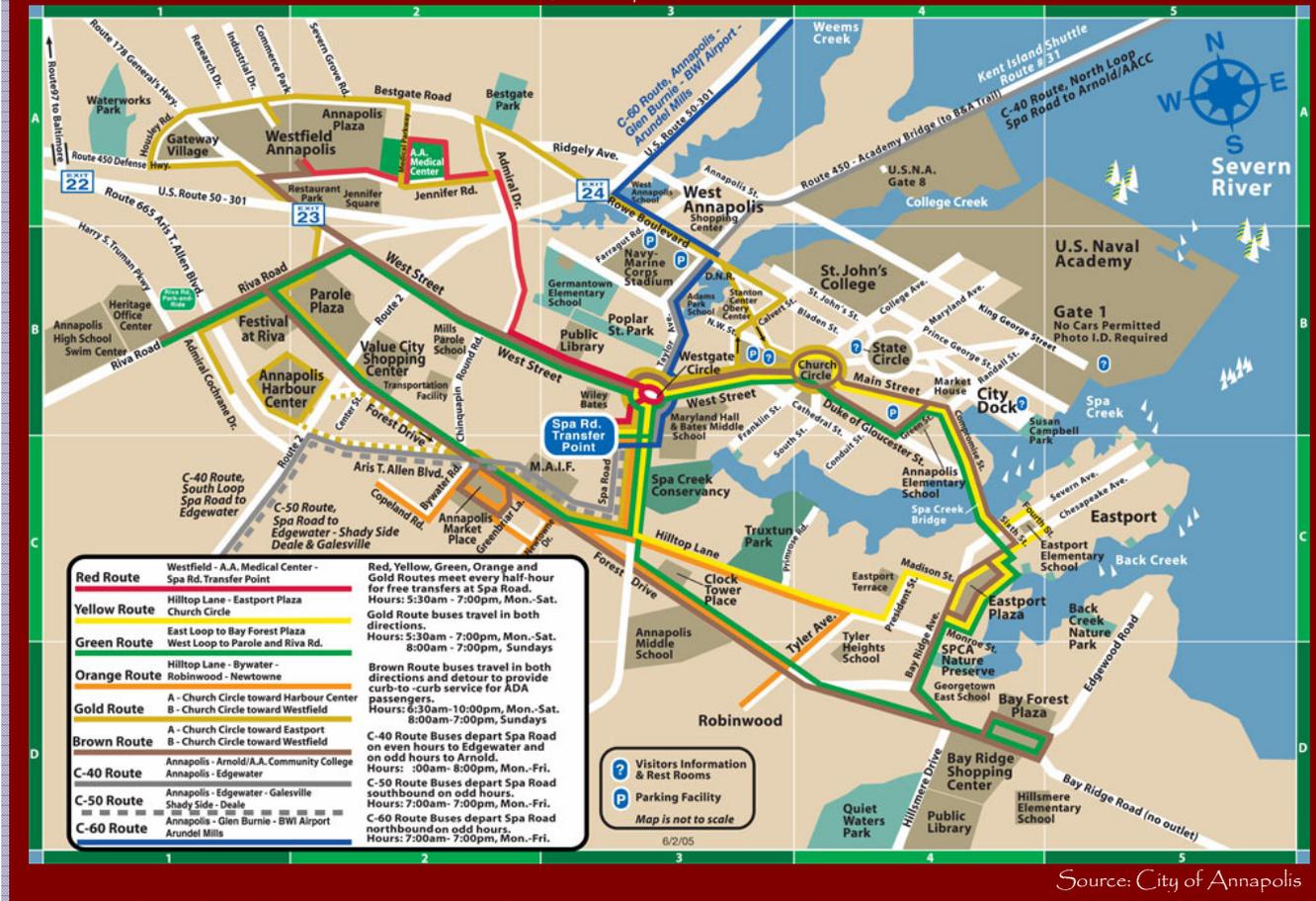
Table 2
Mode of Transportation to Work

Mode of Commuting	Workers	Percent
Car, truck, or van – drove alone	13,200	68.8
Car, truck, or van – carpooled	2,202	11.5
Public transportation (including taxi)	1,388	7.2
Walked	1,318	6.9
Other means	254	1.3
Worked at home	812	4.2
Workers 16 years and over	19,174	100

Source: Baker compiled from Census 2000



Figure 4
Existing Annapolis Transit Routes



Bus Mode

Bus service is present in the City and immediately surrounding County land, but has limitations on the area it serves. Major destinations in the planning area include downtown, state offices, the mall, hospital, campuses, county offices, and high school as shown in **Figure 4, Existing Annapolis Transit Routes**. In addition, the Naval Academy Stadium is a major staging area for tourists and special events. The current bus services serve most of these areas.

A major issue with trying to attract more riders is the frequency of buses (headways). A change in frequency of bus service creates an increase or decrease in ridership. Elasticity¹ is a measure of the response, with a positive elasticity indicating a gain and negative indicating a loss. Data from

¹ Elasticity is often cited as Arc Elasticity or Arc (Midpoint) Elasticity. We have shortened the term to avoid confusion.

There is a significant amount of traffic going to various government offices for business purposes. What does it take to get these people to opt for riding the bus?



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Massachusetts from the 1970s when bus service was declining is shown in **Table 3, Elasticity**. The figure also includes the elasticity that would have been achieved by a corresponding increase in service. The biggest gains are made with long headways, service increasing from once an hour to the half hour. As one approaches 10-minute headways, there are smaller gains. More recent studies from the 1990s provide a number of studies on the changes of service ranging from -.47 to +1.03. These are shown in Table 4. In Annapolis, the current service is less than hourly, so large improvements can be expected from a major increase in service. The tourists and government related trips also represent a potential to increase ridership, particularly in areas where the destinations are important to these groups.

People going to work at any large employment area have the same desires for timely service -- a sentiment illustrated in **Figure 5, Improvements Desired by Bus Riders**. While the worker going to work in the morning has the ability to stay on schedule, the timeliness is important. Nobody wants to have to go to work 45 minutes early because the bus schedule is not timely. However, short headways are costly. Thus, there is a major chicken and egg situation -- can the City afford to acquire sufficient buses and staff to provide short headways in hopes that ridership will increase? This is a major question for Annapolis to consider as this process continues.

Transportation investments should facilitate the ability to “live locally,” at least for the four or five average daily trips that are not job commutes. Quality of life is well served by modal choice and by connectors that distribute economic activity

Table 3
Elasticity

	Elasticity	
	Decreased Service	Increase Service
Headway		
<10 minutes	0.22	0.28
10 to 50 minutes	0.46	0.85
>50 minute	0.58	1.38

Source: TRB (2004), TCRP Report 95 Travelers Response to Transportation System Changes.

Although survey results varied between regions, the general finding is that a ten percent improvement in bus headway time results in a five percent ridership increase.

Table 4
Bus Service Elasticities for Frequency Changes Observed in the 1980s/90s

Transit System or Route	Time Span	Headway Change (Minutes)	Service Measure	Arc Elasticity	Notes and Comments
Vancouver, WA to Portland, OR	1980	Mixed, e.g., 19-23 to 10-15; AM peak	Peak buses	+0.33 (all hours)	See description below
Charlottesville [VA] Transit System	1980-1981	From 60 to 30 in peak periods	Vehicle miles	+0.33 (all hours)	See description below
Mt. Pleasant bus route, Toronto, ON	Sept.-Nov. 1987	From 10 to 15 in peak periods and 15 to 30 evening	Headway	-0.47 pk. -0.29 off-peak	See description below and case study
Tasta to central Stavanger, Norway	early 1990s	From 30 to 15	Headway	-0.26	Headway measure gives negative sign
Santa Clarita [CA] Transit (local fixed route system)	1992/93 - 1997/98	Primarily 60 to 30 with service hours enhancements	Service (bus) hours	+1.14 (all hours)	See description below and case study
Foothill Transit, L.A., CA (system)	1993-96	Various, plus new weekend service	Service hours	+1.03 (all hours)	Frequency upped on all lines
Community Transit (Snohomish County system, WA)	1994-96	Primarily 60 to 30 plus new services as well	Service hours	Over +1.0 (see notes)	Confounding factors include U of W “U-Pass” introduction
Santa Monica, CA Big Blue Bus system	1996-98	Various, plus some new service	Service hours	+0.82 (all hours)	See description below
Lincoln Blvd. route Santa Monica, CA	March - Sept. 1998	20 to 10 (40 to 10 on link to LAX)	Service hours	+0.97	6AM-6PM; see description below

Source: TRB (2004), TCRP Report 95 Travelers Response to Transportation System Changes.



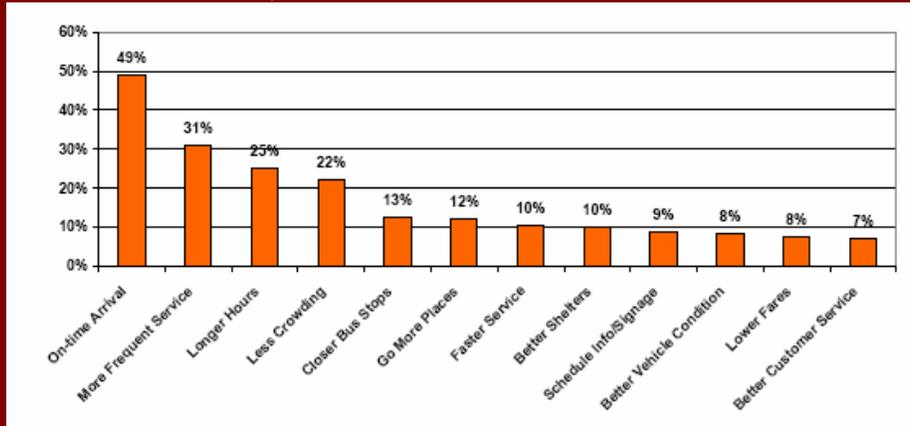
Annapolis' investments should encourage compact development, especially around transit nodes. Transit-oriented development is based upon developing a series of quality bus, light rail, or commuter rail stations.

throughout every community. As urbanized areas decentralize farther and farther out, commutes get longer, traffic becomes more congested and the environment – air, water, and recharge areas – are negatively impacted.

One thing the City can do to encourage transit is to concentrate land uses in nodes where transit exists to provide a large pool of riders. This includes higher density residential, office, hotel locations, shopping, and entertainment uses. The same would be true in the County, where there needs to be an effort to contain new high intensity uses in corridors that have transit and not permit them to scatter to locations that are dependent on automobiles. The concept of transit service and density appears in **Table 5, Transit Services and Residential Density**.

This is one intersection of transportation and land use where the land use densities must be present in sufficient quantities to support the ridership for different levels of transit service. Additional ridership strategies are listed in **Table 6, List of Potential Transit Strategies for Building Ridership**.

Figure 5
Improvements Desired by Bus Riders



Source: WMATA Regional Bus Study (2003)

Table 5
Transit Services and Residential Density

Service	Frequency	Coverage	D.U./Acre
Rapid Transit (Rail)	5 min pk headway	100-150 sq mi corridor	12
Light Rail	5 min pk headway	25-100 sq mi corridor	9
Bus-Frequent Service	120 buses/day	½ mi between routes	15
Bus-Intermediate Service	40 buses/day	½ mi between routes	7
Bus-Minimal Service	20 buses/day	½ mi between routes	4

Source: Pushkarev and Jeffrey Zupan (1982).

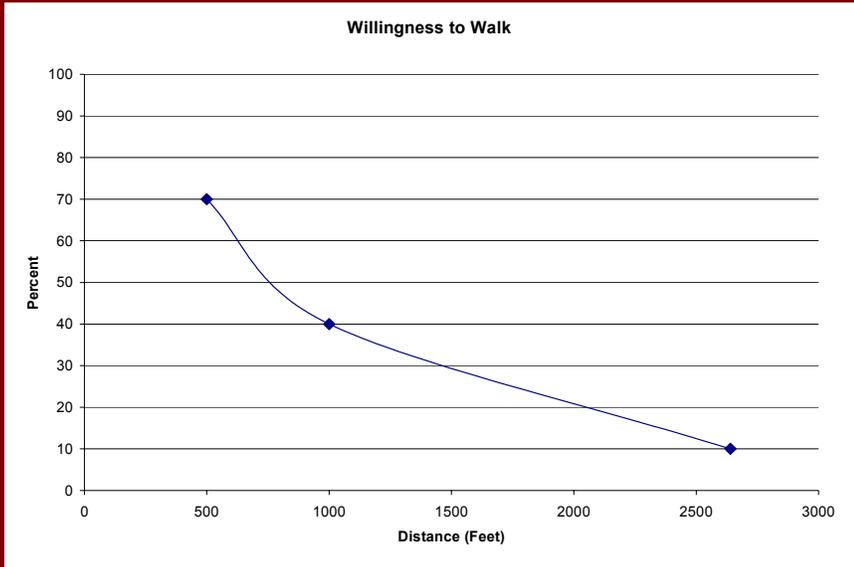


Table 6
List of Potential Transit Strategies for Building Ridership

Category	Type	Strategies
Service improvements	General	Increased route structure Increased frequency Service cutbacks Dynamic scheduling Increased speed Improved security Improved comfort Increased capacity
	Suburb to suburb	High-occupancy vehicle lanes/facilities Transportation demand management programs Suburban activity centers
	Suburb to central city	Feeder services Fare integration Service coordination (timed transfers) Unitickets Station parking provisions
	Within central city	Core services
Information to customers	Real time information services	Location Schedules
	Low technology	Tailored schedules Bus stop information
	Medium technology	Computerized information systems Kiosks
Marketing and promotion		Fare incentives Education New resident promotion Image advertising Cooperative promotions
Public policy changes		User side subsidies Parking pricing/regulation Income taxes Fuel/carbon taxes Dedicated operating support Land use policy Local area bus services
Road pricing		Various

Source: TCRP Report 27, Building Transit Ridership: An Exploration of Transit's Market Share and the Public Policies That Influence It (1997), p. 8.

Figure 6
People's Willingness to Walk with Respect to Distance



Source: National Personal Transportation Survey (1995)

Figure 7
Creating Walkable Neighborhoods



1. Mixed land uses in close proximity to one another;
2. Building entries that front directly onto the street without parking between entries and the public right-of-way;
3. Building, landscape, and thoroughfare design that is pedestrian-scale; in other words, it provides architectural and urban design detail with size and design appreciated by persons who are traveling slowly and observing from the street level;
4. Relatively compact developments (both residential and commercial);
5. A highly-connected, multimodal circulation network, usually with a fine "grain" created by relatively small blocks; and
6. Thoroughfares and other public spaces that contribute to "placemaking" -- the creation of unique locations that are compact, mixed-use, and pedestrian- and transit-oriented and have a strong civic character with lasting economic value.

Source: "Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities", Institute of Transportation Engineers (2006)

Pedestrian Mode

The pedestrian mode is governed by distance, access, amenities, and travel purpose. A majority of pedestrian trips are one-quarter mile or less, with one mile generally being the limit that most people are willing to travel on foot. In practical terms, most residents are willing to take a five- to ten-minute walk at a comfortable pace to reach a specific destination.¹ Figure 6, **People's Willingness to Walk with Respect to Distance**, shows a curve of people's willingness to walk with respect to distance to a destination. Weather is a limiting factor for pedestrians as walking in rain, snow, cold, or hot will reduce the desirability of walking. While many people can walk much longer distances, the weather is important; one does not want to arrive at a destination uncomfortable. The purpose of the shopping trip is also important since non-work destinations represent the majority of the trips made every day. A pedestrian trip out to the drug store, for a book or magazine, or work is very achievable. However, a supermarket trip or taking children to various social or athletic programs is more likely to involve the automobile.

The land use pattern that is good for transit will also be good for pedestrians. Transportation



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projects involving transit or near transit locations also need increased pedestrian investment priority. Transit riders are highly influenced by the surrounding pedestrian environment, and an increase in pedestrian accommodations near transit will also positively affect transit ridership.

Most cities spend the highest amount of their transportation dollars on street improvements for automobiles, leaving the most vulnerable travelers to fend for themselves. Parents, fearful of traffic hazards, are increasingly driving children to school, even when the trip is only a few blocks. Traffic congestion around schools creates hazards to children. Researchers estimate that 20 to 25 percent of morning traffic results from parents driving their children to school. Physical activity and independence is denied to the chauffeured children. It is important to recognize that pedestrian infrastructure improvements will improve health, physical activity, traffic flow, safety, and community involvement. The Center for Disease Control and Prevention recognizes that walking is a key source of physical activity that promotes good health and encourages healthy habits for the future. An investment in pedestrian infrastructure and amenities provides safe walking for children going to school and promotes healthy walking habits for the future.

An increase in walking trips will reduce the traffic congestion, air quality, and road maintenance costs that the City currently bears. This is especially important in Annapolis as water pollution and traffic congestion diminish the quality of life for residents and businesses. Such pedestrian transportation improvements benefit all residents, not just children, and may consist of

sidewalk repair, traffic signs, curb cuts, new sidewalks, street furniture, crosswalks, pedestrian intersection controls, traffic calming, and similar pedestrian-oriented design measures.

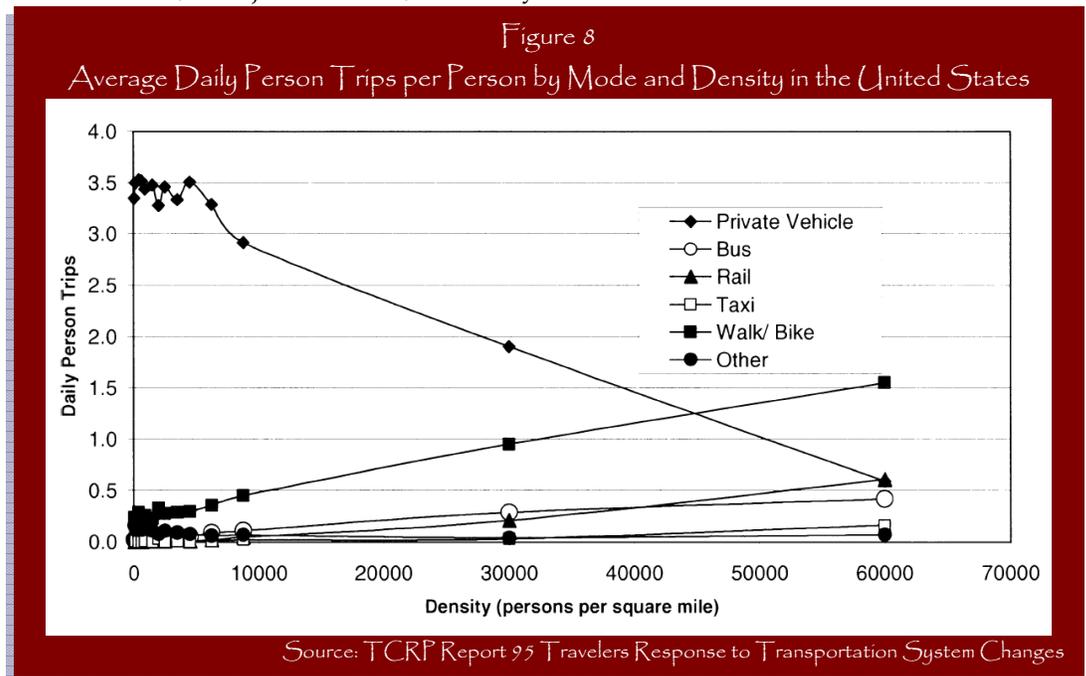


Figure 9

Essential Infrastructure: Bike Parking at Destinations



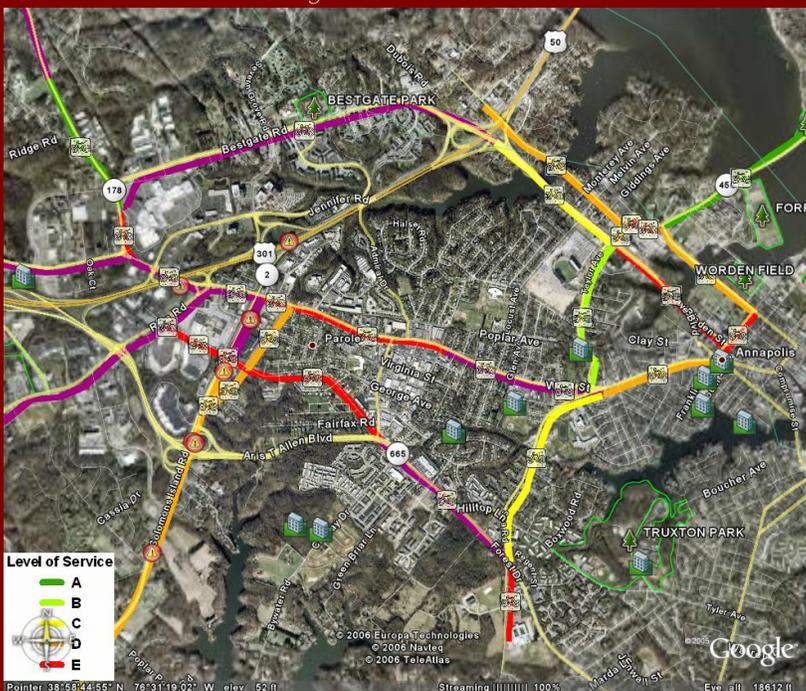
Bicycle Mode

The bicycle extends the travel radius to several miles or more: a majority of bicycle trips are three miles or less - or about a 15-minute bike ride.^{iv} There is also a great deal that needs to be done to improve the network for bicyclists in Annapolis as illustrated in **Figure 9, Essential Infrastructure: Bike Parking at Destinations**. Dedicated bike lanes are not common within the City. In the historic core and other older parts of the City, narrow streets make this more difficult. While the right-of-way (ROW) in the downtown areas is impractical to change, elsewhere in the City, consideration should be given to acquiring or adapting ROW for bicycle lanes.

Similar to the pedestrian mode, many of the infrastructure and amenities of biking are inexpensive and yet remain lacking as a continuous system.

An aggressive move to create a City-wide system that serves nonrecreational, as well as recreation, needs would enhance the potential. The other improvement that is needed is more bicycle parking as depicted in **Figure 10, Bicycle Level of Service** Safety for bikes is similar to security for cars – there needs to be a parking area at a destination so that bikes are not locked to gates, trees, or simply left unlocked on the sidewalk.

Figure 10
Bicycle Level of Service



Source: Baltimore Metropolitan Council (2004),

Bicycle Level of Service Evaluation Update & Pedestrian Level of Service Evaluation

Similarly, the concentration for bus or pedestrian travel works for bicyclists, as well. Bicycle investment near transit is a low-cost way to reduce the investment and land consumption necessary for additional auto lanes and parking. An increase in bicycle accommodations near transit will also positively affect transit ridership. Secure bicycle parking in the form of lockers, storage, and indoor bike racks will promote transit ridership among bicyclists. Future transit systems should provide bicycle parking at stations.

Rail Modes

While this is desirable, particularly for travel to D.C. or Baltimore, it is so far beyond the City's capability to influence in the short term that it is not worth much discussion. However, a single



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connection point for both destinations should be developed and planned where it connects to local transit. Other cities have bus access to park and ride facilities far out of town. It may be that starting such a service would promote eventual extension of heavy rail.

Historically, Annapolis was served by the Washington, Baltimore, and Annapolis Railroad (WB&A) for many years. Started in 1887, the freight and passenger line connected Annapolis with Baltimore, while serving almost two million passenger trips per year. The creation of highways and efficient road connections eventually sealed the fate of this commuter line. Portions of this line are used today as part of Baltimore's light rail line from Camden Yards to Ferndale and the 13.3-mile Baltimore-Annapolis Rail Trail.

PARKING

Parking and automobile traffic are closely related. The more people drive, the greater the demand for parking. The obvious method of solving both traffic and parking problems is to reduce the percentage of people who drive. That issue revolves primarily on a shift in the land use pattern to encourage more use of the other modes.

Remote Parking

There are some other strategies that focus on visitor parking, but which would also help transit, pedestrian, and bicycle modes. With tourism and commuters being a major source of traffic, getting visitors out of cars and into transit would take pressure off the major roads, particularly West Street and Rowe Boulevard. One approach which would have several benefits is a parking structure that handles all parking City-wide. The Naval Academy Stadium serves this function, but a single central place on Route 50 would be ideal. Shuttles would be provided to get tourists to their hotels. The hotels would need substantially less parking in the congested parts of town. Such a facility would serve state government, as well, getting much of that traffic off the local roads. To the extent that there is significant surface parking devoted

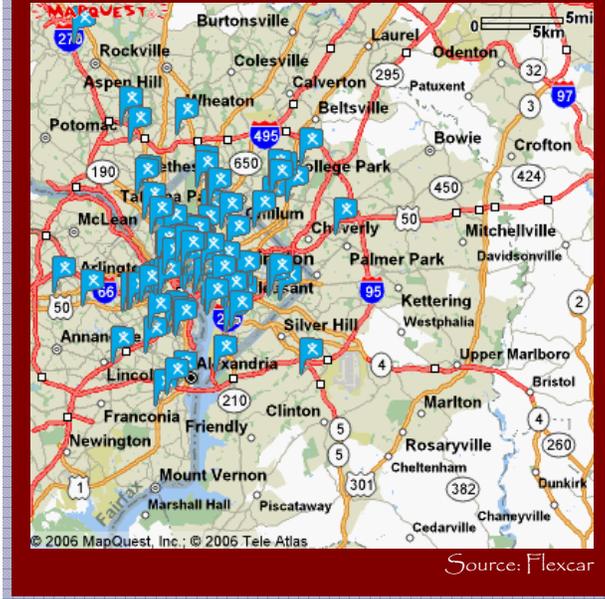
for offices, hotels, or other major employers, land could be freed up for more development at existing nodes, which would provide greater ridership for bus service. The operation and enforcement of this is difficult and would take cooperation among the City, County, and private sectors.

A look at Nantucket, MA, is instructional. Downtown Nantucket cannot handle all the visitors so a short headway bus system is used to relieve the pressure. Nantucket has the advantage of being an island, but Annapolis's position on a peninsula has some similarities.

Figure 11
Historic Rail Connections between
Annapolis, Baltimore, and Washington
(1890)



Figure 12
Flexcar Car Sharing Locations in the
Washington Area



Car Sharing

Car sharing programs such as Zipcar or Flexcar provide automobiles on an hourly rate for subscribers (usually about \$8/hr). This system has vehicles parked at specific locations that can be picked up by customers for local errands where a car is necessary. While not useful for long trips, it is useful in urban areas for short trips and reduces total auto-ownership so that people use the leased vehicle for most activities and private automobiles only for longer distances or special trips. Typical destinations for car sharing trips can include dry cleaners, airport pick-up/drop off, grocery store, home goods store, and doctor visits.

The strategy would be to have local residents, state employees, and other business people use these cars for short errands -- the majority of trips in a household. This would reduce parking needs downtown, at the court house, and at other locations. To the extent that tourists also used this type of service, it would have even greater impact. It

might also help some mobile people who do not own cars to travel to locations not served by bus. While initially there is a need for special parking, there should be an overall reduction in parking with this strategy. It is estimated that the presence of one car share parking space will result in the replacement of up to eight private auto parking spaces. More importantly, it allows residents the flexibility to live without owning as many cars or without the ability to use a car for essential trips.

Compact Parking Space

The vehicle footprint is another way to look at the parking problem. The average parallel parking space is 8 by 22 feet or 176 square feet. In perpendicular parking, the area increases to about 270 square feet including aisle space. Even so, the larger cars, SUVs, and pick-up trucks strain that envelope. The Mercedes SMART car is much smaller about 5 feet by 7 feet in length. Other similar cars are under development and, if this was the standard vehicle used in the City, parking capacity would be doubled. It would also slightly reduce congestion on the streets since the smaller cars would result in more vehicles per hour per lane mile due to the savings in vehicle length. To the extent that all vehicles are less than compact size, they would park at greater density. If a significant portion of the community were to switch to these very small cars and combine them with car sharing, the overall savings of space would be great.

Annapolis Comprehensive Plan Transportation Issue Paper

One model policy that uses economics to encourage smaller car ownership is the City of Chicago’s car sticker program. In November 2003, legislation was passed by the Chicago City Council establishing a new sticker type (LP) for Large Passenger vehicles. Those passenger vehicles that have a curb weight of 4,500 lbs. and above are affected by this legislation. The cost of this sticker is \$90.00 instead of a lower sticker price for regular-sized automobiles.^v

ⁱ National Personal Transportation Survey (1995)

ⁱⁱ Marin County Congestion Management Agency

ⁱⁱⁱ “Physical Activity and Good Nutrition: Essential Elements to Prevent Chronic Diseases and Obesity 2002.” CDC U.S. Centers for Disease Control and Prevention, Division of Nutrition & Physical Activity (Fiscal Year 2001) Available at http://www.cdc.gov/nccdphp/aag/aag_dnpa.htm

^{iv} National Personal Transportation Survey (1995)

^v Office of the Chicago City Clerk

Figure 13
List of Passenger Automobiles with
Curb Weight over 4,500 lbs.

Make/Model	
Acura MDX	Land Rover Discovery
Acura SLX	Land Rover LR3
Audi Q7	Land Rover Range Rover
BMW X5	Lexus GX 470
Buick Rainier	Lexus LX 470
Buick Roadmaster	Lincoln Aviator
Cadillac Escalade	Lincoln Navigator
Chevrolet Express Van	Mercedes-Benz G Class
Chevrolet Suburban	Mercedes-Benz GL Class
Chevrolet Tahoe	Mercedes-Benz M Class
Chevrolet Trailblazer	Mercedes-Benz ML Class
Chrysler Pacifica	Mercedes-Benz R Class
Dodge Durango	Mercedes-Benz S600
Ford Bronco	Mercury Mountaineer
Ford Econoline Van	Mitsubishi Montero
Ford Excursion	Nissan Armada
Ford Expedition	Nissan Pathfinder
GMC Envoy	Oldsmobile Bravada
GMC Savana Van	Porsche Cayenne
GMC Suburban	Rolls Royce Phantom
GMC Yukon	Saab 9-7
GMC Yukon (Denali)	Toyota Land Cruiser
Hummer H1	Toyota Sequoia
Hummer H2	Volkswagon Eurovan
Hummer H3	Volkswagon Phaeton
Infiniti QX56	Volkswagon Touareg
Isuzu Ascender	Volvo XC 90
Jeep Commander	
Kia Sedona Van	

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Appendix B:
Growth Management Issue Paper
March 2007

Annapolis Comprehensive Plan Growth Management Issue Paper

This issue paper will present current trends as well as advance theories related to growth management and annexation policies for the future. In order to assess the current status of growth, several historical benchmarks are presented in addition to the projected population increases. Growth is primarily the result of providing housing and jobs for new residents and businesses to foster a healthy, expanding local economy. The new development places demands on the area's infrastructure, roads, water, sewer, schools, parks, police, fire, emergency, and other services provided by government or public utilities such as telephone, gas, and electricity. Growth management addresses not only absolute growth and growth rate, but seeks to address fiscal problems associated with growth.



Annapolis is approaching its 300th anniversary, having experienced periods of slow and rapid growth and at times, even population loss. Meanwhile, the area around Annapolis has transformed from forest and farm to a heavily urbanized unincorporated area. Annapolis is currently addressing changing growth and social patterns and is optimistic about what lies ahead. In planning for its future, Annapolis faces the challenges of sustaining economic growth, protecting its natural environment, preserving and enhancing its community character, and balancing the demands placed on its fiscal resources to maintain and expand an adequate infrastructure system.

Before looking at the future, however, it is important to consider the past and current conditions that are realized through this demographic assessment and which will contribute significantly to the future of Annapolis. The purpose of this issue paper is to examine how the community has grown since its initial growth as a colonial port in the early years of the eighteenth century, identify its current characteristics and resources that will contribute to the envisioned land use, and analyze where the community appears to be headed in the future.

An important component of this chapter is the Year 2025 projected population, which is referenced throughout the plan to project future land use demands, infrastructure capacity needs, and economic development strategies. An understanding of existing population characteristics and future population demands is essential in determining the anticipated growth and the resulting demands on the community and its facilities and services.



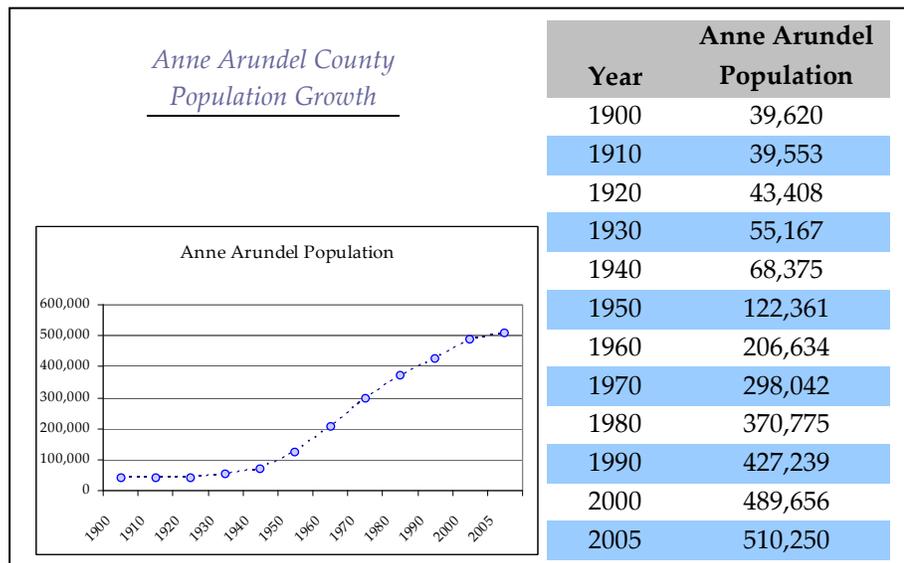
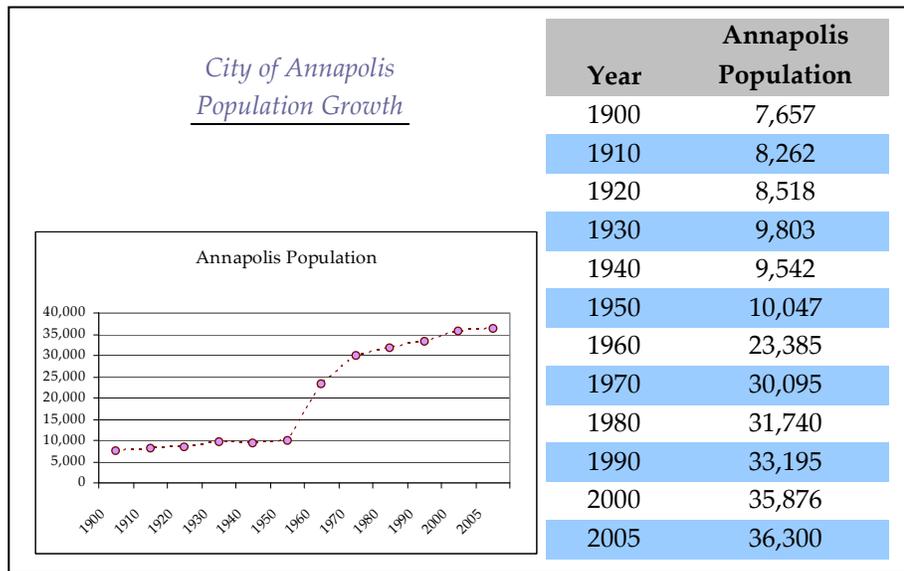
City of Annapolis
(Charles Magnus, 1864)



POPULATION GROWTH

Historic Population Growth

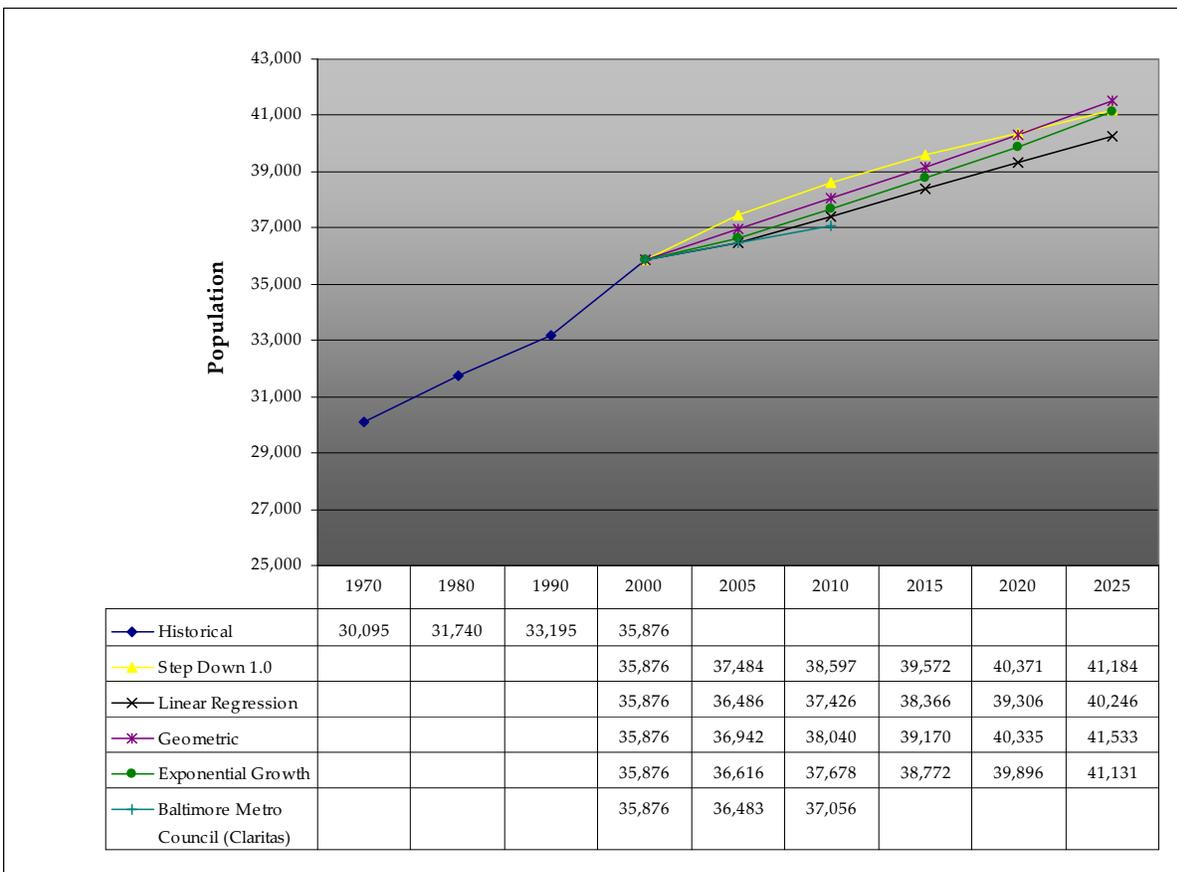
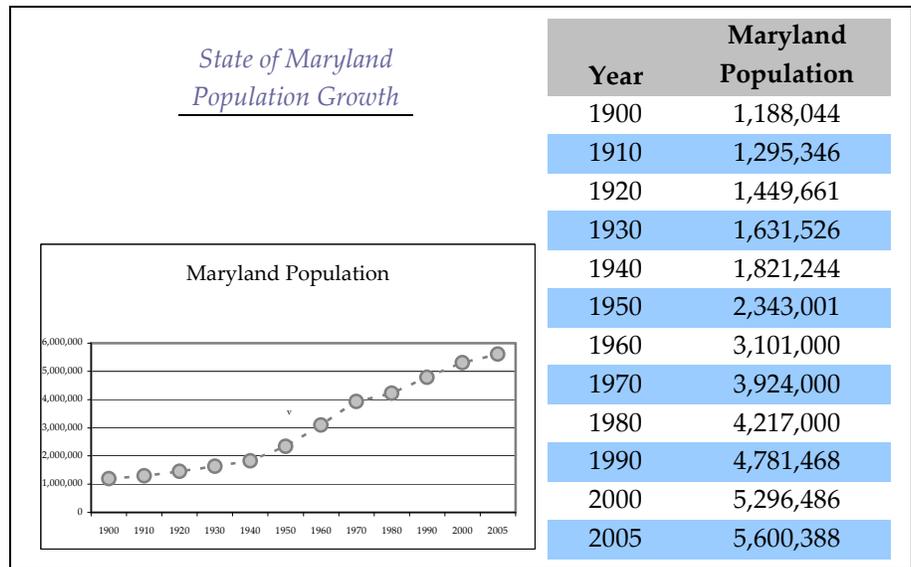
This assessment of historic population growth is a snapshot of the community's past conditions and present characteristics, which provides an understanding of what the future may hold for Annapolis. The findings of this analysis set the stage for more detailed evaluations of historic trends and future planning considerations as each element of the plan is assembled. A future projection provides a basis for determining future land use requirements and demands for public facilities and services, but also allows advance planning to effectively guide future development in a desirable and fiscally responsible manner.



Annapolis Comprehensive Plan Growth Management Issue Paper

Projected Population Growth

To project future population there are several methods that can be used to further estimate the Year 2025 population, including the linear regression, exponential growth, geometric, and step-down methods, as well as the projections of the Baltimore Metro Council (Claritas). These statistical methods were used to compare alternative population forecasts to reflect the plan's 20-year horizon.



The following three scenarios assume the same set of mortality and fertility assumptions, but they differ in assumptions relative to net migration. The net migration assumptions are derived from 1990 to 2000 patterns, which have been altered relative to expected future population trends. The scenarios that are produced are referred to as the Zero Migration (0.0) Scenario, the One-Half 1990 – 2000 (0.5) Scenario, and the 1990 – 2000 (1.0) Scenario. The following points explain the 1990 – 2000 scenarios:

- ♦ The *Zero Migration (0.0) Scenario* assumes that in-migration and out-migration are equal, resulting in growth only through natural increase (the excess or deficit of births relative to deaths). This scenario produces the lowest population projection for counties with historical patterns of population growth through net in-migration.
- ♦ The *One-Half 1990 – 2000 Migration (0.5) Scenario* was prepared as an approximate average of the Zero (0.0) and 1990 – 2000 (1.0) Scenarios. It assumes rates of net migration that are one-half of those of the 1990s. This scenario is included in projections because Annapolis is unlikely to continue to experience the high rate of growth seen in the 1990s. Since the One-Half (0.5) Scenario projects rates of population growth that are approximately an average of the Zero (0.0) and 1990 – 2000 (1.0) Scenarios, it suggests slower growth than the 1990 – 2000 (1.0) Scenario while still indicating steady growth.
- ♦ The *1990 – 2000 Migration (1.0) Scenario* assumes that trends in the age, sex, and race/ethnicity net migration rates of the 1990s will characterize those occurring in the future. The 1990s was a period characterized by substantial growth (8.1 percent growth between 1990 and 2000 in Annapolis). Due to the fact that growth was so extensive during the 1990s, it is not likely to be sustained over time, thereby making this scenario a high growth alternative.

Population growth in the 1990's was high for many urban areas in the country. Annapolis was no exception with an overall change during that decade of eight point one percent.

Analysis of Annapolis and Anne Arundel County indicates that the City's share of the County's population has been decreasing each decade since 1910 when it comprised 20.9 percent of the population. By comparison, in 2000, the Annapolis population decreased to represent approximately 7.3 percent of Anne Arundel County's projected 489,656 persons.

Based upon what we know and understand about Annapolis and the factors contributing to its ongoing growth, and using a straight line assessment of the trend since 1970, we are able - with relative confidence - to illustrate these "most likely" scenarios. Based upon the trend since 1970, either the exponential, geometric, or step-down (using the 1990 – 2000 1.0 Scenario) methods appear to offer a likely scenario assuming continuation of the



growth experience over the last three decades. The fact that each method closely parallels the other indicates that it would be difficult to single out a “preferred scenario”, but all roughly point to an estimated 2025 population of 41,000 persons. However, the question that must be asked is whether this level of growth can be sustained in the next two decades, or whether there are the capacities to support such continued aggressive growth.

However, the question that must be asked is whether this level of growth can be sustained in the next two decades, or whether there are the capacities to support such continued aggressive growth.

Implications of Population Growth

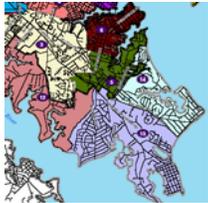
The reason population growth is an important issue is the impact of various rates of growth. Population growth implies growth in jobs and revenue to the City to support its services. Too rapid growth results in huge strains on the government’s ability to extend services or utilities. Negative growth results in a declining economy, community, and quality of life. These represent extreme growth conditions. The other factor in growth management is the unwillingness of citizens to pay for services. As a result, most communities have fallen behind in the provision of facilities, services, and maintenance. Once a community falls behind, it becomes increasingly difficult to bring services back to the desired level. Finding ways to control growth, either to pace it, encourage it, or ensure that it is beneficial to the community, thus, becomes an important issue.

In Annapolis and its planning area, growth takes on an entirely different element – that of growth in a mature community. As buildings or neighborhoods age, the government must ensure they remain so attractive that the market encourages reinvestment. In some cases (waterfront properties, for example), the market is so strong that reinvestment is assured. In commercial areas such as inner West Street, government with zoning and parking structures has encouraged to market to reinvest. In the most extreme cases (public housing, for example), government will have to be the investor. The cost of buying developed land and rehabilitating or demolishing and rebuilding are high. Thus, if renewal is desired, government must encourage the market. In built-up areas, higher density development may create the same infrastructure problems as occur in greenfield development – inadequate facilities.

MAJOR GROWTH ISSUES

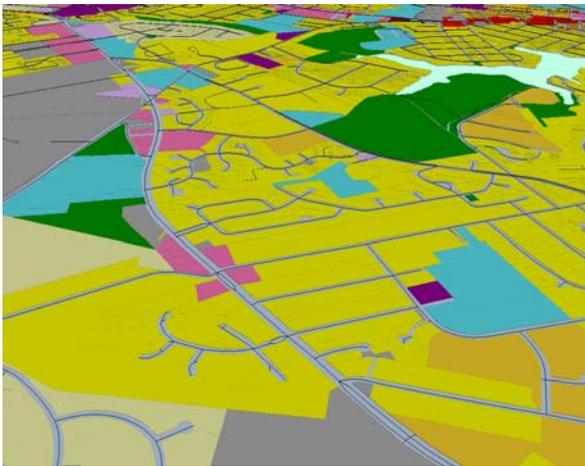
Annapolis and its planning area appear to have three major growth areas. The first is the Annapolis Neck/Forest Drive corridor. The second is the overall direction for what might be called the Annapolis/Parole metro center. The third is outer West Street.

Annapolis Neck/Forest Drive Corridor



The problem of Annapolis Neck was created in the 1960's, when suburban development was permitted wholesale on a peninsula served by a single road, a problem which parallels that of numerous coastal communities on the eastern seaboard. While this issue is very contentious, the horse left the barn decades ago. The density of Annapolis Neck, out at the end of the peninsula is similar to much of Annapolis's single-family areas. The capacity of the road should have held this area to estate intensity level of 2-5 acre lots. The unincorporated Annapolis Neck planning areas (Planning Areas 12, 13, & 14) have only 135 vacant acres and are currently 96.2 percent developed.

The issue is primarily a transportation issue. How are additional traffic improvements going to be provided in a manner that makes traffic flow more smoothly? Can better transit service do anything to significantly reduce congestion in this corridor?



The Forest Drive Corridor presents many obstacles and opportunities to future growth.

and decreasing its capacity. This problem is complicated in transportation

Planning Area #3, the planning area encompassing the Forest Drive corridor, has 215 vacant acres. It is not equitable to talk about limiting growth in this area since there has been urban densities established throughout the unincorporated areas on the fringes of the neck. Seeking to limit growth in areas that are closer to jobs, closer to major roads makes little sense. This area is better suited for growth because it is closer to services than much of the subdivisions that load the Forest Drive corridor. Lastly, the growth of the rest of the Annapolis Planning area and areas to the West in Anne Arundel County will continue to load the road network. In conclusion, this is not a growth issue per se, but principally a land use and transportation problem.

The land planning over the past 50 years is responsible for the transportation problem. Not only was the density too high for the capacity of Forest drive, but the County and, to a lesser degree, the City allowed developers to create cul-de-sacs off Forest Drive. As a result, even short trips of several blocks require the use of Forest Drive, increasing its loading and decreasing its capacity. This problem is complicated in transportation

Annapolis Comprehensive Plan Growth Management Issue Paper

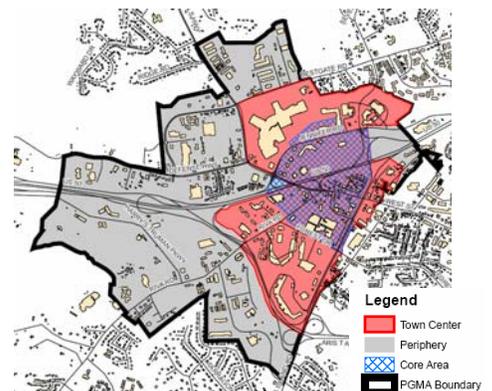
because there are three governments, state, county, and city involved in construction and maintenance of roads. In addition, the regional transportation agency is responsible for transit funding using both state and federal funds as well as revenues from fares. Within the planning area, two separate governments are charged with land use controls and planning.

The problem of managing growth is greatly complicated by multiple governments and funding that has grown increasingly political, at all levels. The Annapolis area is not the only community struggling with managing growth. Maryland and other states have been working on this issue for several decades while none seem to have the problem solved. Maryland's smart growth mantra seems to encourage infill and redevelopment rather than urban sprawl, however there are many forces operating to discourage growth in urban areas and force it to more rural areas, where the costs of development ultimately are much higher.

Annapolis/Parole Metro Center



While the current site appears to remain underutilized, the planning area is reaching the threshold of an edge city, a regional center with two million square feet of commercial and six million square feet of office. It is a major hub of Anne Arundel County. As such, the Annapolis Planning Study Area will undoubtedly continue to grow rapidly. There are roughly forty acres of vacant land in the planning area west of the City (Planning Area #10) and far more in the County outside the planning area. The Parole center project and additions to the mall make it unlikely that there is any feasible growth management strategy that will do much more than control the pace of development. Over the next 20 years, continued growth and increased intensities are almost inevitable as older commercial areas become less competitive. Many of the future growth increases have already been committed through plans or even vested through the planning approval process. Similarly, redevelopment in City and County alike will result in increased density. The extent of density increases is primarily a community character issue, not a growth issue. That growth will result in further congestion is near inevitable, however, the form of that growth and its coordination with transportation improvement can mitigate the impact.



Parole Town Center Growth Management
Area Map
(Anne Arundel County, 2005)



The Parole area now serves as the employment and shopping center for an area with a population of more than 160,000 people¹. As the state capitol and center of county government, the planning area is a major regional employer, with over 55 percent of the work force commuting into the planning area from other areas of the County and the eastern shore.

As the planning area and region have grown, the road infrastructure has failed to keep pace so that congestion and traffic are highly important to the residents of the city and planning area. Planning to provide these infrastructure needs is a serious problem. The public utilities are able to fund growth for the most part with hook-up charges or increased rates.

Outer West Street



Outer West Street is the classic dilemma of mature urban areas. The buildings are aging, many of the uses are low quality on small sites, it is unsightly, and slowly declining. The ability of the area to compete with newer developments is limited, which places downward pressure on most of the parcels. This results in deferral of investment and maintenance or outright disinvestment. As the uses decline, so do City revenues. This cycle continues to go downward unless government intervenes. As with all redevelopment, it is more costly and, thus, government needs to provide various incentives or enter into partnerships that make redevelopment attractive. This is one of the major entrances to the City, and it needs to be improved.

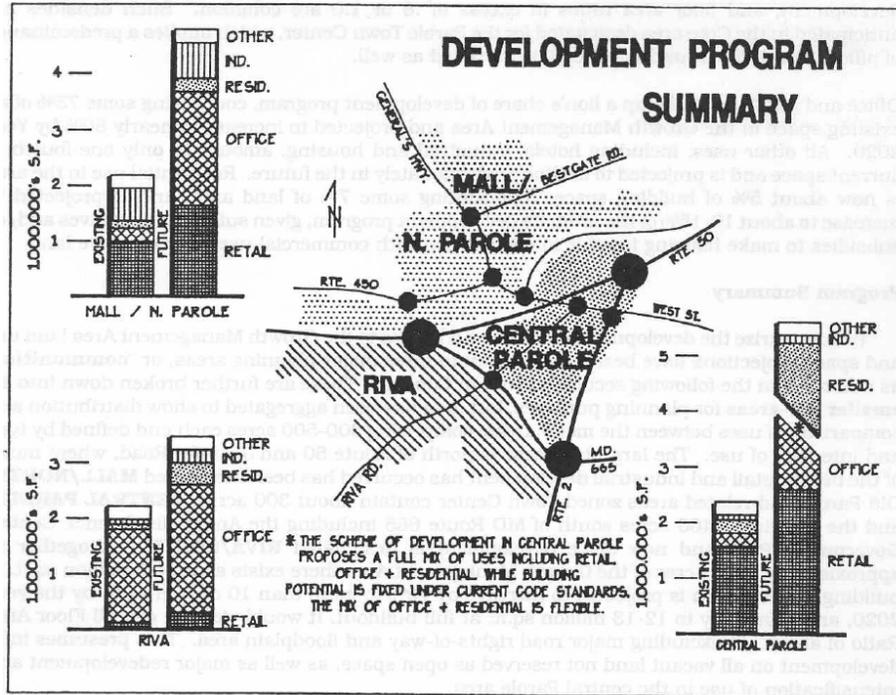
These growth issues result from a land use and transportation mismatch. Future growth management needs to be based upon the fact that land use and transportation are linked together, not to be separately determined.

Local government on the other hand, struggles to meet the fiscal demands of new infrastructure. In the 1960's and 1970's, the goal of growth management was to make infrastructure improvements to guide growth. It was then understood that zoning changes would follow in the wake of infrastructure improvements. However, the ability to make those initial investments in infrastructure has been largely undermined by a reduction in federal, state, and county dollars. Compounding the issue is the fact that taxpayers are refusing tax referenda needed to educate children or other services as they complain about tax bills. Local government is unable to single-handedly raise the money needed to provide

¹ The commercial area in Parole is being expanded to slightly above four million square feet which generally needs a population of 160,000 to support it.

Annapolis Comprehensive Plan Growth Management Issue Paper

the infrastructure or services required for the development that continues to arrive. This has created a situation, where government has not kept up with the demand in several key areas: transportation (transit and roads), affordable housing, and water/sewer infrastructure. Hence, there is a perceived need to manage growth.



GROWTH MANAGEMENT IMPLEMENTATION

The city has modest growth with very little of it being greenfield development as much of it is infill or redevelopment. Further, the unincorporated parts of the planning area are in much the same condition, only six point six percent of the planning area was vacant land. Even within the larger service area of the Annapolis/Parole center, which serves the rest of Anne Arundel County, only on the outer fringe is greenfield development present.

Growth management is most difficult in greenfield situations because nearly all the community's infrastructure needs to be expanded to support the new development. In infill and redevelopment, the basic infrastructure is in place. In fact, the primary infrastructure issues are replacement of old infrastructure or local upgrades. The City of Annapolis does not have major infrastructure needs. Schools are also infrastructure, but they are controlled by the County. [Insert more data on the growth management effects of school populations].

With the completion of developments that are currently committed, there is only 732 acres of vacant land in the planning area. Thus, in both the City and County, redevelopment will be the primary vehicle for growth in the coming decades, until

redevelopment becomes the sole means of growth. While there some who do not feel growth is needed, mature communities need to keep renewing themselves. A local example is Inner West Street, which was nearly completely redone over the past 15 years. Obsolete and underutilized buildings were being replaced or rehabilitated to more intensive use, which eliminated blight and crime while simultaneously bringing businesses and revenue to the city.

Adequate Facilities Ordinances

Impact Fees

Acquisition The acquisition of land by local government or conservation non-profit is by far the most effective growth management technique. It takes land out of the development market and provides a local amenity in the form of open space. Where infrastructure costs to support the growth are high and current facilities at or near capacity, it is possible to make the argument that it is cheaper to buy the land, than to raise taxes for new schools, larger or more roads, and other government investments. While a study is needed to demonstrate this in individual situations, this has been proven in many jurisdictions. The problem with this technique is that it is costly, so it cannot be used as a universal solution.

Even within the limits of the Annapolis Planning Area, it would not be a viable to stop all further growth. It is not a good tool for the City of Annapolis because the land that might most effectively be acquired to manage growth is all outside the city limits. It is a tool the County could use with great effect, if it wanted to slow or stop growth in some small areas of the County. It is also a tool that can be wielded during redevelopment negotiations so that rural character can be preserved alongside new development. Linear areas of deed-restricted land along the Forest Drive corridor can create a more naturalistic environment. In fact, several redevelopment options for the vacant land along Forest Drive present forest preservation as a design strategy.

ANNEXATION

There are a number of reasons for annexation. The first and most obvious reason is that it provides a way to grow. Tax base, development control, and special needs are other reasons to annex. Annexation is a process by which a city may expand into surrounding unincorporated areas as demonstrated by the incremental expansion of Annapolis for the past 300 years. During the first half of the 20th century, Annapolis simply expanded into farm land. Since the 1950's, the population of the unincorporated county has been growing dramatically and far faster than Annapolis.

Growth

Annexation is a logical and sound way for cities and towns to grow. While cities always serve a much larger rural area as a commercial node, the city is a logical governmental unit for providing urban services. This is due to the fact that cities have the services (police, fire, waste, etc) and counties often do not, or must get involved in a new service. Once County governments become full urban service communities,



there is competition on the fringe of the cities. This is the case between Annapolis and Anne Arundel County.

Ultimately, this situation results in a city that can only grow through redevelopment. In the next 20 years, this will be the situation for Annapolis. Redevelopment is much more difficult than greenfield development because of the difficulty in assembling land, demolition costs, land costs, and need for increased intensities. Communities that stagnate, both in terms of population and economic opportunities, have significant problems. It is difficult for mature communities to grow when annexation becomes impossible since existing residents or businesses must be displaced to make growth possible. Thus, Annapolis has reason to want to continue to annex land to avoid losing this option for growth. This is clearly a self serving motive, but the economic consequences of being a land locked city are very real.

Economics

Economics is an important issue for cities all over the country. No city can afford stagnation in population and employment. Even if a 300 year old city did not grow, it continues to have to modernize or replace aged infrastructure. State and Federal governments often impose unfunded mandates that burden older communities, because the cost falls on a fixed population and tax base. These burdens are particularly high on Annapolis, because of the very high percentage, approximately 20%, of land that is tax exempt. While many of these institutions are located solely within the Annapolis city limits, they provide cultural, educational, and governmental amenities to the county and state. There is an unequal sharing of burdens and benefits with the local Annapolis tax base suffering as a result.

The resident of the city is also a resident of the county and pays taxes to both. Some of those taxes are matched by services, schools and the courts. In other areas, the city resident pays for county services that are rarely used. Economically, the county suffers no physical losses when land is annexed as the property continues to pay taxes to the county. Thus, in economic terms, the County has no reason to oppose annexation. In fact, it is desirable to have a strong city fiscally.

Control

Control is the nub of the annexation issue. Both City and County see annexation as a positive strategy, gaining of control (traditional city viewpoint), and negative, loss of control (traditional county viewpoint). This issue always cuts both ways: what goes on next door ultimately has an impact on both communities. While at different times the city or county have had superior regulations, and can righteously argue that they should control development, that sentiment is always in flux. A related problem with control, is that appeals to the NIMBY's. They want to stop growth, and thus want control in whichever jurisdiction they live in. The NIMBY does not look at any of the positive elements of growth. The density issue should have been addressed when the neck was first developing. That pre-emptive solution would have lowered the congestion.

There is a major issue between the city and county with development along and south of Forest Drive. Both city and county have different objectives for growth. For Annapolis, it is virtually the only place for new development, so annexation is generally desirable to maximize the City's population and achieve a better fiscal

There are several strategic approaches to managing growth. The first is to direct development into desired areas to minimize the costs of sprawl. The second approach focuses on having adequate facilities. While these approach the problem from different perspectives, ultimately they both need to work together.

balance for providing services. The residents of the peninsula, having settled in a transportation challenged location, do not want growth which makes their trip to work longer. While this effort has focused on Annapolis and its annexation, that is actually in error. The Annapolis Neck residents are going to be tremendously impacted as the overall region continues to grow, not just Annapolis. The low densities in the County plan are not particularly attractive for the City. The City needs more middle income housing and work force housing that cannot be provided at those densities and will not get built in all infill projects or redevelopment. The City's needs clearly support some level of annexation and an ongoing dialogue with the county is the first step. During this negotiation, the county should focus on working with the City to address the transportation issues that also underlay many of these land use issues.

Problem Solving

Annapolis and Anne Arundel County need to work together in a mutual dialogue to solve many of the issues related to growth and annexation. Annapolis has some problems that annexation can directly address. For instance, like many older cities, Annapolis has a high concentration of subsidized housing. In fact, the City is carrying a large burden with this issue. As discussed in the housing chapter, Annapolis has 50 percent of the public housing in Anne Arundel County. This comprises 6.8 percent of the total housing units in Annapolis, as compared to .06 percent of the total housing units in the county. This is a real burden on the City for multiple reasons. Much of the public housing stock will near the end of its practical life span in the next 20 years and need replacement. This is a very serious problem. Ideally, the County would step in and replace some of it in unincorporated areas near the employment areas or perhaps even acquire some existing buildings. This would enable the city to have redevelopment of the abandoned sites. If the County will not step in, this is a strong reason for the City to annex as much land as possible to aid in addressing this need without assistance.

Annapolis and Anne Arundel County need to work together in a mutual dialogue to solve many of the issues related to growth and annexation.

Annapolis has approximately 20 percent of its land tax exempt compared to ___ percent for Anne Arundel County. Annexing non-residential land is an important strategy for the City to try and provide a better tax base to serve its residents.

Transit is a very important service to Annapolis and its planning area. The Annapolis-Parole area has great potential to be a real urban place. However, for that to work, transit needs to be frequent, pleasant, and inexpensive. The subsidy level is not forthcoming from the Federal and State governments. Whether the county and City can agree to beef up funding is unknown. In absence of a county-city funding, the need for money is an additional incentive for the City to annex to increase its revenue base.

Annexation Policy

What should be the City's annexation policy? At this point all options are open from a decision not to annex further land to an aggressive annexation policy. With the groundwork that is laid here there needs to be a discussion of where the City should be going with this.



Appendix C:
City Accomplishments
1998-2008

Annapolis Comprehensive Plan: Background Report Accomplishments 1998-2008

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1. Introduction

Creating a Collective Vision

Every 10 years, Annapolis creates a new Comprehensive Plan to chart the City's direction for the following 10 to 20 years. Like every Maryland city, Annapolis is required by state law to create a statement of development strategies, goals and policies describing a future vision for the City within the confines of relevant state-legislative provisions already in place. Adopted in 1998, the City's previous Comprehensive Plan has served to guide the City's actions toward acceptable, beneficial and profitable activities affecting both land and people.

The formally adopted Plan's policies became key to realizing the desired pattern of future land use that would support the Vision. They ranged from revised regulations and broad policy initiatives, to potential changes in fiscal practices and capital-improvement design and construction. While individual policies are identified separately, they were designed to collectively guide the actions of City decision-makers and the private sector as the vision was turned into reality.

Connecting Land Use with Quality of Life

Generally, the tangible results of a Comprehensive Plan are most obvious to citizens in the form of new buildings or redevelopment. However, such changes in development have short- and long-term impacts on a wide range of aspects of city life, such as population growth, the transportation network, economic development, environmental protection, historic and cultural preservation, public facilities and infrastructure. Therefore within each Plan, policies are organized into functional categories addressing the significant effects of land use on quality of life.

This report is devoted to what the City has accomplished during the decade since the prior Plan was adopted. The accomplishments are presented within the context of the underlying 1998 directives that drove them and how each undertaking has affected the quality of life, revealing the foundation upon which the following 2008 Comprehensive Plan builds. The chapter is not meant to criticize, point fingers, or address activities yet required. It is written merely to remind the City Administration and its residents of what their collective efforts have achieved.

Involving the Public

A primary consideration in 1998, as it is now, is that 20% of the City's property is non-taxable because it belongs either to the Federal, State, or County Government; the Board of Education; or to a Church or other non-profit. Each year, the City loses approximately \$56.5 million in property dollars to these land parcels. In addition, the costs for services to accommodate the several million visitors to our State Capital and historic landmark city are borne by 36,000 residents. The City simply cannot depend on residential property tax dollars alone to meet its goals for its citizens.

It necessitates that the City's Comprehensive Plan be created with extensive community involvement, including public forums, a citizen advisory committee, focus groups and interviews, and public hearings. Such involvement is essential to identifying residents' quality of life issues that will drive future development strategies, within the financial considerations unique to Annapolis.

For the 36,000 diverse individuals that reside in Annapolis, the effectiveness of the Plan is dependent upon not only farsighted and steadfast leadership by public agencies, but also public cooperation and support for its vision within the City—and its environs. While the Plan focuses mostly on the areas over which City government has jurisdiction, it also encourages partnerships with non-profit organizations, private businesses, and external government agencies to achieve specific land use and quality of life objectives.

Defining Development Strategies

During the last comprehensive planning process, five broad strategies that were important to the citizens were initially identified to help frame the choices available to the City for influencing its future development. The primary strategy was one of encouraging reinvestment in existing housing, which was intended to enhance neighborhood vitality, improve residents' quality of life, stimulate economic activity, and increase the tax base required to support the Vision.

The other strategic directions were:

- Stabilization to protect the City's existing economic base and accommodate trend growth projections.
- Internal growth via aggressive management of fiscal, administrative, and regulatory resources to stimulate increased economic activity and investment in the City at higher levels than projected trend growth with a primary focus on Inner West Street and Outer West Street/Chinquapin Round Road.
- Enhancement of the role of the City's governmental and cultural institutions and traditions in the economy, quality of City life, and tourism management to increase tourists' spending.
- Expansion via a policy of planned annexation and regional cooperation designed to manage growth at the City boundaries and improve the delivery of services.

Facing Significant Impacts

Today, the City of Annapolis is recognized as an international maritime center, an award-winning historic state capital, a city of extraordinary vitality, and a local, national, and international visitor destination. In 2002, *Barons News* identified Annapolis as one of the top twenty places in the world to live. However, the city is suffering pangs of growth as vacated land and abandoned buildings outside the historic district are being built to urban standards. Although these improvements were recommended by citizens in the comprehensive planning process 10 years ago and subsequent zoning was changed to accommodate it, today some say that the new growth is destroying this special place.

As Anne Arundel County continues to grow around the City, and up to its edge, issues affecting the future of Annapolis are increasingly regional rather than local in scope. As traffic in surrounding areas increases, so does congestion in the City. As Parole Town Center is completed and Westfield Mall expands, our economic development will be effected. As additional non-City-resident populations pass readily between the City and County, the City will face significant impacts to its public services, public safety efforts and community spirit. Scale is especially muddled because political and economic boundaries are quite different. Annapolis must face new questions in defining and preserving its character within the context of the surrounding region.

As the City heads into its next Comprehensive Plan coverage period of 2008-2018, new issues in public works, transportation, environment, public safety, and community spirit present tremendous challenges. Annapolis must accomplish its vision within increasing financial constraints. Today in addition to a great deal of non-taxable property, the federal government is providing fewer grant dollars and state government is absorbing more dollars and tax revenues previously shared with the City. Moreover, Annapolis must be accommodating to its 4 million annual visitors, who contribute to the City's economic stability and AA+ bond rating. Continuing to provide the highest standard of public service for residents and visitors, with comparatively less funding presents an enormous dilemma.

2. Growth and Land Development Accomplishments

Formulated a New Plan

When the last Comprehensive Planning public involvement process began in 1996, preservation had served the City core well, but abandoned buildings had begun to proliferate outside the historic district. The automobile was shaping the land use pattern beyond the historic district and people increasingly depended on cars for access to local jobs, shopping, and other destinations, as evidenced by the development along Forest Drive and Outer West Street.

In 1996, Annapolis citizens banded together to formulate a plan for development in the City that would reflect the quality of life that they wanted to maintain. Residents felt that the City beyond the historic core would benefit from urban design improvements that would enhance neighborhood image, identity and vitality, while physically tying Annapolis together as a whole.

Set New Urban Design Goals

City residents requested that coordinated regulations, policies, and programs be established to encourage or sustain appropriate new forms of residential infill and mixed-use development combining retail, office, residential, and community facilities. A

primary goal was to establish community commercial conveniences within walking distance in a manner that replicated the traditional, pedestrian-friendly pattern of some of Annapolis' older neighborhoods.

Promoting "flexible" design standards on infill properties in designated mixed-use center locations was also critical to their success in becoming centers of activity for the immediate neighborhood and surrounding community. Adaptive reuse was encouraged to maintain existing neighborhood character and to balance the City's blend of residential, commercial, light industrial, maritime, public/institutional, and recreation/open space uses.

Wrote a Supportive Zoning Code

Zoning regulations and subdivision standards were revised to facilitate orderly growth and an acceptable pattern of land use as set forth in the 1998 Plan. Revising the City's development regulations to be consistent with the Comprehensive Plan is both central to many plan policies and a requirement of state law. A comprehensive revision of the subdivision, zoning, and related regulations was completed over a 5-year period that is now easier to understand and more user-friendly.

The new code not only promoted "flexible" design standards on infill properties in residential areas and in designated mixed use center locations, but also allowed rental apartments in owner-occupied, single-family homes; changed the boundaries of various zones; required dedication of parks and open space as part of new residential subdivisions; and strengthened existing environmental protection regulations where appropriate.

Achieved Mixed-Use Successes

Prominent mixed-use centers developed all over the City that were in keeping with the 1998 Comprehensive Plan directives to maintain existing community character.

Off Forest Drive, 172 single-family homes were built on ¼- to ½-acre lots at Kingsport. Residents enjoy a fishing dock, parks, a village green, walking trails and a swimming pool. Another new community, Village Greens of Annapolis, was built nearby. It is a 216-unit apartment community consisting of eleven, two- and three-story apartment buildings with open landscaped areas and a central clubhouse/leasing office and pool. Situated on a 20.1-acre parcel that comprises the southern portion of the 37.9-acre Village Greens of Annapolis, this mixed-use Planned Unit Development also includes a shopping and dining enclave.

In 1998, much of West Street was dilapidated and outdated. Today, this high-visibility corridor is blossoming with new retail businesses, office development and unique urban-residential neighborhoods. One is Park Place, a European inspired mixed-use community at the also new Westgate Circle. Luxury condominium residences with concierge services are set amid chic shops, exquisite dining, premier office buildings, a premiere hotel, and

over 1,100 convenient parking spaces beneath it all. A state-of-the-arts performing arts center is still in the planning stages.

1901 West is just minutes from all the eclectic restaurants and trendy shops and energetic nightspots around Annapolis. This new development offers a unique combination of residential and retail space that captures urban sophistication and neighborhood charm in one place. It includes a community clubhouse complete with a state-of-the-art fitness center, an Internet café, a swimming pool, sun deck, conference center and a movie theatre. The new one-, two-, three-bedroom and loft home designs and commercial spaces are conveniently located for easy access to Routes 665, 70, 181 and 2, as well as I-97, I-50 and I-301.

Completed Exceptional Site-Reuse Projects

Across from Park Place, Severn Bancorp's new 82,000 SF, Class A headquarters at 200 Westgate Circle in Annapolis is exceptional. The five-story building covers an entire block and has a rounded front, expansive glass exterior, marble lobby floors, African-hardwood wall veneers, a 250-car parking garage, and state-of-the-art communications and security. But what may be the Severn Bank Building's most remarkable feature is its 12,500 SF "green roof" capping the parking garage. This man-made field is sown with sedum, a succulent, flowering plant that absorbs and filters rainwater. Reducing runoff by as much as 75 percent, the roof contributes to the health of the environment in general and the bay in particular.

When the downtown hospital, having outgrown its space, moved to a larger, new campus on Jennifer Road, a "Hospital Site Reuse Committee" was established to address the reuse issue. A plan for future use of the downtown campus was developed that resulted in Acton's Landing. This new neighborhood, in the heart of historic downtown Annapolis on the banks of Spa Creek, was designed with extensive public participation and substantial attention to blending in with its context and surroundings. Today, the project offers 13 luxurious single-family homes, 14 spacious townhouses, and 79 light-filled condominiums and a scenic waterside park.

Excelled in Adaptive Reuse

Maintaining sweeping views of the Chesapeake Bay, strong community spirit and a quality of life that blends historical with nautical, triggered the Eastport's community involvement in the BB&T's design of its new branch on Sixth Street. It's a neighborhood that offers pedestrian-friendly streets among charming homes, where people bike to work and walk for a hot cup of gourmet coffee, or to attend one of the spirited neighborhood events. Residents wanted to ensure that the area could thrive, while sustaining the neighborhood's peaceful balance and harmony. Careful planning resulted in the conversion of three existing row houses, 412, 414 and 418 Sixth Street into one contemporary, freestanding BB&T branch building that maintained the character of the existing community.

Another part of town is experiencing a renaissance. In a once-derelict section, Inner West

Street now offers a dynamic blend of commercial, professional, cultural and residential elements. It is a new urban sector buzzing with activity from morning to night, with new boutiques, salons and restaurants. Also known as The Uptown District, this newly renovated and revitalized area offers a host of opportunities for business owners looking for an energetic, cutting-edge commercial setting and for residents looking to live in elegant, tree-lined neighborhoods. It is an excellent example of extensive historic preservation and redevelopment that maintains the look and feel of the old neighborhood.

Strengthened Private Investment

Over the last decade, permits on construction projects have been processed with an ultimate value of hundreds of millions of dollars of private investment. All of the City's newly developed and adapted sites are producing revenues back to the City's income base, helping it earn its highest bond rating ever (AA+).

One way to encourage this private investment in targeted residential areas was to simultaneously strengthen the visual image and identity of Annapolis as a "jewel of a City." Once the highest standard of design possible in public projects was set for the private sector to follow, the City set about upgrading its sidewalks, alleys, gardens, lighting, street trees, and signage to support this effort.

Improved Public Facilities and Services

Under the City's capitol improvement program, it continues to be aggressive in attracting new development and commercial revitalization while providing improvements for current citizens and businesses. Wherever possible, the City has dug out old utilities, and installed new water, sewer, storm drains, and gas, phone and electric lines. In Annapolis, overhead wires are not only unsightly, they also impede emergency vehicles on the historic district's narrow angled streets. State law and funding is being addressed with the goal of having the entire City unfettered by telephone poles and overhead wires by 2020. More than a beautification project; it is a matter of public safety.

The process for burying utilities is underway on West Street, City Dock and under Back Creek for the Second Street force main. Work on Fleet and Cornhill Streets will start in the Spring of 2008 with substantial completion by December 2008. In addition to total reconstruction of water, sewer, and storm drains; "under-grounding" of overhead wires, this project includes the installation of new granite curbs, brick sidewalks, roadway surfaces, and streetlights.

To enable a better means of delivering municipal services to residents, businesses and visitors, an effort to consolidate City services and offices is underway. Numerous departments have moved to the newly renovated Hopkins Furniture building at 145 Gorman Street. Partner departments have been co-located for greater efficiencies and to relieve the cramped and substandard work spaces previously occupied by some of them.

Consolidation will continue with the planned renovation of the old Planning and Zoning offices for relocation of Management Information Technology and the new Public Access Studio.

Enhanced Public Access at the City Dock

The City Dock was an important focus of the Urban Design standards because of its relationship to the historic downtown and waterfront, its importance to Annapolis' maritime heritage, and its function as a central gathering place and activity area. The plaza that serves as a platform for concerts, boat shows, and festivals and as a gathering place for school groups, tours, local residents and tourists needed repair. Deteriorated sidewalks and curbs ran along the fronts of the thriving retail businesses on Dock Street. Mid-1970's timber bulkheads needed to be replaced to serve the thousands of vessels that visit Annapolis. Original slips and utilities were no longer adequate for wider, more modern boats.

The \$8.9 million repairs to the failing bulkheads with steel and concrete, and the public access enhancements at City Dock were begun in 2007 and completed in May 2008. 960' of bulkhead was replaced from Susan Campbell Park to the edge of the city property at the naval academy. New piers now accommodate wider vessels. New cable telephone, Internet service and upgraded electrical power supply is available at the piers. The boardwalk was replaced and Susan Campbell Park re-graded and repaved with bricks. Improvements were made to the harbormaster's building. Parking lot islands were replaced with three rain gardens to improve the quality of runoff into the harbor. Public art and interpretive markers to commemorate the cultural heritage of all peoples of Annapolis have been installed to further enhance users' enjoyment. This project is the first part of a comprehensive harbor restoration that will be followed by dredging of channels to the City. It is also key to fortifying "eyes on the harbor" that will protect the Capital City.

Created a Model City for Public Safety

Although the population of Annapolis is 36,000, when the daily populations of the Naval Academy, St. John's College, and State and County offices are counted, the City actually serves 100,000. This increases demands placed on the City's public safety services. The events of 9/11 further multiplied the requirements necessary to support those who are among the City's first line of defense.

Today, a new Police headquarters is under construction. The initial \$12.8-million renovation and expansion project was designed to double the size of the police station and include state-of-the-art technology and equipment. After 9/11, plans for construction were modified to include a new Emergency Management Office. This emergency operation center is now recognized as a national model. The City is also constructing a \$3.6-million renovation of the Eastport Fire Station. The project includes new fire equipment and an upgrade to the Emergency Response Center to accommodate new ambulance services and meet new technological needs.

Both the Annapolis Fire Department and the Annapolis Police Department (APD) have been awarded national accreditation for achieving the highest professional standards. This puts the APD in elite company along with only 29 out of 183 Maryland and 593 of approximately 17,000 police agencies in the U.S. APD are now among the highest paid, and have some of the best health and retirement benefits in Maryland. This has stopped police flight to other jurisdictions and has enabled the City to hire more than 60 police officers since 2002. The APD maintains a ratio of 3.6 officers per 1,000 residents, whereas the national ration of officers per 1,000 citizens is only 1 per 1,000.

In 1998, Annapolis' Plan included recommendations for the City to support community policing and neighborhood crime reduction initiatives. Today, more officers are on the street in communities partnering with residents, as well as in the federally owned Annapolis Housing Authority properties. Trained and active resident Neighborhood Watches have grown from 1,000 to 2,940, an all-time high that has contributed to the City's lowest violent crime rate in 15 years.

The citizens of Annapolis are receiving the most modern and efficient services possible from the best-trained men and women available. However, although the City has become a model city for Public Safety, the combination of illegal drugs, illegal guns, and aggressive attitudes continue to threaten residents and visitors. The City's vigilance must not waver and ongoing efforts to improve the public safety of Annapolis must continue.

3. Transportation and Parking Accomplishments

Coordinated Land Use and Transportation Policies

The 1998 Comprehensive Plan stressed coordinating land use and transportation policies and programs to promote interconnected multi-modal access in which all transportation modes work together to support the mobility needs of residents and visitors to Annapolis. Providing attractive alternatives to automobiles (transit, shuttles, walking or bicycling, etc.) was considered of paramount importance to reducing the traffic congestion and parking problems disturbing Annapolis' neighborhoods, economy, and physical setting. This is a timeless desire in working toward the goal of a more livable, less congested city.

Then, as now, the City considers every land-use decision's effect on transportation. In Annapolis, few options exist for new roads and realignments to improve peak-period traffic conditions. If traffic intensifies in key corridors due to new development (inside and outside the City), access constraints to and from Annapolis could significantly impact economic development opportunities, downtown retail viability, efficiency of transit operations, and housing values.

Enhanced Gateway Aesthetics, Safety and Visibility

The visual experience and identity of Annapolis is to a great extent defined by the major corridors on which people travel into or through the City. In 1998, the majority of the major roadways leading into the City were not marked with distinctive signage,

landscaping, or other visual cues to announce arrival into the City. Therefore, the 1998 Plan included policies for preserving and enhancing such approaches to Annapolis. More than focal points and visual connectors, these corridors serve to convey a sense of place, as well as improve aesthetics, access, visibility, and safety.

Today, modifications have been made to many key city gateways including such urban design features as attractive signage, street trees and other landscaping, sidewalks and pedestrian amenities, street furniture, lighting, and the burying of overhead utilities where feasible. Gateway enhancements have been made to Edgewood Road, Forest Drive, Aris Allen Boulevard, and Rowe Boulevard. A new traffic circle now exists at the intersection of Spa Road and Taylor Avenue, and the State has been making repairs to Outer West Street. Improvements to Inner West Street were implemented as part of a coordinated strategy to stimulate private investment from Church Circle to the new Westgate Circle.

These gateway improvements have not only reinforced Annapolis' unique identity by visually demarcating entry into the City from the surrounding County, but also by visually unifying the City and connecting the historic core with the surrounding neighborhoods. In coming years, in partnership with state and private agencies, additional gateways will be enhanced, including Hanover Street, Bladen Street, Green Street, Fourth and Sixth Streets. A special emphasis will be to establish Outer West Street as a priority place to help keep the City's economy flourishing as Parole expands.

Expanded Transit and Commuter Solutions

Superior bus and shuttle service is a vital part of the 'grid' of transportation alternatives allowing citizens to live and work as efficiently as possible is. Today, the City of Annapolis operates one of the most extensive small-city transportation networks in the nation, with patronage levels approaching those of medium to large cities.

The Annapolis Department of Transportation (ADOT) provides transit and commuter solutions through three shuttle routes and a fixed-route system comprised of eleven routes providing services seven days a week, past 10 PM at night. Extensive support programs are also offered, such as a guaranteed ride home, assistance with tax incentives, late-night employee subsidies, water taxis and maps of the bus, bike and walking routes of Annapolis.

For those traveling to and from the downtown core, making bus services an attractive alternative to residents and more than 7,000 visitors a day, reduces congestion, fuel usage, and vehicle exhaust and other pollutants. Annapolis Transit created a Free Fare Zone that assists visitors, commuters and residents with a free ride on City-owned buses along four designated routes throughout the historic downtown area. It is an excellent example of air quality improvement through integrated land use and transportation decisions.

The City's transit system links residents and visitors to the State's capital with recreational areas, County shopping centers, educational and medical facilities and employment hubs. Through deviated fixed-route services, ADOT also offers

transportation options for the elderly and persons with disabilities. Curb-to-curb service to eligible persons who are unable to use the fixed-route services is provided. Not all of the current fixed-route buses are lift-equipped, but all future purchases will require them.

More than 55 bus shelters have been installed with lighting and signage and at no cost to the public. Unavailable for 18 years, in 2005 Trailways/Greyhound inter-city bus services were resumed to Annapolis. As a result of wide-ranging initiatives, the transit system has earned awards from The Maryland Municipal League, The Citizens Planning and Housing Association, and the Transit Riders League of Metropolitan Baltimore, and ridership has expanded above one-million riders.

Increased Parking Options

Developing and implementing a coordinated parking and shuttle strategy for the downtown area has been a major City objective since the 1985 Comprehensive Plan. The 1998 Plan proposed viewing parking as a city-wide issue that required a coordinated approach involving traffic circulation, transit service, and even bicycle and pedestrian issues. The City convened a Parking Commission to refine both short- and long-term strategies for parking in the downtown and Inner West areas, resulting in a series of moves to strengthen parking options, including commuter intercept lots and contractual agreements with private owners of parking facilities where needed, and development of shuttle service concepts to support capacity and link downtown with areas of employment, particularly Parole.

Increased parking revenues have resulted from the Commission's suggestion to raise parking rates in garages and at meters for the first time in 10 years to reflect both inflation and the relationship of distance from the highest-demand areas. Two-thirds of the revenues is targeted for expansion of fringe parking shuttles, additional alternatives for commuters, and improved enforcement techniques. In addition, for the first time in 30 years, the City has an agreement with the Naval Academy Athletic Association for a share of parking revenues at the stadium. It is expected to generate \$100,000 in additional revenue annually that will be used to enhance the shuttle service, making it an even more attractive alternative to parking downtown.

The City has also been fortunate to increase parking opportunities. The State Garage on Bladen Street, and the Larkin Street and South Street surface lots are open for evening- and weekend-employee and resident parking. Park Place and Knighton Garage brought hundreds of new spaces online. Valet service has helped relieved parking on residential streets and has freed up transient meter and garage spaces downtown. Scooter owners are delighted with new designated parking areas throughout the downtown area. Bit by bit, an aggressive and coordinated parking/pricing program is easing congestion and improving downtown Annapolis access.

Implemented Citywide Bicycle-Path Network

The development of a network of bicycle paths and routes is an ongoing city initiative. It

is important not only to provide an alternative means of transportation, but also for recreation and neighborhood-to-neighborhood access. The City moved ahead with more detailed planning of bikeway routes, development of design standards and treatments for each segment of the bikeway plan, including both off-street pathway segments and on-street lanes.

An advisory bicycle-users committee was formed to provide ongoing support to help guide the City in its implementation of details and continued pursuit of available state and federal funding. This collaboration has resulted in the construction of the Poplar Avenue and Spa Creek paths, installation of bicycle racks on City buses, and the development of targeted maps and information. Bikes can also be signed out for free at designated spots downtown.

Improved Access for Pedestrians and Disabled Persons

Annapolis was designed as a walking town. However, the City's sidewalks and alleys need help. Another task force was appointed, called Team Ped, which examined the City's various thoroughfares of concrete and brick; considered access to schools, recreation facilities, grocery and convenience stores and public transportation connections; and created a prioritized comprehensive sidewalk plan

The City also has initiatives in place to promote sidewalk accessibility for persons with disabilities. The existing sidewalk inventory has been reviewed and locations identified where accessibility improvements, such as ramps at curbs, are being made. Current policies, including bid requirements, now ensure that any new construction of sidewalks, pathways, and other transportation facilities include the appropriate ADA design requirements.

Hindered by Numerous Challenges

The City of Annapolis will continue to face serious issues that hinder making access to, from, and within the City more efficient and safe. The City's water features, shared boundaries with the County, and the fact that it currently has no official way to influence regional decisions, such as growth in Parole, all impact transportation in Annapolis.

In addition, the City has built its transit system with Federal grants, many of which have been curtailed due to federal funding shortfalls. Annapolis will not receive any operating subsidies based on Federal funds after FY 2008. Combined with escalating fuel prices and maintenance costs, this loss of grant funding cannot be accommodated within the current flat municipal budget.

Unless these issues are addressed, as private-vehicle use in Annapolis increases, it will cause additional gridlock, pollution, safety concerns, and parking problems, especially downtown among the highest housing and commercial densities. Unchecked, living, visiting and doing business in Annapolis will become less attractive.

4. Environmental Accomplishments

Increased Key Natural-Resources Protections

The majority of the City's woodlands, freshwater streams, tidal creeks, floodplains, and steep slopes affect its tidal waters, the Severn River, the South River, and ultimately the Chesapeake Bay. The health of local waters is an obvious and major topic of concern. Yet, preserving and restoring all of Annapolis' key natural resources, including air, land, raw materials, and energy, is not only critical to the health of the City's environment and that of all its people, flora, and fauna, but also to those of the greater regional community as well.

The 1998 Comprehensive Plan recommended that the City's primary environmental goals be focused on protecting sensitive environmental resources via strengthening regulations, improving water quality with comprehensive stormwater management plans, and restoring native vegetation and natural habitat areas. Although there were myriad environmental regulations already on the books, at both the federal and state levels, in order to serve as the community's model for environmental leadership, the City forged ahead and took an even more aggressive stance.

Over the last decade, policies, strategies, plans, programs, procedures, and regulations have been devised to handle specific, more localized issues. Today, Annapolis is among the nation's most progressive in environmental legislation and has been recognized many times as a national model for urban environmental protection and enhancement.

Created a Focused Environmental Approach

In order to give a broader environmental emphasis to the City's development process, the Department of Neighborhood and Environmental Programs (DNEP) was created. Also known as the "Quality of Life Department," it consists of two divisions. Code Enforcement is responsible for all facets of licensing, permitting, and inspections enforcement; and Environmental Programs is responsible for the enhancement of the environment through oversight of dozens of short- and long-term projects and programs. DNEP has become a focal point for the City's green initiatives related to water, air, land, raw materials, and energy.

An Environmental Interdisciplinary Team was also established to play a support role in the City's efforts to minimize environmental impacts and maintain ecological viability. The team consists of City staff members from all departments that handle environmental issues (Recreation & Parks, Planning & Zoning, Public Works, Transportation, Economic Development, Police, Fire, and DNEP). They work together to review environmental issues and coordinate efforts between departments.

Upgraded Stormwater Management Practices

Annapolis' older stormwater management infrastructure was, and continues to be, a challenge. Retrofitting it to meet today's standards is enormously expensive, yet the City is doing so, one drainage area at a time. Storm drains, curb inlets and drainage outfall pipes are systematically being replaced with specially designed structures. New technologies are being installed, such as Baysavers and Stormceptors, which increase the efficiency and cost-effectiveness of removing pollutants from stormwater runoff. A dedicated revenue source, the Stormwater Utility Fee, has been established to help fund the repair, replacement and construction of the City's stormwater facilities. "Five cents a day for the Bay" is applied to property owners' water bills each month.

The City adopted innovative Best Management Practices (BMP) for reducing stormwater runoff, such as green roofs and rain gardens, and requires them to be part of any new development or redevelopment design plan submitted for approval. Now according to code, environmentally sensitive acreage on a development site must be deeded into a permanent conservation easement. Infiltration of some of the stormwater and the creation of bio-retention areas for discharge control are required. A more comprehensive silt-fence standard applies to construction that was formerly exempted from the grading permit requirement. Other legislation requires reduction of impervious surfaces, one of the biggest environmental issues facing the Chesapeake Bay. The city is committed to reducing impervious services from the current 40% to 20%.

Improved Natural Resources with Plants

Together, Annapolis' public and private sectors have developed more than 60 bioretention areas, called rain gardens when the source of the runoff is rain and the area is planted with native flowers, shrubs, and trees. Rain gardens are maintained at Truxtun Park, Newman Park, Amos Garrett Park, and numerous street-end parks. Funded by various state, federal, and private grants, the City has also worked with volunteers to construct approximately 3,000 feet of natural shoreline around many city-owned parks. Such Living Shorelines control shoreline erosion, while restoring and preserving the characteristics of the estuarine marshes, tidal wetlands, and upland buffers.

A BayScape is another erosion-control technique that uses native plants to not only provide a beautiful landscape, but to also support the ecology of the Chesapeake Bay. In addition to improving water quality, a BayScape also provides habitat for local and migratory animals. Over the last twelve years, 37,000 person hours have been devoted to planting 4,500 trees and 25,000 native plants and flowers through the City's GreenScape program. The city also has three new "green roofs," a building roof that is partially or completely covered with plants. One roof is on a demonstration project, another on the Annapolis Police Department, and the third on private property. The new Recreation Center will also include green roof technology and the use of green roofs is actively encouraged when people come in for development permits.

Implemented Energy-Efficient Standards

The City is dedicated to improving the energy efficiency of its overall operations and to providing an example and incentives for residents and businesses to improve theirs. In 2003, City departments began an ambitious Green Procurement Program and switched to environmentally friendly and energy efficient products, such as recycled-content paper products, biodegradable cleaning supplies, and energy-efficient business machines and appliances. Energy-saving light-emitting diodes have been installed in traffic signals, crosswalk signs, streetlights and building fixtures.

The Annapolis Energy Efficiency Task Force was formed to recommend the standards that must be implemented to reduce the City's energy costs, consumption, and reliance upon foreign petroleum. It outlined LEED (Leadership in Energy and Environmental Design) building standards for all new and existing municipal buildings. In 2006, the Task Force's recommendations were adopted and staff was hired to implement them.

The City has purchased numerous energy efficient scooters and gasoline/electric hybrid vehicles for staff use, converted some buses to compressed natural gas power, and built a CNG fueling station. Each hybrid has saved the City about \$1,500 in gasoline annually. Plans are underway to convert buses, boats and other vehicles to alternative fuels, such as compressed natural gas.

Purchasing municipal electrical needs from renewable generation sources such as wind and solar is also a top priority. In 2005, the city made a pledge to the World Wildlife Fund's Power Switch Program to purchase a minimum of 20% of municipal electrical needs from renewable energy resources, which will generate zero pollutant emissions by 2020.

Instituted Ambitious Clean Air Initiatives

A sizeable source of pollution in the Chesapeake Bay Watershed comes from airborne deposition of excess nutrients and pollutants that end up in the local waterways. In addition, according to the American Lung Association, Anne Arundel County has the 17th worst air quality in the nation. Recognizing the risks to health and economic growth posed by air pollution, the City aggressively institutes programs designed to promote local steps to reduce vehicle miles and to filter air, including its own vehicles and facilities.

The message of Annapolis' Clean Air Initiative, the only local government grass roots program in the region, is "Drive less, Plant a tree." To support the effort, the City has concentrated on constructing pathways throughout the city to facilitate more bicycle and pedestrian activity. While Annapolis has had legislation on the books for over a decade that protects the tree canopy and currently has a 42% tree canopy, the City has signed a written commitment to increase that cover to 50% in the coming years. To work toward that goal, the city began a program to give away 500 native trees to city residents annually, stipulating that those trees be planted inside Annapolis city limits. The City

now meets an annual goal of planting 1,000 trees a year. As a result, Annapolis won the coveted Arbor Day Award as one of America's finest "Tree Cities."

In 1988, the City created the Annapolis Conservancy Board to work with City staff, property owners, local land trusts, and other government agencies to preserve and maintain Annapolis' natural heritage, quality of life, and green space. It remains one of the few municipally run land trusts in the nation. To date, the Annapolis Conservancy has saved and created more than 120 acres of open space in the form of conservation easements on 74 sites, the largest of which is the 46-acre easement associated with the Kingsport subdivision. In addition to providing recreational, cultural and economic benefits, the ecological benefits of Annapolis's open space include cleaner air, heat-sink mitigation, noise-pollution reduction and wildlife habitat creation.

Engaged Public Support to Achieve Goals

Annapolis is a small city, with big city issues. Achieving the "greening" of the city and meeting its environmental challenges is dependent upon aggressively pursuing grants, developing partnerships with other groups, and engaging citizens willing to volunteer their time. Today, a multitude of boards, commissions, and watershed nonprofit organizations are immersed in offering advice and citizen input. Four organizations dedicated to protecting, preserving and improving Annapolis' four creeks have been formed: the Spa Creek, Back Creek and Weems Creek Conservancies, and the Friends of College Creek.

An army of volunteers, from schoolchildren to retired admirals, participates in revitalization projects on the City's four creeks; conducts annual Wade-ins into local waters to monitor water quality; and cleans up accumulated debris and trash along streams via the "adopt a creek" program. Through the labor of volunteers, grants, and in-kind business donations, the City's citizens and businesses have benefited from a \$6,000,000 investment in environmental initiatives.

In an effort to engage citizens in beneficial environmental activities, publicly and privately, the City also actively participates in developing educational outreach, including expos, brochures, signage, school programs, awards, promotions, and a variety of other activities, in English and Spanish when possible. To ensure awareness of the next generation in improving the environment, the City created a groundbreaking clean air program called "Take a Deep Breath" that was taught to every 4th grade student in Anne Arundel County. More than 7,000 children learned simple ways to reduce air pollution, such as tree planting and driving ten fewer miles each week.

The only gold-medal winner in Maryland for a city its size, Annapolis received the EPA's "Gold Medal Chesapeake BayPartner Community" award in recognition that when it comes to innovative environmental solutions, the City serves as a model for cities large and small.

5. Recreation and Parks Accomplishments

Increased Recreational Opportunities

Recreation and open space make an essential contribution to a healthier population, a greener city and to citizens' quality of life. The 1998 Comprehensive Plan recommended improving and expanding recreational opportunities to serve the needs of Annapolis residents of all ages. Today, the City's Recreation and Parks Department provides a wide variety of affordable, safe and high quality recreational programs, activities and classes.

Ranging from swimming and boating lessons, to creative art and Spanish, activities are designed to encourage physical and social health, relaxation, learning, wellness, community pride, and enjoyment of the City's open space, parks, and waterways. Currently the programs are being operated from several substandard facilities. A new Roger "Pip" Moyer Recreation Center has broken ground at Truxtun Park, and will serve to consolidate and expand recreational opportunities for all citizens of Annapolis into one convenient location.

The 60,000-SF facility will house several full-sized gyms, an indoor 200-meter track, a rock climbing wall, community meeting rooms, a fitness center, preschool-age program space, babysitting services and recreation offices. Outside there will be lighted tennis courts, a public boat ramp and pier, parking area improvements, and woodland trail improvements. Elsewhere in the City, the playing fields and other recreational facilities at the Annapolis Sports Complex have been expanded. This joint City and County project behind Germantown Elementary School has served as a model for other projects.

Reestablished Community Resources

The renovated Stanton Center has been reopened, offering a safe community space for recreational and cultural opportunities for children and adults to enrich their learning and physical well-being. In addition to a multipurpose gymnasium and fitness area, the historic City building serves as a community resource center. It houses many community organizations' that provide families with support human services, including health, medical, therapeutic, and counseling. In partnership with the Anne Arundel Medical Center, a free medical and dental clinic, one of only five in the nation, is set up at the Stanton Center. It has also become a hub of community activity with special functions, community events, dances, community meetings and dinners honoring special individuals.

Developed Additional Parks

In 1998, although Annapolis had a reasonably well-developed system of parks and conservation lands, some neighborhoods lacked local-park and recreational facilities. Due to the lack of available land in the City, new parks were difficult to develop. Nevertheless, opportunities to secure new open space have been pursued in private

developments, as well as through public action in accordance with the framework established by the Annapolis Parks and Paths for People Plan.

Today, Annapolis offers a broad variety of parks and open space providing passive and active activities to the community. The City maintains more than 200 acres of park land, including Truxtun Park (70 acres), Back Creek Nature Park (12 acres), Bates Athletic Complex (14 acres), Old Bates Athletic Fields (8 acres), Spa Creek Conservancy (5 acres), Waterworks Park (35 acres), the Annapolis Sports Complex (32 acres), and about twenty small neighborhood and street-end parks. Some are sitting parks for relaxing by the water's edge, such as those along Spa Creek and Back Creek. Others support more activity, like the woodland trails at Truxton Park, Back Creek Nature Park and Waterworks Park.

Truxtun Park

The 70-acre Truxtun Park between Hilltop Lane and Spa Creek is Annapolis' largest park, comprising over 50 percent of parkland within the City. While awaiting the new Recreation Center, existing facilities have been upgraded. There are new camps, classes and sports leagues with activities for every age. An 8,000-SF skate park has been added to the basketball courts, tennis courts, ball fields, playgrounds, water access, walking trails, and public swimming pool. Several community-volunteer projects have resulted in the addition of bioretention logs and marsh grasses to restore the park's shoreline, the construction of a trail to stabilize the eroding banks above Spa Creek, and installation of decorative landscaping.

Back Creek Nature Park

Located on the banks of Back Creek, this park includes waterfront, forest, deep banks and prairie. It is unique in its environmental educational opportunities for erosion remedies, shore line stabilization, and storm water management techniques. Innovative learning exhibits round out this city park, including a green roof, a rain garden, educational park signage, and an expanded urban environmental living classroom space. The EcoTechnology Walk is an outdoor education area located on 150 feet of shoreline and an old water treatment plant now operates as the Osprey Nature Center. Both provide visitors with educational programs about watershed conservation, restoration, and mitigation and their benefits to the Chesapeake Bay.

Annapolis Waterworks Park

The City owns this 500-acre park situated on Defense Highway (Route 450), one mile west of the Annapolis Mall. Waterworks is home to a wide variety of wildlife and one of the few open-space resources in the area that provides the public with hiking trails and places to fish. Some of the trails traverse hilly and rough terrain, while others are flat, hard-surfaced, and handicap-accessible, allowing people of all ages and abilities to enjoy the natural beauty of the park. With numerous ponds and a lake, the park is an ideal location for fresh-water fishing, catch-and-release only. Due to the park's ecological sensitivity and limited parking, entrance is by a limited number of quarterly and monthly permits issued only to City of Annapolis or Anne Arundel County residents.

Neighborhood Parks and Playgrounds

The City brings the outdoors to city streets via a wide range of parks and playgrounds for residents and visitors to enjoy. Some of the most recently completed are The Newman Street Playground (0.5 acres), offering an ADA accessible playground, basketball court and sitting benches; Poplar Park (0.7 acres), which includes a hiking/biking trail; and Primrose Acres (0.2 acres), with a playground, basketball court and sitting benches.

Waterfront Street-End Parks

The image of water continues to be central to Annapolis' identity. The City has eighteen miles of Chesapeake Bay, Severn River, and tidal-creek shoreline. However, due to inland locations or private shoreline development, most of the City is physically and visually separated from the water, highlighting the importance of public access to the waterfront. Since 1981, the City has had a successful program of improving waterfront street ends to enhance public access to the water.

However, over the last decade, the City has provided many additional opportunities for public physical and visual access to the water, including scenic viewpoints, places where people can walk along the water's edge, such as at Truxtun Park, and boat ramps like the permanent concrete one at Tucker Street. Annapolis has many small, waterfront parks that offer sitting benches and the opportunity for quiet relaxation. Most have been renovated with the help of partnerships and volunteers, including the parks at the end of Prince George Street, Amos Garrett Boulevard, Fourth Street, and Northwest Street.

Doubled Beautification Efforts in Public Spaces

From its modest 1992 beginnings to commemorate the opening of the Parks and Paths for People program, GreenScape Day became an annual citywide effort to clean, plant, and beautify public spaces. Under management by the Recreation and Parks Department, it has been expanded and now occurs twice a year, in the spring and fall. Each GreenScape Day, the City furnishes the planting materials and other resources, and about 1,000 volunteers join together to provide professional expertise and labor. Every time, these gardeners plant about 2,500 plants and 250 trees in 50 to 60 gardens across Annapolis.

Volunteers include community associations, school groups, scout troops, individuals, businesses, and neighbors. Where possible, they install native plant species because once established, they are able to stay healthy with little watering and without chemical pesticides or fertilizers. Native plants are also important to the survival of urban wildlife, such as songbirds and butterflies, providing essential food and shelter. Over the years, paths have been blazed, community gateways landscaped, tranquil gardens planted, and parks beautified and restored. Some projects, like Poplar Trail, have been developed into showplaces, as shrubs and trees are added along the path year after year.

Connected to National Trails

A work in progress, the Annapolis pathways system, or the Colonial Annapolis Maritime Trail (CAMT) encompasses a 16-mile pedestrian and bicycle network that provides access to recreational areas, points of interest, and all parts of the city. Originally, the CAMT consisted of dirt trails along old utility right-of-ways, railroad beds, and open

spaces. Throughout the years, much of the mulch and dirt have been replaced with segments of all-weather surface. Annual GreenScape projects by volunteers have added park-like beauty to these passageways to schools, recreational facilities and other activities.

Today, the CAMT is part of the Maryland Millennium Legacy Trail, which encompasses the BWI and Baltimore Annapolis Trail facilities in Anne Arundel County. Annapolis is the only place in the United States where two national trails connect: the East Coast Greenway Trail, running from Maine to The Florida Keys, and the transcontinental Great American Discovery Trail, stretching from Delaware to California. Both trails overlay an identical route between Jonas Green Park and the National Mall in Washington, D.C.

CAMT's connection with two national trails, the County trail system, the State Greenway System, BWI Thurgood Marshall International Airport and the AMTRAK train network, uniquely positions the historic City of Annapolis to promote itself as a destination for touring cyclists from around the country and the world.

Multiplied Hiking and Biking Trails

While Annapolis boasts many miles of walking tours and trails, three trails have been completed since 1998, which have become the City's primary pathway for access to many recreation and cultural facilities.

The Poplar Trail is an asphalt, 1.3-mile, hiker/biker trail and linear park along the old B&A rail line. It serves as the backbone of the CAMT system and provides safe and convenient access to two elementary schools, a number of athletic fields, the public library and other community facilities. It also provides a critical connection between the County's South Shore Trail in the west, and the B&A Trail in the east, thus linking the two national trails. It has been extended to connect the end of Poplar Trail at Admiral Drive to the county trail at Jennifer Road, and also to connect with the Spa Creek Trail at the end of McGuckian Street.

Completed in 1999, Spa Creek Trail is a 1.5-mile paved trail providing a safe, all purpose route for cyclists and pedestrians from West Street to Truxtun Park. The trail links a wide range of neighborhoods and virtually all of the athletic fields in Annapolis and ends at the City's largest recreational facility.

The Navy Stadium Trail is a 1.25-mile paved, landscaped trail circling the Navy-Marine Corps Stadium. This fitness trail and landscaping buffer frames an ambitious stormwater management plan that greatly reduces runoff into neighboring creeks. The trail connects to the CAMT and provides a safe place for communities to recreate, while enjoying spectacular views of the city.

6. Cultural Accomplishments

Balanced Culture, Heritage and Education

From its earliest days as a colonial capital city, Annapolis was known as the “Athens of America.” It offered a wealth of cultural activities, a glittering social season, gracious hospitality and intellectual stimulation. Part of the City’s commitment to public service is to preserve and enhance quality of life through a similar balance of cultural, heritage and educational offerings.

Today, Annapolis has a symphony, an opera company, the largest Ballet Company in Maryland, two theater companies, a Chorale and dozens of artists. There are yacht clubs, service clubs, museums, churches and synagogues to fit every taste. The City offers many community service activities, education programs for all ages, and even parenting classes.

Strengthened the Historic Core

The City devotes considerable resources to preserving and enhancing the physical environment of the historic core, a largely intact pre-industrial colonial City. It was designated a National Historic Landmark by the U.S. Secretary of the Interior because it possesses exceptional value in illustrating the heritage of the United States.

The City’s public policies and capital improvements continue to respect the special character of this area. A strong Historic Preservation Commission, seminars about economic incentives for historic preservation, active citizen participation, effective partnerships and protective laws have helped the City succeed as an historic preservation model. In 2004, an update of a design manual for the Historic District was overseen by the Historic Preservation Commission to clarify some sections, strengthen others, and add archeology procedures and guidelines.

Architecturally, Annapolis boasts the largest collection of 18th-century buildings in America. Today, many are open to the public, where their beauty and architectural style are major attractions. 99 Main Street, the largest and best preserved 18th-century commercial building on the City’s waterfront has been transformed into the Historic Annapolis Foundation’s HistoryQuest at the St. Clair Wright Center. Its exhibits tell the remarkable preservation story of the City and the stories of those who have lived and worked in Annapolis throughout the decades.

The City-owned Maynard Burgess House and household gardens are currently being restored as a house museum property depicting 19th-century middle-class African-American life in Annapolis. This former property of two successive African-American families, from 1847 to 1900, stands in tribute to the aspirations of the free black population of Annapolis in the 1800s.

Expanded Heritage Offerings

The City has aggressively established programs to build on the existing Historic District and link it to other parts of the City and the region. As an important step in implementing this strategy, the City has continued its partnership with established heritage tourism destination “Four Rivers: The Heritage Area of Annapolis, London Town & South County.” Annapolis is its “crown jewel.” Four Rivers and the City frequently partner to develop cultural facilities and programs that preserve, enhance, promote and celebrate Annapolis’ heritage, such as working with Goucher College to establish a Historic Preservation Certificate graduate program in Annapolis.

When Four Rivers won the prestigious 2006 Preserve America Presidential Award for heritage tourism, it enabled the City to obtain an \$80,000 grant to produce five permanent exhibits of archeological findings. One of only 23 grants awarded in the nation, it funded displays of excavated artifacts that help tell the stories of Annapolis citizenry at all levels, over a 300-year period. The University of Maryland’s Archeology in Annapolis Program (APP), which has been “digging” in Annapolis for 30 years, excavated the items.

Highlighted Maritime Traditions

The Chesapeake plays a major role in the history, culture, commerce and quality of life in Annapolis. Recreational boating, fishing, sailing and racing are activities that take place year round in Annapolis and are responsible for a vigorous maritime industry. Supply and service establishments dot the shoreline and comprise a major part of the local culture and economy. An annual three-day Maritime Heritage Festival is held on the City Dock to showcase and celebrate this aspect of the Annapolis lifestyle.

Following devastation by a flood, renovations to the Annapolis Maritime Museum and Barge House are underway. The historic McNasby Oyster Company building is being brought back to life as the “Bay Experience Center,” a state-of-the-art waterfront educational facility, exhibition gallery, and assembly hall. The Museum also interprets and hosts public visitation to the iconic Thomas Point Shoal Lighthouse, c. 1875, to which the City now holds title and leases to the Lighthouse Society for the preservation and restoration of the structure.

Enhanced Government and Institutional Linkages

Government has always played a major part in the ongoing operations of Annapolis. It is the capital of Maryland, and was the country’s capital when the Treaty of Paris, ending the Revolutionary War, was signed in the City. The State House is the oldest such capital building in continuous use in the United States. Numerous county, state and federal-agency offices occupy the City as well.

Annapolis is also home to educational and other private institutions that are integral to the life, culture, and history of the City, including the U.S. Naval Academy and St. John’s College, the third oldest institution of higher learning in the nation. The Historic Annapolis Foundation preserves the County’s and the City’s architectural history. The Chesapeake Bay Foundation is dedicated to conserving and restoring the waterway while

educating the public. Maryland Hall for the Creative Arts is a thriving center for studying, exhibiting, performing, and practicing the arts, where thousands of students of all ages take classes. Today, it is home to resident artists and its resident companies include the ballet, symphony, opera, and chorale, which all give performances in the 800-seat auditorium.

The City actively participates in sustaining and increasing these organizations' presence as community anchors in a manner that complements the physical and social fabric of the City. Results include a renovated Navy Stadium, enhanced shuttle service at the Naval Academy Stadium lot, increased promotion of Maryland Hall programs, and physical and programmatic linkages between institutions such as Maryland Hall and the renovated Wiley H. Bates School.

Began the Annapolis Charter 300 Celebration

In 1708, Queen Anne of Great Britain gave a City Charter to Annapolis, establishing it as the first municipality in Maryland and the only royal chartered city in the colonies. Three hundred years later, the City is celebrating the history, struggles, conflicts and cultures that have made this—and every city—a truly participatory democracy. Preparations began in 2006 for a yearlong party, from 2008 to 2009, that would stretch from historic City Dock, to the U.S. Naval Academy, to neighborhoods, schools, streets, and pubs all over town.

A long list of major arts, cultural, historical, and educational events, such as a history symposium where international scholars will share their research with the community, will be augmented with neighborhood festivals, pub-crawls, parties, special tours, sailboat races, children's programming and even an International Town Crier competition. All of Annapolis will be a stage where everyone can participate in celebrating 300 years of dynamic self-rule.

Increased Art in Public Places

In the past decade, the final phase of the Kunta Kinte-Alex Haley Memorial and Story Wall was dedicated and is now viewed by about 1,000,000 visitors a year. This compelling and inspirational public space at the foot of the City harbor is the only memorial in the country that commemorates the actual name and place of arrival of an enslaved African.

The City's Arts in Public Places Commission includes representatives from all eight wards, who accommodate the selection, acquisition, display, administration and preservation of suitable art objects in the City's public places. The Commission's efforts have resulted in murals depicting local history on the Stanton Center and next to the City garage, as well as three paintings for City Hall of notable women that impacted Annapolis' heritage: Harriet Tubman, Ann St. Claire Wright and Anne Catherine Green. The Commission and the Artwalk group are installing thirteen large-scale original art pieces at six public spaces throughout the city. Each piece speaks to milestones in the

City's history and will be exhibited for three years as part of the Charter 300 celebration. The artists selected are diverse in generation, gender, and ethnic perspectives and their artwork encompasses several formats, including photographic, mural, painting and enhanced printing. The series highlights the many different aspects of the struggle for equality and freedom among myriad peoples of the City throughout the last three centuries.

The Annapolis Symphony Orchestra was awarded a grant of \$25,000 from the Commission, which also oversees the competitive selection and presentation of performing arts in the City's public places. The grant funds helped support the Symphony's competition for a special musical work created for the Annapolis Charter 300 celebration, which drew over 100 applications from composers around the world.

Emphasized Community Diversity

The Charter 300 program has also sparked numerous projects designed to foster greater understanding and appreciation of the City's diverse communities. As delightful as Annapolis is by water, its human scale makes it a wonderful venue for a walking tour and the City has produced numerous brochures to encourage its exploration on foot. Titles range from "Declaration to Independence" and "Art in Annapolis," to "Gardens of Annapolis" and "Maritime Annapolis." A Four-Rivers mini-grant partially funded the Annapolis Maritime Museum's "Eastport Walking Tour" to help people to get know this maritime neighborhood.

A program is underway that will eventually place twenty historical and cultural signs outdoors throughout the City's eight wards. Through narrative, maps and photographs, the signage will portray the stories of pivotal Annapolitans and local events over the past three hundred years. A Carr's Beach sign has been dedicated on Bembe Beach Road. An iconic gateway marker has been placed in the Clay Street neighborhood, providing a historic perspective on the people, places and events of the Old Fourth Ward. Other signs are being placed in Parole and on nationally connected trails throughout the City, which host thousands of bike travelers and walkers each year.

Another outdoor effort was the restoration of the Southgate Fountain to its former glory with working pumps and water flow. It was named for the Reverend Southgate, beloved for his spirit of compassion and genuine caring for every citizen of Annapolis, during his 30 years as a rector of St. Anne's in the tumultuous post-Civil War era. Once again, the fountain commemorates the public spirit and good citizenship important to diverse communities of Annapolis.

7. Economic Development Accomplishments

Created a Distinctive Approach to Market Annapolis

One of the City's goals was to update the Office of Economic Development's Strategic Plan and produce a marketing brochure to actively advocate the benefits of the City's economic viability. First, six distinctive commercial districts were identified and the unique character and vitality of each was defined: Historic Downtown, Eastport, Inner West Street, Outer West Street, Forest Drive, and West Annapolis. Together, they now serve as the cornerstone of the City's overall economic development strategy and marketing plan.

The City developed a brochure that highlighted each of the six commercial districts as "Business Neighborhoods – Good Places to Live and Work." The piece won awards from the Maryland Economic Development Association and the International Economic Development Council for outstanding achievement in developing a package that markets and promotes new business activity.

Increased the Tax Base

Over the last decade, Annapolis has used the community-sensitive, six-business-neighborhood theme to proactively engage in economic development to increase its commercial tax base. Partnerships with business organizations and groups that contribute to the City's fiber, such as the merchant and maritime associations, the historic preservation groups, and other area economic development partners have been vital to the process. The result has been the successful attraction and retention of businesses that contribute to a healthy tax base.

The funds help the City achieve its vision and provide desired services, while offering relief to its residents from bearing all of the associated costs. Success is reflected in the City's AA+ bond rating, a tribute to prudent fiscal policies, flexibility in revenue and the strength of Annapolis' primary industries of government, maritime and hospitality. It also translates to hundreds of thousands of dollars in interest savings in loans for capital projects in the City's six commercial districts.

Historic Downtown

The City's historic core has seen more than a 16% increase in commercial property values. Sound stewardship has been focused on encouraging rehabilitation, the use of downtown upper floors, and character-consistent rebuilding—forced by flooding and fires. The City supported these efforts by replacing the concrete sidewalk around St. Anne's Church with brick, establishing a sprinkler fund, establishing heritage tax credits, and conducting seminars about downtown revitalization and historic preservation. Today, the completely refurbished Market House is once again open for business and private renovation and restoration has been completed or is underway at six additional sites on Main Street.

Eastport

Eastport has experienced more than a 20% increase in the value of its commercial properties, fueled primarily by longtime maritime and restaurant use, as well as redevelopment along Fourth and Sixth Streets. High-performance sailing retailers and manufacturers, boatyards, marine services and sailing schools have made the community

home to a maritime industry that has become the largest private employer in Annapolis, confirming the city's title of "America's Sailing Capital."

Inner West Street

Between 2000 and 2006, real commercial property values in Inner West Street increased an average of 150%. The City laid the groundwork with more than a \$50 million investment in the infrastructure and streetscape, created a special tax district, and established a more customer-service-friendly permitting process and toolbox for developers and small business owners.

This attracted \$300 million in private investment in a wide variety of commercial and residential projects, including West Village, Park Place, Severn Savings Bank, and Acton's Landing. This award-winning and still-ongoing effort is an example of successful community partnerships that have enhanced the quality of life in an area previously peppered with abandoned lots and failed businesses. It reaffirms the City's policy to promote revitalization as a major generator of economic development in Annapolis.

Outer West Street

Newly renovated car dealerships, improvements to other business properties, and a low vacancy rate in the light industrial zone have driven more than a 20% increase in commercial property values along outer West Street. Creative redevelopment and infrastructure upgrades are changing this community. While the area is now blossoming with new retail businesses, office development and unique urban-residential neighborhoods, aging strip shopping centers still line the corridor. More improvements are planned in order to turn it into a gateway to the City that will enhance its image and competitiveness with Parole.

Forest Drive

There has been almost a 14% increase in commercial property values in the Forest Drive corridor. Partly in response to the new mixed-use developments of Village Greens, Kingsport and Baywoods, a diverse range of new commercial offerings now serve the secluded neighborhoods that border Forest Drive. Professional offices, convenience shopping, and distinctive retail, including a brand new shopping/dining enclave, Village Greens, flank this City gateway.

West Annapolis

West Annapolis has experienced a smaller increase in commercial property values and a decrease in some. It is home to a strong and civically active business community, renowned for the colorful boutiques, antique stores, upscale services and the largest concentration of professional and healthcare provider offices in the city. However, many medical practices moved from the corridor when the Anne Arundel Medical Center Office Complex opened and the community is still in the process of exploring and establishing new character-consistent business uses.

Strengthened and Diversified the Maritime Industry

Outside of the governmental/institutional sector, maritime continues to be the City's largest economic industry. It is of special value to Annapolis not only because of its ability to attract visitors and dollars into the local economy, but also because of its place in the City's heritage and contributions to quality of life. As one America's premier maritime centers, the City works hard to offer support to help these businesses stay financially competitive and protect and enhance their \$200 million annual economic impact to Annapolis.

Today, the City's nautical backbone is strong and consists of about 300 maritime businesses, dozens of grassroots-driven organizations and yacht clubs, hundreds of year-round local, national and international regattas and championships, and 33 commercial marinas with a total of 3,090 boat slips and 76 public moorings. Annapolis hosts the world's largest in-the-water boat shows, attracting 40,000 to 50,000 visitors each year that contribute an estimated spending of about \$16 million annually within the City. The City has attracted world-class events, such as the Whitbread Round the World Race and the Volvo Ocean Race. As popular port of call for international cruising vessels, Annapolis was a natural location to begin building the National Sailing Hall of Fame at the City Dock.

Expanded the Office of Economic Development into a Full Department

To expand new partnerships for the City's revitalization programs, the former Office of Economic Development within the Mayor's department, is now the full Department of Economic Matters. The restructuring includes an Office of Minority and Small Business Development and an Office of Community Investment empowered to receive private contributions and secure the use of Community Reinvestment funds seldom used in the City.

Such funds are critical to neighborhood revitalization programs such as Clay and Washington Streets, and Outer West Street. The new Department will oversee these efforts to protect and enhance all of the City's business districts and economic vitality, including a new Maryland Main Street initiative intended to strengthen the downtown core, and a Sister Cities program to help ensure that the City is part of the global economy. The new Department will also focus on helping Annapolis meet the challenges expected by the development of the 33-acre, \$400-million mixed-use high-density Parole Towne Center and the 1.5-million SF expansion of Westfield Mall, which has made it one of the largest malls in the country.

The Department will be supported by an Economic Revitalization Fund and several advisory groups, including an Economic Affairs Advisory Commission and an Economic Revitalization Fund Board. The purpose of the Fund is to act as a surety to businesses that are seeking loans from established financial institutions. The Economic Affairs Advisory Commission will advise the City on myriad matters that affect, or are likely to affect the economic well being of residents and businesses.

Supported Underserved Residents and Businesses

The City's Office of Minority and Small Business Development was created to recruit woman- and minority-owned businesses to town, help them identify procurement opportunities, and train them in business practices with coaches and mentors. To support these efforts, the City has awarded about 600 contracts to minority firms. The "Annapolis Cares Small Business Resource Center" and an annual all-day Minority & Small Business Symposium were developed to help these businesses get questions answered, develop business plans, secure financing, and access City benefits.

Another proactive City approach to economic development was a coordinated strategy to increase access to jobs for less affluent residents. It has included partnerships with Anne Arundel County and other agencies to make entrepreneurial, job training, and placement programs available to City residents, such as a recent initiative that trained at-risk young men and women in home renovations. The City also provides a scholarship to Anne Arundel Community College for residents of subsidized housing. Transit connections to Parole and other employment centers for residents without automobiles are also being increased.

Accommodated the Managed Growth of Tourism

Both Annapolis' economy and quality of life are to a large extent based upon the City's magnificent natural setting on the Chesapeake Bay. Other key elements of the City's economic base include the United States Naval Academy, other governmental and non-governmental institutions, and the visitor-based and maritime industries. Together, they have made Annapolis the perfect destination for more than four million tourists, world-class sailors and dignitaries from across the globe annually. The City is renowned worldwide for its cuisine; hotels, inns, and bed and breakfasts; walkable harbor front and downtown commercial district; and the revered academic institutions of St. John's College and the United States Naval Academy.

The City helps to carefully manage tourism in order to protect its residential neighborhoods and retain its historic and maritime character. It has applied a strategy intended to increase the City's cultural facilities and programs in order to attract more overnight visitors. Today, Chesapeake Bay Gateway and Maryland Heritage Areas designations help to boost interest in the City's natural environment. Several major annual events and many smaller ones attract local, national and international visitors. Parking and transportation options have been enhanced to be more accommodating of tourists' needs. *National Geographic Adventure* recently recognized Annapolis as one of the nation's top waterfront towns.

8. Housing Accomplishments

Supported Residential Investment

In Annapolis, neighborhoods are the components of the City's soul. Yet, neighborhoods are not isolated colonies; they are intertwined. Citizens go to school, they play in recreation leagues, and they work in businesses together. So it is in the best interest of all citizens to see that living conditions are continually improved and the aspirations and opportunities for all who live in public and subsidized housing are achieved. The high proportion of subsidized housing in the City (1,936, or nearly 40 percent of the multifamily rental units) underscores the need to integrate all residents, including those Section 8 and public housing, into the Annapolis community.

Consequently, the City has zoned to support the diversity important to its vitality. It encourages investment in the City's housing stock that will encompass all income levels and needs, including home ownership, rental units, and affordable housing with mixed use. This strategy encouraged reinvestment in residential areas and mixed-use centers, with a focus on improving neighborhood quality of life, promoting economic activity, enhancing the tax base, and maintaining the City's older housing in good condition. Innovative over-lay districts have ensured balance and harmony within residential neighborhoods.

Expanded Moderate Income Housing Choices

To make certain that housing choices continued to be available to its residents and employees with moderate incomes, the City Council passed the Moderately Priced Dwelling Unit (MPDU) Law in 2004. This law requires developments of 10 units or more to provide 12% of the for-sale housing and rental properties to set aside 6% as moderately priced. This means that the sale price or rent must be below the market rate for other units in the same development.

1901 West was the City's first affordable housing and mixed use project completed under the MPDU Program, also known as inclusionary zoning. In total, the program has generated 52 affordable units in 9 developments since its inception in 2006. Originally, eligibility for MPDUs applied only to teachers working in schools located within the City's boundary, City residents, and City of Annapolis employees.

This landmark program was recently expanded to increase the number of applicants. Today, eligibility extends to all teachers and staff members in any elementary, middle or high school found within the Annapolis Senior High School district, as well as any person working within the City limits for the past year. The legislation also fine tuned other provisions and raised maximum income limits from 80% to 100% of median income for the Baltimore Metropolitan Statistical Area.

Facilitated Building a Model Bloomsbury Square

Bloomsbury Square, the second-oldest public housing community in Annapolis, was built in the 1940s for Navy personnel. When the State acted to relocate the deteriorating Bloomsbury Square to make way for a new House of Delegates office building, a firm they commissioned designed aluminum-sided apartments and 40-foot wide roads with no

storm water management. Despite its location on the banks of College Creek at the gateway to the State Office complex, none of the required historic-district design elements were considered, nor was compatibility with the new building or its neighbor, St. Johns College, the 3rd oldest college in America.

Fortunately Governor Glendening agreed to a collaborative redesign effort that was the first of its kind. It involved the existing residents of Bloomsbury Square, the State, the City of Annapolis, the Annapolis Housing Authority, and St. John's College. City planners focused on helping redesign the site to reflect the character of historic Annapolis, including narrower streets and red-brick housing.

The resulting neighborhood was a model of urban planning with 52 all-brick townhomes, 18 of which are fully handicapped accessible, and a two-story community center. It is a walkable community with tree-lined sidewalks and convenient access to the downtown area and transit. It also meets the highest environmental standards with a restored 100-foot shoreline buffer, and full, innovative stormwater treatment. The City retained twenty feet of open space along the creek, where it has developed rain gardens.

Helped Improve the Clay Street Neighborhood

In earlier years, the Clay Street area was the hub of the African American community. The neighborhood boasted its own theater, shops, bars and entertainment spots visited by famous black artists. However, it also had a strip of slum tenements. Urban renewal efforts in the 1970s, intended to rid such blight, is today blamed for destroying Clay Street's commercial core and disrupting its sense of community. What followed in the Clay Street area was not the expected improvement in living conditions. Instead, the building of housing for the poor became excessive. Businesses disappeared, vitality evaporated, and the neighborhood failed. It became tense, conflicted and dangerous.

In July 2001, the City Community Development Division created the Clay Street Community Legacy Plan through extensive discussions with the neighborhood residents and organizations working in the community. The Plan focused on four goals: improving the housing conditions and increasing homeownership; recreating and revitalizing the commercial and community core; improving public safety, facilities and infrastructure; and strengthening community leadership. Since then, the City has applied annually for Community Legacy funds to accomplish these goals. Including other public and private investments, more than \$7.4 million has been invested in the Clay Street neighborhood over the past seven years to help restore vitality.

The brick crosswalk, streetlights and flower baskets on West and West Washington Streets have been installed as part of a gateway project. In 2002, neighborhood residents formed the Clay Street Public Safety Team. This group successfully revived the Neighborhood Watch, executed the recommendations contained in the Clay Street Community Safety Plan, initiated additional police foot patrols, started Radio Clay Street and Let's Play Chess and developed a joint Housing Authority Safety Plan for City public housing. The Clay Street Computer Learning Center was established, which provides

access to technology and computer-skills training for underprivileged children and adults in the Clay Street neighborhood of Annapolis. The City's 2007 Community Legacy funds were concentrated on improving Town Pines Court, the neighborhood's last major blighted privately-owned housing, and continuing the current public safety initiatives.

Expanded Community Development

Much of the success of the City's community development program lies with federal Community Development Block Grant (CDBG) funding from the Department of Housing and Urban Development (HUD). It provides the City with an opportunity to address the needs of low- and moderate-income citizens and has been used to complete many public improvement projects, address housing needs and provide support for various community service organizations. The City continues and expands numerous programs that promote rehabilitation of existing housing, assist first-time homebuyers, and prevent homelessness.

Annapolis continually seeks ways to leverage its resources through partnerships with county, state, and federal governments and with the private sector. As an example of successful partnering, the City worked closely with Homes for America and Arundel Habitat for Humanity on projects in the Clay Street neighborhood. 22 Town Pines townhomes were rehabilitated and 19 homeownership conversion opportunities. The City, with Community Legacy and Community Development Block Grant funds, improved the exteriors of 23 homes and the interiors of nine of the 23. The private sector renovated an additional 22 neighboring properties. Thus, 40% of the Clay Street neighborhoods' privately owned properties were improved.

Over the last decade, Habitat for Humanity and Homes for America have helped more than 90 Annapolis families secure homes of their own. In addition, numerous other private and non-profit neighborhood organizations successfully work with lenders in providing financing for prospective homebuyers who cannot afford down payments and closing costs.

Focused on Public Housing

The City's public housing communities were a primary focus of the 1998 Plan's housing policies. It recommended a task force as a high priority to address the needs of the City's public housing communities. The Quality Housing Task Force was established to conduct a comprehensive review of the City's public and assisted housing. The committee supports the Annapolis Housing Authority in creating strategies to redesign public housing communities, integrate residents into the economy and community, heighten the role of the private sector in improving public housing, and address the basic human needs of public housing residents, such as a secure environment, education and job training, and access to employment.

With the City's support, the Housing Authority has set plans in motion to revitalize the Obery Court and College Creek Terrace (163 units) developments. Adding

homeownership opportunities and rental units, this redevelopment will have a major positive impact on these neighborhoods' housing conditions, appearance and safety.

Improved the Annexation Process

Expanding the housing options available to the City's residents is made difficult by escalating housing prices and the lack of vacant land for new residential development in Annapolis. Annexations allow the City to grow while controlling development at the City's boundaries, unlike at the Parole Plaza development, which is controlled by the County—but which will heavily impact the City.

Annexations continue to be controversial, but the process is much improved. In 2005, an Annexation Work Group formed and established a more rigorous and structured review process for the annexation of Anne Arundel County lands into the City. Examples of issues now addressed prior to annexation include fiscal, city services, and traffic impacts; relationship to development on adjacent lands; provision of land for parks and recreation; and effects on community facilities and services, as well as on sensitive environmental resources. This citizen committee's recommendations also ensure that the petitioner provides public amenities and services and that the development proposal occurs earlier in the process.

9. Public Involvement Accomplishments

Involved Citizen Volunteers

This chapter reflects that over the past decade, the most successful City programs, activities and initiatives involved citizen volunteers in some capacity. 120 citizens participated on transition teams during the change in Mayoral administrations. Others have served, and continue to sit on committees for every important initiative from the West Street MX Zone and Heritage Tax Credits, to Arts in Public Places and Affordable Housing. Violence prevention, drug counseling, senior services, youth programs, and assistance to the growing Latino population are some of other programs to which volunteers donate their precious time.

City residents have initiated ideas, provided labor and energy, located grants and partners, and served on the City's policy-making boards and commissions. Annapolis is fortunate to have received time and talents that were freely given to help make its neighborhoods better places to live, work and play.

Fostered Communication and Collaboration

Part of the City's public service is to facilitate effective communication among the citizens, neighborhoods, businesses, public agencies and nonprofit organizations with which it partners. The goal is to create a collaborative environment for solving problems

that generates new courses of action and supports implementation efforts. This approach has resulted, for example, in new communication tools for the police department. Now citizens can find Officer Hal Dalton's Neighborhood Watch Report on the City website, receive it daily via e-mail, and watch a regular police beat show on the City's cable network. Another outcome of this process was the Clay Street Public Safety Committee, comprised of citizens committed to taking back the streets from drug dealers.

The City continually develops education materials (brochures, signage, presentations), communications tools (robust website, podcasts, magazine) and public dialogue opportunities (weekly call-in radio show, public hearings on all legislation, annual Civility Conference) to ensure the collaborations necessary to improve service delivery and sustain a high quality of life for Annapolitans.

Coordinated Resources with Community Needs

The City's commitment to collaborative governing included establishing an Office of Community and Social Programs that builds communications and relationships with grassroots, educational, civic, social, community, business, and faith organizations, and other local, state and federal government agencies. The Office also serves as a liaison to coordinate government and private sector resources with community and individual needs via programs involving education, transportation, senior services, health, housing, recreation, and family counseling.

The City also provides funding to many of the volunteer and non-profit groups that already provide services in many of these areas, and organized the "Annapolis Foundation" to raise money for different kinds of community-based services.

Envisioned a New Comprehensive Planning Process

In January 2006, when the City of Annapolis embarked on its new ten-year Comprehensive Plan, Mayor Ellen Moyer envisioned a different way to approach this critical initiative. Since the Plan would define policy for the period 2008-2018 and govern a wide range of aspects of City life, Mayor Moyer's commitment was to make the new comprehensive planning process the most inclusive, participatory and insightful planning process possible. She led the City in planning and implementing a process whereby every citizen was given the opportunity to participate in a community-wide great conversation, called "Let's Talk Annapolis."

Everyone in Annapolis was invited to participate in small group discussions held all over the City. Additional outreach efforts were focused on 270 organized groups: neighborhood groups, the City's Boards & Commissions, churches, a variety of interest groups, civic groups, arts groups, business associations, environmental groups, social service providers, and the Housing Authority Tenant Councils. All were asked to encourage their memberships and constituencies to engage in the conversations.

Each group discussed the same four questions:

- How do we protect and improve our quality of life?
- How do we build a unified community?
- What should Annapolis become over the next 10 to 20 years?
- What are one priority issue and one recommended action, considering what government change would be required, and its cost?

Engaged Hundreds of Citizens in Conversations

The Let's Talk Annapolis process brought groups from all over the City together to discuss their differences openly and honestly. They talked collectively about quality of life issues for every citizen, from traffic and environmental distress, to violence and affordable housing. They talked about the future of their City, identified the elements they most cherish, and suggested improvements for those they do not. They engaged in discussion about how to create community within the City's incredibly varied population, how to discover shared purposes, and how to move beyond their insulated workplaces, iPods, and neighborhoods into the wholeness of the City.

More than 1,000 person-hours were spent in Let's Talk conversations in both residential and business communities, inside and outside the City. Businesses' categories of concern were almost identical to residents', and increasing traffic congestion was the number-one issue across the board. Preserving Annapolis' small-town character was another prevalent topic. Participants wanted to sustain the strong neighborhoods, maritime community, historic charm, parks and waterways, and diverse mix of people that have defined Annapolis for decades.

The other topics generating the most discussion in Let's Talk conversations and public forums included:

- Controlling New Development and Community Character
- Overburdening the City's Infrastructure
- Rising Social Unease/Crime
- Improving Public Housing Communities
- Ensuring Affordable Workforce Housing
- Losing Diversity
- Increasing Public Transportation Options and Usage
- Improving Walking/Biking Access
- Strengthening Public Schools
- Cultivating Effective Communications
- Creating Economic and Employment Options
- Preserving the Maritime Industry
- Decreasing Environmental Degradation
- Expanding Cultural and Recreational Opportunities
- Fostering Regional Planning

Formed the Basis for the New Comprehensive Plan

The Let's Talk process began in January 2006. Citizens' thinking and ideas were defined over the following nine months. Major conclusions and recommendations from the discussions were documented in short conversation reports, which were published and distributed to residents and the Comprehensive Plan Citizen Advisory Committee. Beginning in the fall of 2006, the Committee spent the next 2 years assisting consultants with creating the new Annapolis Comprehensive Plan 2008-2018, for which the Let's Talk results formed the basis.

In addition to informing the comprehensive planning process, some recommendations were immediately addressed and others were considered for incorporation into upcoming policy. However, Let's Talk was not intended to be a "to do" list for City government. It was intended to ensure that community members took a more values-centered approach to planning and would focus on partnering with the City and other agencies to make Annapolis a better place, now and in the future.

It is interesting to note that the top recommended action for change stated during the Let's Talk initiative was "more interaction." Citizens said that they wanted more dialogue, consensus building and collaboration. They asked for greater public outreach communications and public awareness efforts. They wanted more involvement and to make a difference. There was a significant desire for connecting and bringing the City's citizens, neighborhoods, businesses, and public agencies together, to galvanize the change and energy that bring about a better standard of service and ensure a higher quality of life.

Appendix D:
Spectrum of Zoning Techniques

CONVENTIONAL CODES Place Heavy Emphasis on Land Use Regulation and Minimal Focus on Character				HYBRIDS: Tools Incorporated into Euclidean Zoning to Enhance Flexibility and Character				CHARACTER BASED CODES Alternatives to Conventional Codes that Place Greater Emphasis on Community		
	Euclidean	Subdivision Regulations	Unified Development Ordinance	Overlay	Planned Development	Incentive Zoning	Special Districts	Composite Zoning	Performance Zoning	Form Based Code (& Smart Code)
General Description	Known as the "Building Block of Zoning". The most traditional approach to zoning. It is land use-based and partitions specific land uses into set geographical districts within a community.	A set of regulations apart from the zoning code that regulates how property is divided and establishes minimum infrastructure standards.	Consolidates all development-related regulations into a single code and blends zoning, subdivision and design standards into one comprehensive document.	An additional zoning district that is superimposed or placed on top of an under-lying use-based zoning district.	A zoning technique typically used for a major portion (or all) of a development that allows flexibility in the established standards in exchange for other considerations.	Incentive zoning establishes a series of incentives (typically density or relaxation of other requirements) to entice applicants to exceed minimum standards established in development requirements.	An option that allows entirely different (often character based) requirements to apply in designated areas.	Breaks development regulations into a mix of three main components: use, site and architectural characteristics with each of the three main components divided further into categories. Areas of the community are assigned a category from each component in a way that attempts to capture desired character.	Performance zoning is exclusively designed to focus on community character and the ability of a site design to "perform" according to the community's vision. Performance zoning continues to consider use as an instrumental component of character.	Places particular emphasis on urban form as a basis for community character. Land use is a minor consideration compared to form and character. Mix of land uses is anticipated and desired in a Form-Based system.
Typical Applications	Euclidean zoning codes are utilized by the majority of communities in the United States, including Annapolis. This traditional approach separates land uses by district - residential uses in one district, commercial uses in another district, etc. Form is addressed through setbacks, height limits, floor to area ratios, and other means.	Typically a separate set of regulations that are referenced in the zoning code. Subdivision Regulations deal with the relationship of the lot to the street, utilities and sidewalks.	As Euclidean codes became more and more complex to deal with design and urban form, UDO's have become a popular means to streamline and integrate development standards and processes.	Overlay districts typically apply another layer of specific development standards to a site. An overlay district deals with special circumstances through additional building setbacks, bulk requirements, architectural controls, additional limits on use or other means. In cases of conflict, overlay requirements supercede base requirements (typically to further restrict uses). There is no limit to the number of overlay districts that can be placed on a site.	Planned Developments are utilized to negotiate a specific outcome to ensure specific uses and development standards in exchange for other desired elements, such as open space, density limitations, etc.	As an addition to a traditional, Euclidean Code, incentives are typically used to encourage a limited number of concepts, such as increased tree canopy or open space, and reduced parking fronting the roadway. Incentives are a typical and highly utilized part of Character Based Codes as a means of exceeding minimum character requirements.	An increasing number of communities have incorporated character based codes in very specific areas by designating the area as a "special district".	Composite zoning has been nicknamed a "cafeteria-style" approach to character. It has enjoyed an increased level of interest among communities seeking a means of capturing some level of community character while continuing to place strong emphasis on use.	Focuses on easily understood general character classes, such as Urban and Sub-Urban with a variety of more highly defined subcategories. Performance zoning is appropriate for communities that seek extensive flexibility and creativity in site design and in achieving community character. The number of districts used in performance zoning is dictated by the number of character classifications. Performance zoning is particularly well designed to adapt to existing conditions.	Form Based Code is best known for its attachment to New Urbanism. It focuses on six districts ranging from Natural Areas (T1) to Urban Core (T6) based on intensity of development and various additional urban design criteria. Form Based Code is considered the antithesis of Euclidean zoning due to its minimal consideration of land use.
Pros	In its basic form, it is easy to understand and implement, largely as a result of decades of implementation.	With a Euclidean zoning code, a separate set of subdivision regulations is how urban form is regulated. Subdivision Regulations are critical to regulate the way property is subdivided and infrastructure is constructed including streets, water and sewer.	Provides a consistent set of regulations, common definitions and can provide greater predictability within the development process.	Overlay districts can address the uniqueness of a specific area and provide a widely accepted means of better addressing community character and urban form. Although rarely done, a site can be located within more than one district to even further address distinct circumstances.	Planned developments provide flexibility and "guarantee" through zoning that a development proposal will be constructed as proposed to an agreed upon standard.	Provides flexibility and reflects community values in a market friendly fashion.	Allows the community the opportunity to fully address character in a limited area, either as the area with the immediate potential for use or greatest impact, without completely revising current requirements.	Provides a more holistic approach to community character than hybrid tools added to Euclidean zoning. Selection of components from an established menu allows for a wide variety of combinations and reduces the need for variances. The menu of previously established options provides flexibility while making the process more predictable.	Provides flexibility in site design within the context of achieving a desired level of character while eliminating negative impacts. Number of districts can be as extensive or limited as needed. Works exceptionally well with incentives.	Considered to be the most "market friendly" form of development regulations due to its lack of focus on land use. In its purest sense, a form based code can be the simplest code to implement. The Smart Code, a derivative of Form Based Codes has been created to respond to more traditional planning needs.

CONVENTIONAL CODES Place Heavy Emphasis on Land Use Regulation and Minimal Focus on Character				HYBRIDS: Tools Incorporated into Euclidean Zoning to Enhance Flexibility and Character				CHARACTER BASED CODES Alternatives to Conventional Codes that Place Greater Emphasis on Community		
	Euclidean	Subdivision Regulations	Unified Development Ordinance	Overlay	Planned Development	Incentive Zoning	Special Districts	Composite Zoning	Performance Zoning	Form Based Code (& Smart Code)
Cons	It is very rigid and provides the least amount of flexibility. Focus exclusively on land uses and the strict separation of uses with little emphasis on character can inadvertently prohibit traditional walkable mixed-use developments and encourage sprawl. Commonly considered outdated, economically inefficient and unable to keep pace with changes in uses and the market. Attempts to address character results in creation of excessive number of "fine-tuned" use based districts and additional incorporation of form based measures.	Subdivision regulations establish minimum standards for subdividing land with little or no emphasis on urban character or form. For example, there is little or no flexibility when designing a street section in a mixed-use development.	No increased benefit specific to community character or urban form. Many UDO's are simply the combination of all regulations into one document with little additional focus on the city's urban form or function.	Because of their wide acceptance as a simple solution to character and urban form issues, overlay districts can be over utilized. Multiple zoning districts on a single site can be cumbersome to follow or administer. Over use of overlay districts is a typical indication that base development requirements may be out of date or not appropriately aligned with community values.	Planned Development is a time-consuming and tedious process that involves multiple parties including the Planning Commission and Board of Appeals, in addition to the efforts of staff. Planned Development can be difficult for staff to administer because each planned development is unique and the development standards vary. Like overlays, too many attempts to implement Planned Developments is a typical indication of significant flaws in typical development requirements.	Incentives are unreliable because they are an option. Incentives can become complex to administer and require more staff time, particularly in regards to educating developers. Incentives must be regularly evaluated to make sure they align with the community's goals, are in proportion with what the City is obtaining, and are sufficiently attractive to achieve their objective.	Literally requires staff to operate under substantially different standards in designated locations in a manner similar to Planned Development. Different requirements can require increased time and effort from staff and additional education for developers and property owners.	The number of possible combinations of use, site and architectural elements can be confusing and difficult to administer and maintain. Simple changes that may have previously been accommodated administratively requires a complete rezoning of a property.	If permitted, performance criteria can become complex and difficult to interpret or follow. Some criteria may require extensive understanding and training by staff. Use as part of one or more special districts could become difficult if the number of performance districts is extensive.	Placing existing developed areas into the Transect can be difficult and the source of significant debate. As a result, it can difficult to convert an entire existing community to a Form Based Code. Form Based Code and the Transect are not intended for use with automobile oriented development patterns. Incorporation of intensive design requirements (an option is implemented, to a certain degree, in almost all form based codes) can make the code "design-heavy", cumbersome and less market-friendly.
Current Use in Annapolis	Annapolis utilizes a Euclidean based code with attempts to address character using various hybrid tools.	Annapolis utilizes a separate set of Subdivision Regulations, although usefulness is limited under nearly built-out conditions.	Annapolis does not utilize a unified code.	Annapolis currently offers four types of overlay districts with distinctly different purposes. The most recent, the Eastport Gateway Conservation Overlay District, perhaps comes closest to addressing a common sense of community character.	Annapolis offers three types of Planned Development, including Residential Planned Development, Business Planned Development and Special Mixed Plan Development.	Incentives have been used by Annapolis as a means of encouraging development of affordable housing units, however, results have because maximum allowable densities are rarely met.	No special districts are currently used in Annapolis.	Not currently used in Annapolis.	Not currently used in Annapolis.	Not currently used in Annapolis.
Potential to Meet Comprehensive Plan Policy Requirements	Difficult to implement the Comprehensive Plan without use of hybrid tools.	Difficult to implement the Comprehensive Plan without use of hybrid tools.	Difficult to implement the Comprehensive Plan without use of hybrid tools.	A reasonable option, but with a risk of resulting in too many overlays or creating a system that is complex and difficult to manage or use. Overlays should be used on a limited basis and in a designated area.	Only recommended for clearly unique circumstances such as major TOD sites or in other instances where typical character based tools would be insufficient.	Like overlays, incentives are a reasonable option, but should be used to promote a minimal and strategic number of desired traits. Broad use would require critique of existing bulk requirements for market "reality check."	A clear and reasonable option that would allow Annapolis to test character based planning in critical areas such as Outer West Street.	An option for Annapolis as a complete conversion of the existing code. Composite zoning may be difficult to incorporate into existing zoning as one or more special district because it results in a myriad of districts.	Particularly suited to the Annapolis Comprehensive Plan as a complete conversion of existing development regulations. Performance zoning could initially be used in "opportunity areas" established in the new Comprehensive Plan.	A difficult option for communitywide implementation. An option for Annapolis in opportunity areas, particularly in regards to the Katherine Properties.